

## **PUBLIC HEARING INFORMATION PACKAGE**

### **Official Community Plan Amendment Bylaws No. 4028 and 4029 (Future Growth)**

#### **Public Hearing Notice and Bylaws No. 4028 and No. 4029**

1. Notice of Public Hearing for **November 19, 2025 at 7:00 p.m.**
2. 1<sup>st</sup> Notification – Municipality's Social Media - Facebook - Publication Date: November 3, 2025
3. 2<sup>nd</sup> Notification - Cowichan Valley Citizen - Publication Date: November 12, 2025
4. Official Community Plan Amendment Bylaw No. 4028
5. Official Community Plan Amendment Bylaw No. 4029

#### **Planning Staff Reports to Council**

1. Report to November 20, 2024 Regular Council – Early Consideration
2. Report to June 18, 2025 Regular Council – Request for Information
3. Report to September 3, 2025 Regular Council – Consideration of Bylaws No. 4028 and No. 4029
4. Report to November 12, 2025 Committee of the Whole – BMLAP Implementation Project Update (Updated Nov 13)

#### **Council Resolutions**

1. Council Resolution from November 20, 2024 Regular Council – Proceed with Application Process and Draft Bylaw, Draft Separate OCP Amendment Bylaw for Future Growth
2. Council Resolution from June 18, 2025 Regular – Request for Information, Draft Bylaw
3. Council Resolution from September 3, 2025 Regular Council – First and Second Readings, Schedule Public Hearing
4. Council Resolution from October 15, 2025 Regular Council – Reconsider and Revote on First and Second Readings

#### **Public Comments**

[See Written Submissions Package](#)

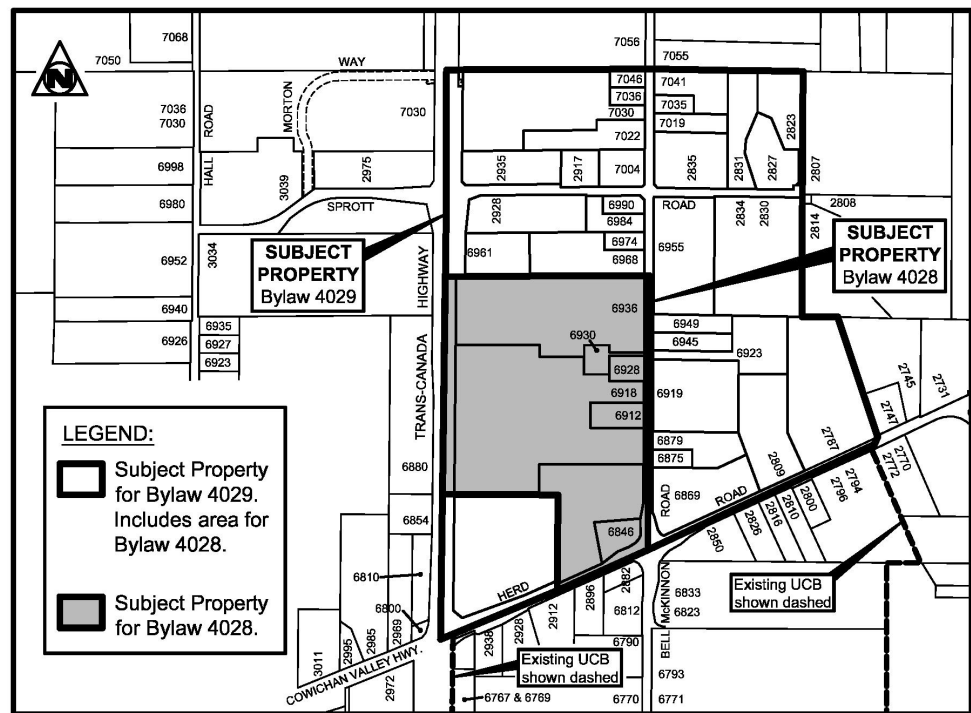


# NOTICE OF PUBLIC HEARING

Notice is hereby given that a Public Hearing will be held at **7:00 p.m. on Wednesday, November 19, 2025** to allow Council to receive public input on **“Official Community Plan Amendment Bylaws No. 4028 and No. 4029, 2025”**. As authorized by the *Local Government Act*, this hearing will be conducted by electronic means and members of the public will be provided an opportunity to be heard verbally or by submitting their comments in writing in advance of the hearing. This hearing will be a Hybrid Meeting and will be conducted in person from Council Chambers and by video conference using the Cisco Webex platform. Anyone wishing to participate may do so in person by attending Council Chambers, or by joining the meeting using a computer, smartphone or tablet, or telephone (audio only). If you wish to participate electronically, please visit [www.northcowichan.ca/virtualmeeting](http://www.northcowichan.ca/virtualmeeting) for instructions on how you can join this hearing and find the link to join. You may also view the meeting as it is streamed live by going to [www.northcowichan.ca/Agendas](http://www.northcowichan.ca/Agendas) and click on the ‘View Live Stream’ link. A copy of the recording will be made available after the meeting on North Cowichan's website for on-demand viewing.

**Official Community Plan Amendment Bylaws No. 4028 and No. 4029** apply to the lands generally located northeast of the intersection of Herd Road and the Trans-Canada Highway, as the map shows. The bylaws propose to amend Official Community Plan Bylaw No. 3900 (OCP) by:

- Amending the OCP mapping to:
  - Expand the Urban Containment Boundary to include the existing “Future Growth” land use designation; and,
  - Change the “Future Growth” land use designation to “Neighbourhood”, “Village Residential”, “Village Core”, and “Commercial”, coordinating locations of each designation with the Bell McKinnon Local Area Plan (BMLAP); and
- Amending the OCP text to:
  - Delete the “Future Growth Area Designation” from Section 3.2 [Land Use Designations];
  - Reinstate the BMLAP to make it apply to this area and delete the direction to staff to amend the BMLAP to remove the Future Growth Area.
- The proposed amendments include the application for a 13.4 Ha (33 acres) residential and mixed-use development North of Herd Road which is also known as “West Vista Terrace” (area shown as the Subject Property for Bylaw No. 4028).



## PUBLIC INPUT

If you believe your interests in land will be affected by the proposed bylaws, you are encouraged to submit your comments by following the instructions provided below:

**1. In Writing in Advance of the Public Hearing:**

Submit your comments in writing to Mayor and Council until **1:00 p.m. on Monday, November 17, 2025** by:

- Email to [publicmeetings@northcowichan.ca](mailto:publicmeetings@northcowichan.ca)
- Mail to Mayor and Council, Municipality of North Cowichan, 7030 Trans-Canada Highway, North Cowichan, BC V9L 6A1
- In-Person deposited through the mail slot at the Municipal Hall, Main Entrance

**2. Verbally or in Writing at the Public Hearing:**

- In Person by attending Council Chambers at Municipal Hall, 7030 Trans-Canada Highway, North Cowichan, BC.
- Virtually by logging in electronically, details and instructions will be available at least one week prior to the Hearing at [www.northcowichan.ca/PublicHearings](http://www.northcowichan.ca/PublicHearings).
- Written submissions may be submitted during the Public Hearing by presentation to the Corporate Officer or her designate.

**PLEASE NOTE:** Submissions should reference the bylaw numbers and include your name and the civic address or legal description of the land affected by the proposal. Please be advised that all submissions, including the individual's name and address will form part of the public record and will be published on North Cowichan's website. Do not include any personal information in your submission that you do not wish to be disclosed, as submissions received are public documents and will not be redacted (with the exception of email addresses on electronic submissions, phone numbers and signatures). Written submissions will not be accepted after the conclusion of the Public Hearing.

Copies of the proposed Bylaws and related documents, including public comments received in writing, will be available to inspect online at [www.northcowichan.ca/PublicHearings](http://www.northcowichan.ca/PublicHearings) until the close of the Public Hearing. The documents may also be inspected in the Planning Department at the Municipal Hall, Monday to Friday (excluding statutory holidays) between **8:30 a.m. to 4:00 p.m.** from **November 3, 2025 to November 19, 2025.**

Personal information is collected by North Cowichan under the authority of s. 26 (c) of the *Freedom of Information and Protection of Privacy Act* for the purpose of administering the Public Hearing. Please direct any questions about personal information to North Cowichan's Privacy Officer by Phone: 250-746-3116, Email: [privacy@northcowichan.ca](mailto:privacy@northcowichan.ca) or Regular Mail: 7030 Trans-Canada Highway, North Cowichan, BC V9L 6A1

North Cowichan | Public Hearing 4028 & 4029  
November 03, 2025 | Facebook

Legislative



Municipality of North Cowichan

November 3 at 4:04 PM

Council will be conducting a Public Hearing in Council Chambers and by video conference using the Cisco Webex platform at 7:00 p.m. on November 19, 2025 to provide all persons who believe that they are affected by Official Community Plan Amendment Bylaws No. 4028 and No. 4029, 2025 an opportunity to be heard or to present written submissions to Council.

Official Community Plan Amendment Bylaw No. 4028, 2025 proposes to relocate the urban containment boundary and redesignate part of the Future Growth Area to Commercial, Village Residential, and Village Core.

Official Community Plan Amendment Bylaw No. 4029, 2025 proposes to amend the containment boundary and redesignate the Future Growth Area.

You can view the public notice and bylaws at <https://loom.ly/Filu9TE>.

## Notice of Public Hearing

Official Community Plan Amendment  
Bylaws No. 4028 and No. 4029, 2025  
(Bell McKinnon Local Area Plan Implementation)

Wednesday, November 19, 2025 at 7:00 p.m.

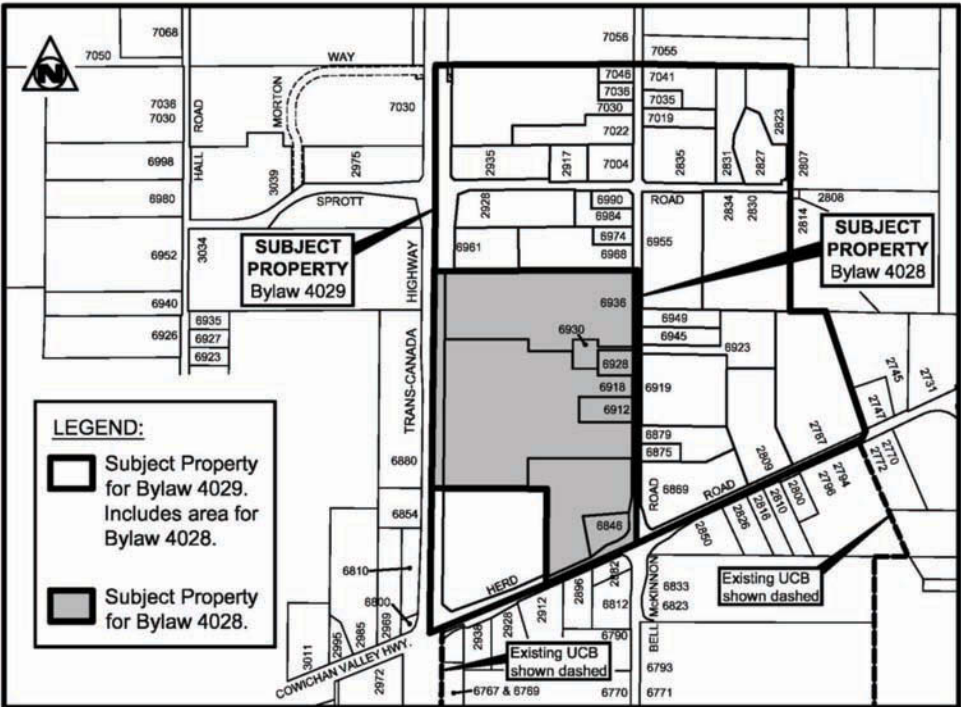


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**Official Community Plan Amendment Bylaws No. 4028 and No. 4029** apply to the lands generally located northeast of the intersection of Herd Road and the Trans-Canada Highway, as the map shows. The bylaws propose to amend Official Community Plan Bylaw No. 3900 (OCP) by:

- Amending the OCP mapping to:
  - Expand the Urban Containment Boundary to include the existing “Future Growth” land use designation; and,
  - Change the “Future Growth” land use designation to “Neighbourhood”, “Village Residential”, “Village Core”, and “Commercial”, coordinating locations of each designation with the Bell McKinnon Local Area Plan (BMLAP); and
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The Corporation of the District of North Cowichan

**Official Community Plan Amendment Bylaw**

BYLAW NO. 4028

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*A bylaw to amend Official Community Plan Bylaw No. 3900 to relocate the urban containment boundary and redesignate part of the Future Growth Area to Commercial, Village Residential, and Village Core*

---

WHEREAS the Council of The Corporation of the District of North Cowichan ("Council") wishes to adopt an official community plan amendment pursuant to Part 14 of the *Local Government Act*;

AND WHEREAS during development of the draft Official Community Plan amendment Council considered Section 475 of the *Local Government Act*, and in particular the matters regarding providing early and ongoing opportunities for consultation to the persons organizations and authorities regarding consultations set out in subsections (2)(b); and

AND WHEREAS Council reviewed the draft Official Community Plan amendment in conjunction with its housing needs report pursuant to Section 473.1 of the *Local Government Act*;

NOW THEREFORE the Council of The Corporation of The District of North Cowichan, enacts in open meeting assembled, as follows:

**Citation**

- 1 This Bylaw may be cited as "*Official Community Plan Amendment Bylaw No. 4028, 2025*".

**Amendment**

- 2 Section 1 [Bell McKinnon Local Area Plan] of Appendix 2 to Schedule "A" of Official Community Plan Bylaw No. 3900, 2022 is amended by deleting the following words:

"for all lands north of Herd Road"

- 3 Map 2 – Growth and Land Use Management, of Appendix 1 to Schedule "A" of Official Community Plan Bylaw No. 3900, 2022 is amended by:
  - (a) Relocating the Urban Containment Boundary in accordance with Schedule 1, attached to and forming part of this bylaw; and,
  - (b) Redesignating the lands shown as "Future Growth" to Commercial, Village Residential, and Village Core as indicated in Schedule 1, attached to and forming part of this bylaw.

\_\_\_\_\_  
READ a first time on \_\_\_\_\_.

READ a second time on \_\_\_\_\_.

CONSIDERED in conjunction with all applicable Financial Plans and Waste Management Plans:

the North Cowichan 2025-2028 Financial Plan, the Cowichan Valley Regional District Solid Waste Management Plan (as amended) and the Cowichan Valley Regional District Central Sector Liquid Waste Management Plan in accordance with section 477(3)(a) of the *Local Government Act* on\_\_\_\_\_.

REFERRED to the Cowichan Valley School District on \_\_\_\_\_.

This bylaw was advertised on the municipality's \_\_\_\_\_ site on \_\_\_\_\_, in the Cowichan Valley Citizen and the Chemainus Valley Courier on \_\_\_\_\_, and was posted to the municipality's public notice places on \_\_\_\_\_.

CONSIDERED at a Public Hearing on \_\_\_\_\_.

READ a third time on \_\_\_\_\_.

ADOPTED on \_\_\_\_\_.

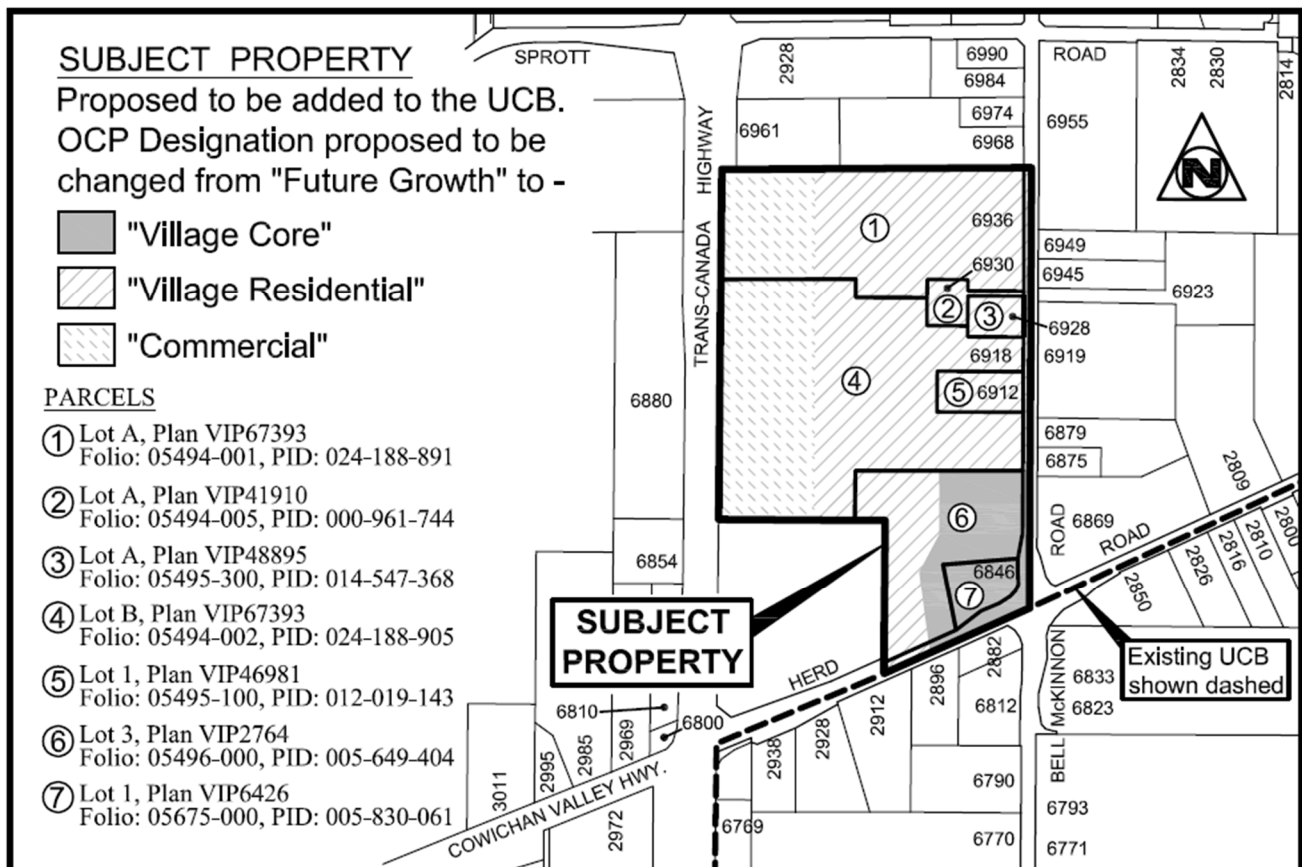
\_\_\_\_\_  
CORPORATE OFFICER

\_\_\_\_\_  
PRESIDING MEMBER

\_\_\_\_\_  
Presiding Member

\_\_\_\_\_  
Corporate Officer

## SCHEDULE "1"





The Corporation of the District of North Cowichan

**Official Community Plan Amendment Bylaw**

BYLAW NO. 4029

---

*A bylaw to amend the urban containment boundary and redesignate the Future Growth Area*

---

WHEREAS the Council of The Corporation of the District of North Cowichan ("Council") wishes to adopt an official community plan amendment pursuant to Part 14 of the *Local Government Act*;

AND WHEREAS during development of the draft Official Community Plan amendment Council considered Section 475 of the *Local Government Act*, and in particular the matters regarding providing early and ongoing opportunities for consultation to the persons organizations and authorities regarding consultations set out in subsections (2)(b); and

AND WHEREAS Council reviewed the draft Official Community Plan amendment in conjunction with its housing needs report pursuant to Section 473.1 of the *Local Government Act*;

NOW THEREFORE the Council of The Corporation of The District of North Cowichan, enacts in open meeting assembled, as follows:

**Citation**

1 This Bylaw may be cited as "*Official Community Plan Amendment Bylaw No. 4029, 2025*".

**Amendment**

2 Official Community Plan Bylaw No. 3900, 2022, is amended by:

- (a) deleting the "Future Growth Area Designation" from section 3.2 [Land Use Designations] in its entirety, including the preamble and sections 3.2.14 [Defining Success | Objective] and 3.2.15 [The Municipality will strive to...].
- (b) deleting the words "and remove the area designated as future growth (s.3.2.15)" from section 3.4.4., clause f., in section 3.4 [Community Character and Local Area Planning].
- (c) deleting the following from Section 1 [Bell McKinnon Local Area Plan] from Appendix 2 to Schedule "A":

"Completed in 2018, the LAP pre-dates this OCP and is modified by the Land Use Designations within this OCP (see Map 2 Growth and Land Use Management) which suspend the LAP provisions for all lands north of Herd Road designated as "Future Growth Area". Notwithstanding details shown in the 2018 LAP, a future OCP amendment would be required prior to any development within the Future Growth Area designation."

3 Map 2 – Growth and Land Use Management, of Appendix 1 to Schedule “A” of Official Community Plan Bylaw No. 3900, 2022 is amended by:

- (a) Relocating the Urban Containment Boundary in accordance with Schedule 1, attached to and forming part of this bylaw; and,
- (b) Redesignating the lands shown as “Future Growth” to Commercial, Neighbourhood, Village Residential, and Village Core as indicated in Schedule 1, attached to and forming part of this bylaw.

\_\_\_\_\_  
READ a first time on \_\_\_\_\_.

READ a second time on \_\_\_\_\_.

CONSIDERED in conjunction with all applicable Financial Plans and Waste Management Plans: the North Cowichan 2025-2028 Financial Plan, the Cowichan Valley Regional District Solid Waste Management Plan (as amended) and the Cowichan Valley Regional District Central Sector Liquid Waste Management Plan in accordance with section 477(3)(a) of the *Local Government Act* on \_\_\_\_\_.

REFERRED to the Cowichan Valley School District on \_\_\_\_\_.

This bylaw was advertised on the municipality’s \_\_\_\_\_ site on \_\_\_\_\_, in the Cowichan Valley Citizen and the Chemainus Valley Courier on \_\_\_\_\_, and was posted to the municipality’s public notice places on \_\_\_\_\_.

CONSIDERED at a Public Hearing on \_\_\_\_\_.

READ a third time on \_\_\_\_\_.

ADOPTED on \_\_\_\_\_.

\_\_\_\_\_  
CORPORATE OFFICER

\_\_\_\_\_  
PRESIDING MEMBER





# **REPORTS TO COUNCIL**

# Report

Date

November 20, 2024

File: OCP00031

Subject

OCP Amendment Application for 12.5 Ha Area North of Herd Road

## PURPOSE

To present for early consideration an application to amend the Official Community Plan (OCP) by expanding the Urban Containment Boundary (UCB) and amending the "Future Growth Area" land use designation to facilitate a 12.5 Ha (31 acre) residential and mixed-use development north of Herd Road in the Bell McKinnon area.

## BACKGROUND

In August 2022, Council adopted North Cowichan OCP Bylaw No. 3900, which removed the portion of the Bell McKinnon Local Area Plan (BMLAP) north of Herd Road from the UCB and designated it as a "Future Growth Area". This area is intended to be reserved for future growth after other significant growth areas have been built out. In contrast, the properties south of Herd Road are within the UCB and subject to the BMLAP policies. In the area south of Herd Road, a mix of uses and densities are proposed to create a cohesive neighbourhood surrounding the new Cowichan Regional Hospital in the short- to medium term.

On March 6, 2024, Council denied an application identical to the current one by defeating a motion to direct staff to proceed with processing the application. The application was resubmitted on April 30, 2024, prompting the current request for early consideration from Council.<sup>1</sup>

## PROPOSAL & SURROUNDING CONTEXT

The application includes a land assembly of four parcels: 6846 Bell McKinnon Road (PID: 005-830-061), Lot 3 (PID: 005-649-404), Lot B (PID: 024-188-905), and 6936 Bell McKinnon Road (PID: 024-188-891) (collectively referred to as the "subject property"). The subject property totals 12.5 Ha, stretching from Herd Road north for approximately 450 m along Bell McKinnon Road to within 150 m south of Sprott Road. The parcels are mainly cleared with some treed areas. Two of the parcels each contain a house and several accessory buildings.

The applicant is requesting that the OCP be changed as follows:

- that the UCB be expanded to encompass the subject property;
- that the designation be changed from "Future Growth Area" to "Village Residential" (most of the subject property), "Village Core" (the area immediately at the corner of Herd Road), and potentially a small area designated "Commercial" (adjacent to the highway); and,
- that the BMLAP be reinstated for the subject property.

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<sup>1</sup> Note that this application was resubmitted prior to adoption of Development Procedures Bylaw No. 3924 which restricts re-application for the 12-month period after an application is refused by Council.

If approved, this OCP amendment would allow the subject property to be rezoned to accommodate a mix of commercial, employment, and residential uses, in line with what is envisioned for the Bell McKinnon Growth Centre located south of Herd Road.

The surrounding area mainly consists of large rural properties ranging from 0.25 Ha (1/2 acre) to 1.75 Ha (5 acres). The 6 Ha parcel within the subject property is one of the larger parcels in the immediate area. Note that three smaller rural residential properties (6930 Bell McKinnon Road, 6928 Bell McKinnon Road, and 6912 Bell McKinnon Road) are inset into the subject property that is not part of the current application.

The northwest edge of the subject property is adjacent to a multi-unit commercial service property (6961 Trans-Canada Highway), which is part of the small light/service industrial node at the corner of Sprott Road and the Trans-Canada Highway.

For detailed mapping, see Attachments 1, 2, 3 & 4. The Applicant's Rationale is provided in Attachment 5. Note that Council has also received email correspondence related to this file.

## DISCUSSION

### *Summary*

The Future Growth Area serves an important purpose within the OCP's growth strategy. Ample land is available for development within the UCB and significant projects are moving forward. The recommendation is to deny the application.

Should Council wish instead to see the application proceed, the recommendation is to review the Future Growth Area designation in its entirety rather than permitting the development of the subject property alone. This is outlined in Option 2 below.

### *Expansion of the UCB is not currently warranted:*

The Future Growth Area designation applies only to this one location north of Herd Road. Its purpose is to "... [reserve] the area for future growth only if and when all other significant growth areas have been built out." This policy prescription aligns with the overall approach to the UCB stated in policy 3.1.2(b), that the Municipality will "Only support significant UCB alterations as part of a comprehensive OCP review, or implementation of a secondary local area or neighbourhood planning process." This proposal represents a significant departure from the growth management section of the OCP, which is one of its core components. The stated condition for consideration of development in this area has clearly not been met.

Expanding the UCB before additional land is required may diffuse development over a larger area and lead to more fragmented growth. More compact growth will reduce the length of time that early residents of the new developments feel that they are living in an area that is under construction and will support the efficient use of infrastructure (see OCP section 3.1. Growth Centres). These goals also underpin the Council Policy, [Phasing Plan for the BMLAP](#), which Council adopted on October 16, 2024. This phasing plan directs incremental development of the BMLAP within the UCB, starting along the Bell McKinnon Road corridor south of Herd Road.

The existing Bell McKinnon Growth Centre, within the UCB, as designated by the OCP, can likely accommodate 6,000 units. The [2024 Interim Housing Needs Report](#), suggests the need for a total of 2,172 new housing units within 5 years and 7,023 new units within 20 years. This means that area of the BMLAP currently within the UCB can accommodate approximately 85% of the housing needed for the entire Municipality for the next 20 years.<sup>2</sup>

***Significant development activity is underway within the UCB:***

Significant development activity has occurred and is in progress in the BMLAP area west of the Trans-Canada Highway. Several major residential projects (totaling approximately 800 units) have received zoning approvals. Construction is underway for two multi-family apartment buildings totalling 127 units at the corner of Drinkwater and Ford Roads.

Significant planning is also ongoing in the area east of the Trans-Canada Highway. The Planning Department is currently processing three complete zoning bylaw amendment applications in the area surrounding the new hospital but within the UCB.<sup>3</sup> The complete applications total approximately seven gross ha (17.5 acres) of land in the Village Core and Residential High-Density Designations and imply 950+ housing units possible at full build-out in addition to significant amounts of commercial space. There are also projects in the pre-application stage; the three most significant and furthest advanced total an additional nine gross ha (22.5 acres) and approximately 1,200 units in the Residential High-Density and Residential Medium-Density Designations.

Unlike the application currently under consideration, these applications only require zoning bylaw amendments. No OCP amendment is required since they are within the UCB and consistent with the OCP.

***It is better to set logical, cohesive UCB and OCP designation boundaries than to proceed with the current application:***

Ideally, the UCB and OCP designations should allow logical, cohesive development. An amendment to facilitate only the development of the subject property would not be based on such a justification and might face practical difficulties, considering the dimensions of the subject property. Option 2 below would initiate a process to review the UCB and OCP designation boundaries in parallel to, and in the context of, any Council direction on the continued processing of the application (OCP00031). Option 3 is to proceed with an OCP amendment to facilitate only this proposal, which is the least recommended option.

<sup>2</sup> If 6,000 units are built in the Bell McKinnon Growth Centre within 20 years, this theoretically leaves only 15% (1,083 units) to be shared between small-scale infill (permitted by existing zoning, per Bill 44) and the other four growth centres designated within the OCP (Chemainus, Crofton, University Village and, Berkey's Corner). In fact, these four growth centres can accommodate significantly more than 1,083 units. For example, the University Village local area plan states that the plan area can accommodate 1,336 new residential units. As well, preliminary estimates suggest that the zoning changes to allow small-scale infill, as required by Bill 44, may result in as many as 3,787 units within 20 years (Licker Geospatial).

<sup>3</sup> As of October 30, 2024: Application No. ZB000219 for 6823-6833 Bell McKinnon Road (4.36 ha) and 2850 Herd Road (0.73 ha); Application No. ZB000234 Lot B Bell McKinnon (adjacent to 6620 Bell McKinnon Road) (1.40 ha); and Application No. ZB000221 for 6812 Bell McKinnon Road (0.57 ha)

The subject property represents approximately 25 percent of the land and 40 percent of the potential dwelling yield of the Future Growth Area. The current application is so significant that releasing the subject property from the Future Growth Area essentially undermines the logic of this designation. Should Council wish to see this application proceed, staff recommend removing the entire Future Growth Area and reinstating the BMLAP in full along with the UCB. This would also trigger an update to the phasing plan for BMLAP, which states that "Policies for internal phasing [for] the area within the Future Growth Phase should be developed concurrently with any OCP Amendment which brings all or part of the Future Growth Area into the UCB."

Other variations on the approach identified by Option 2 would retain *some* of the Future Growth Area in the OCP, for example, incorporating into the UCB only the three smaller properties that are inset into the subject property and/or the areas adjacent to Herd Road that are designated Village Core and Residential-High Density in the BMLAP.

## OPTIONS

1. **(Recommended Option)** THAT Council denies application OCP00031 to amend Official Community Plan Bylaw No. 3900, 2022, to expand the Urban Containment Boundary and change the Land Use Designation to facilitate rezoning for the subject property consisting of PIDs: 005-830-061; 005-649-404; 024-188-404; and 024-188-891.
  - *This application requests a significant change to one of the core components of the OCP. Although the proposed development may be suitable/desirable in the future, at this time, there is no need for additional lands within the UCB, and the condition for activating the Future Growth Area has not been met.*
2. THAT Council directs staff to:
  - a. proceed with processing application OCP00031 and draft an amendment to Official Community Plan Bylaw No. 3900, 2022, for consideration by Council, and
  - b. initiate a separate OCP amendment respecting the remainder of the "Future Growth Area" designation in the Official Community Plan.
    - *Staff will bring forward options for amending the OCP along with recommendations for process and public input.*
    - *Before application OCP00031 can proceed, staff will complete additional steps and review as outlined below in the implications section, which may require the applicant to provide further studies and information.*
3. THAT Council directs staff to proceed with processing application OCP00031 and to draft an amendment to Official Community Plan Bylaw No. 3900, 2022, for consideration by Council.
  - *Before this application can proceed, staff will complete additional steps and review as outlined below in the implications section, which may require the applicant to provide further studies and information.*

## IMPLICATIONS

### *Partial refund will be provided if the application is denied:*

In accordance with section 2.6.2 of the Development Procedures Bylaw (Bylaw No. 3924), when an application is denied at the “early consideration” stage, the applicant is entitled to a partial refund. In this case, the applicant would be entitled to a refund of \$13,250 of the total \$19,500 application fee.

### *Additional review and consideration required if the application proceeds:*

If Council directs that this application proceed, staff will complete additional steps and review the application, including:

- Technical and formal referrals (both internal & external);
- Consideration of the proposed internal phasing for the subject property;
- Review of the implications for servicing/infrastructure; and,
- Statutory requirements for amending an OCP as set out in Part 14, Division 4 of the *Local Government Act*.

The current application is for an OCP amendment only. If this application is approved, a subsequent application will be required to amend the zoning bylaw. Staff recommended this approach to the applicant because the application requests a significant growth management decision. Council can deliberate on this question now before the applicant invests in preparing a much more detailed zoning amendment application.

If Council directs staff to complete a parallel review of the UCB and OCP Designations as they relate to the larger Future Growth Area, this work could likely be incorporated into the update of the BMLAP that Committee of the Whole authorized at the October 8, 2024, meeting.

## RECOMMENDATION

THAT Council denies application OCP00031 to amend Official Community Plan Bylaw No. 3900, 2022, to expand the Urban Containment Boundary and change the Land Use Designation to facilitate rezoning for the subject property consisting of PIDs: 005-830-061; 005-649-404; 024-188-404; and 024-188-891.

Report prepared by:




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Christina Hovey, RPP, MCIP  
Project Planner

Report reviewed by:




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Chris Osborne, RPP, MCIP  
Acting Director, Planning and Building

**Approved to be forwarded to Council:**



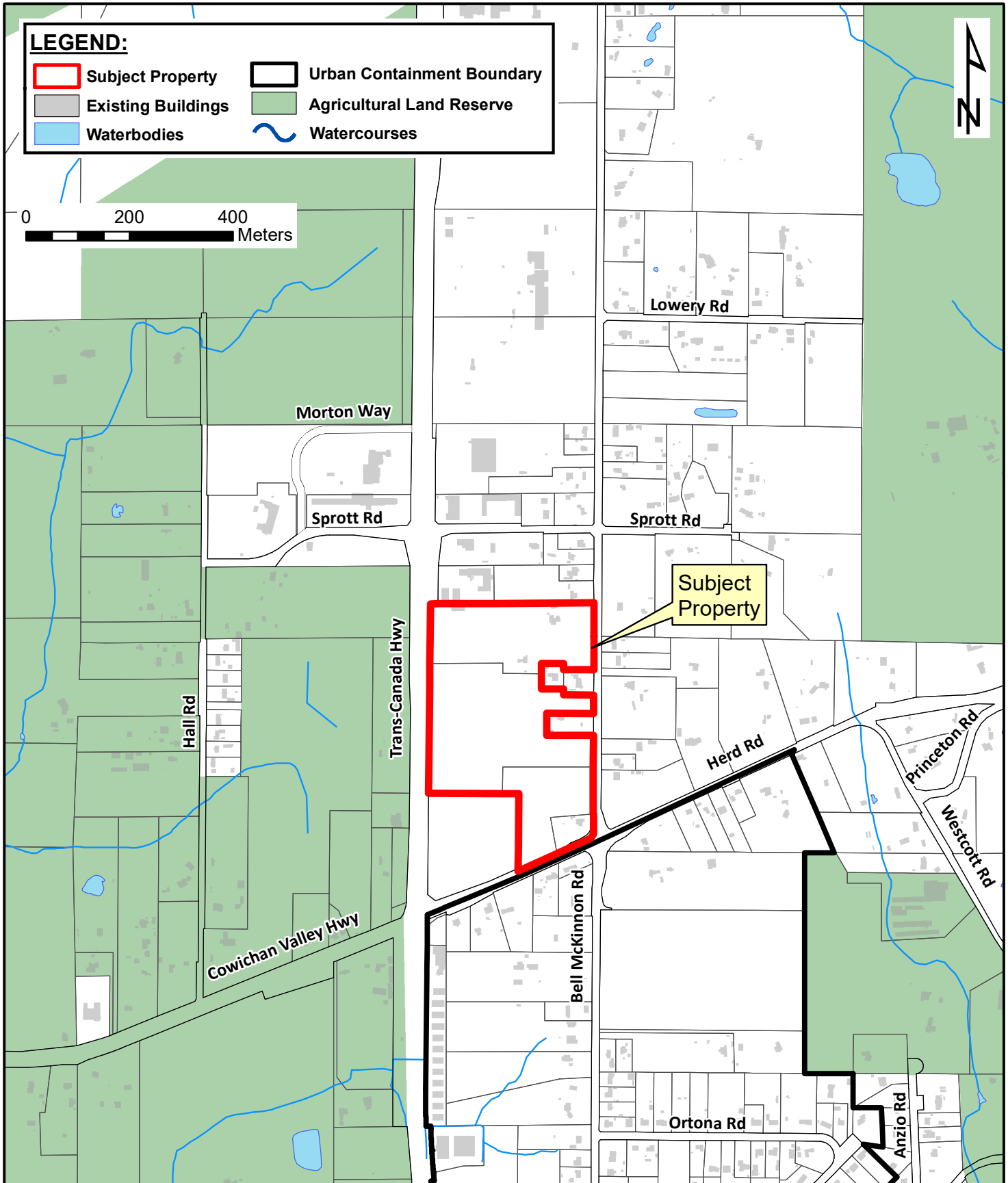
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Bill Corsan  
Acting Chief Administrative Officer

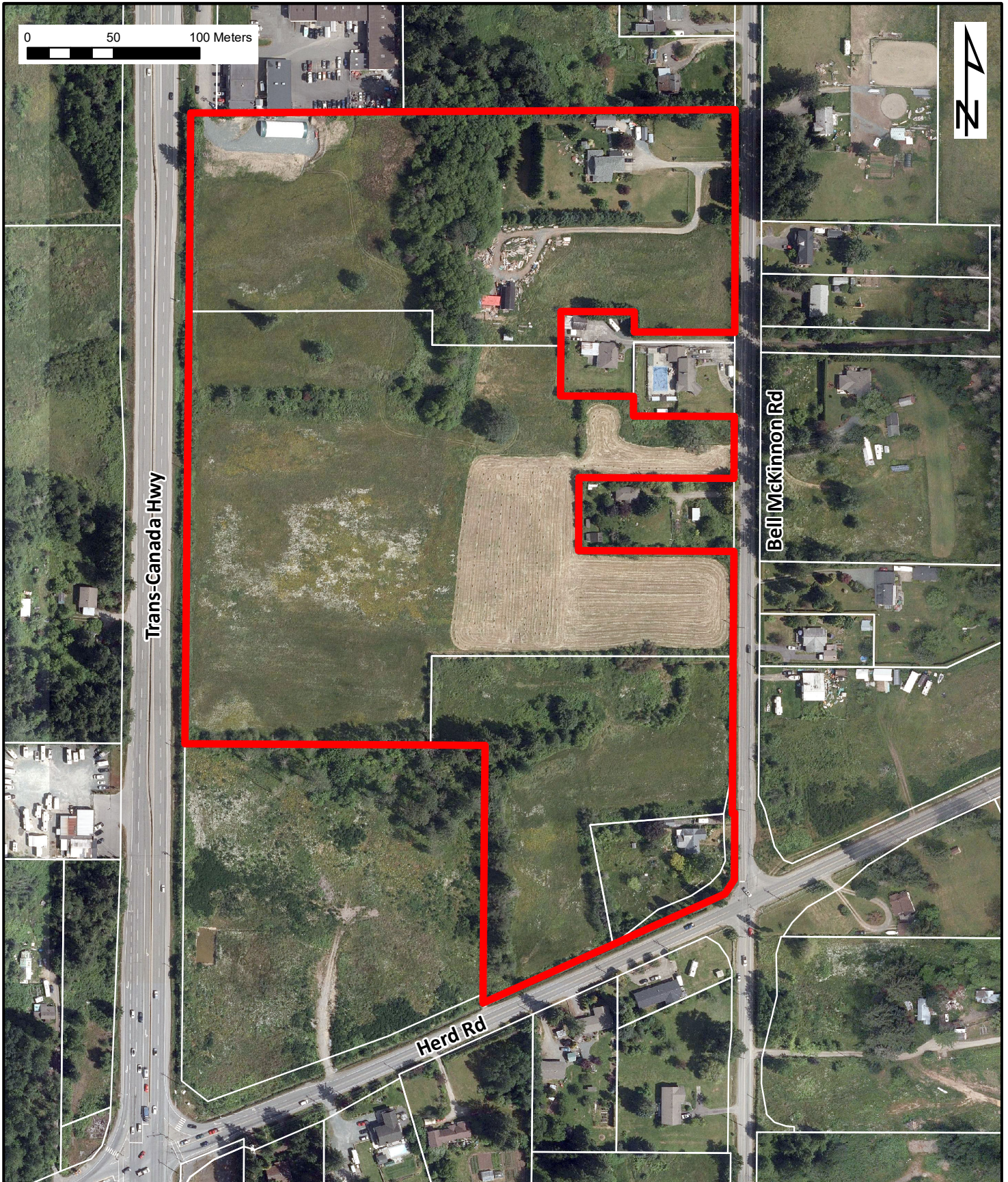
Attachments:

- (1) Location Map
- (2) Orthophoto
- (3) Zoning Map
- (4) OCP Map
- (5) Applicant's Rationale









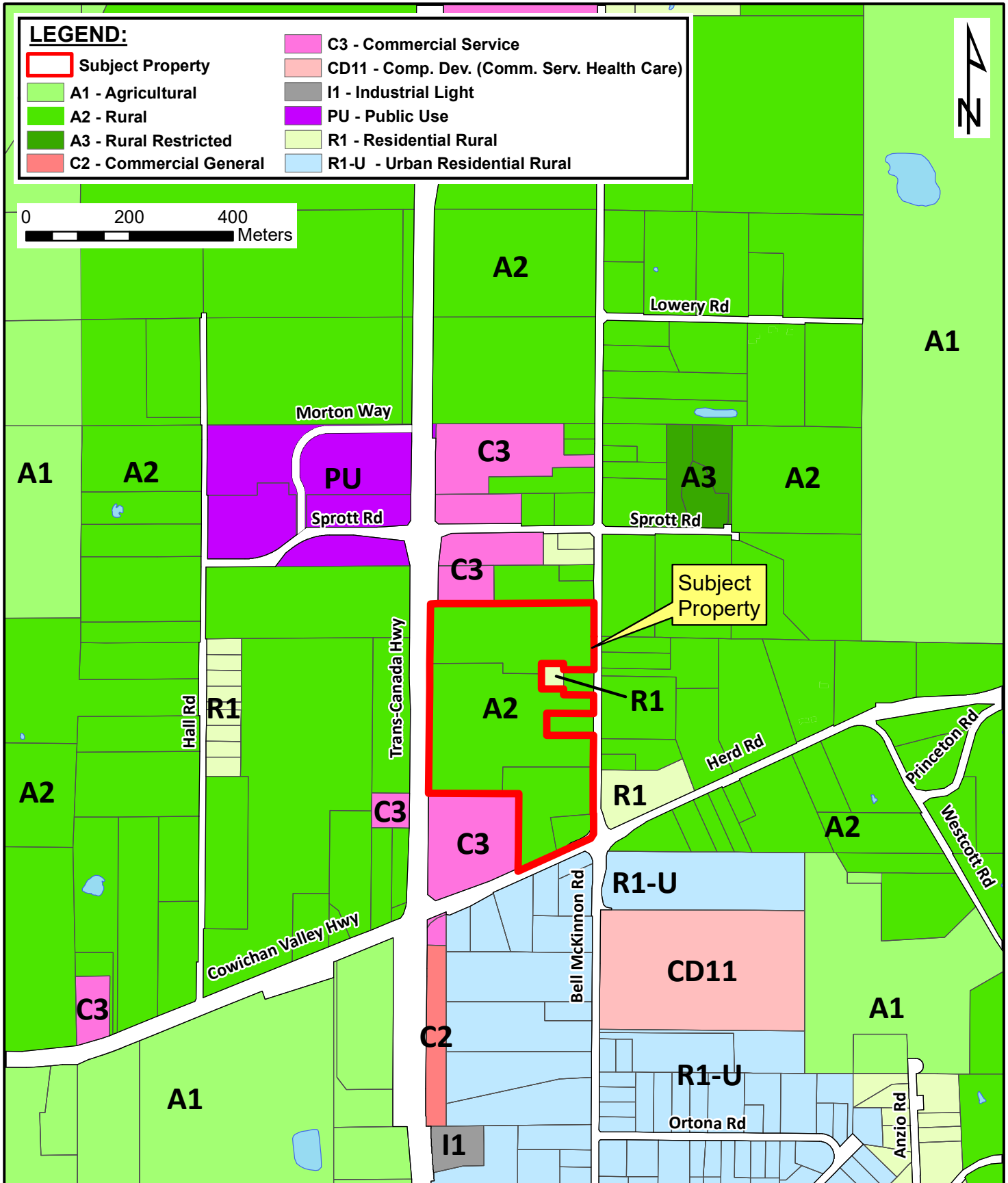
## ORTHOPHOTO MAP

( Orthophoto is from 2022 aerial photography)

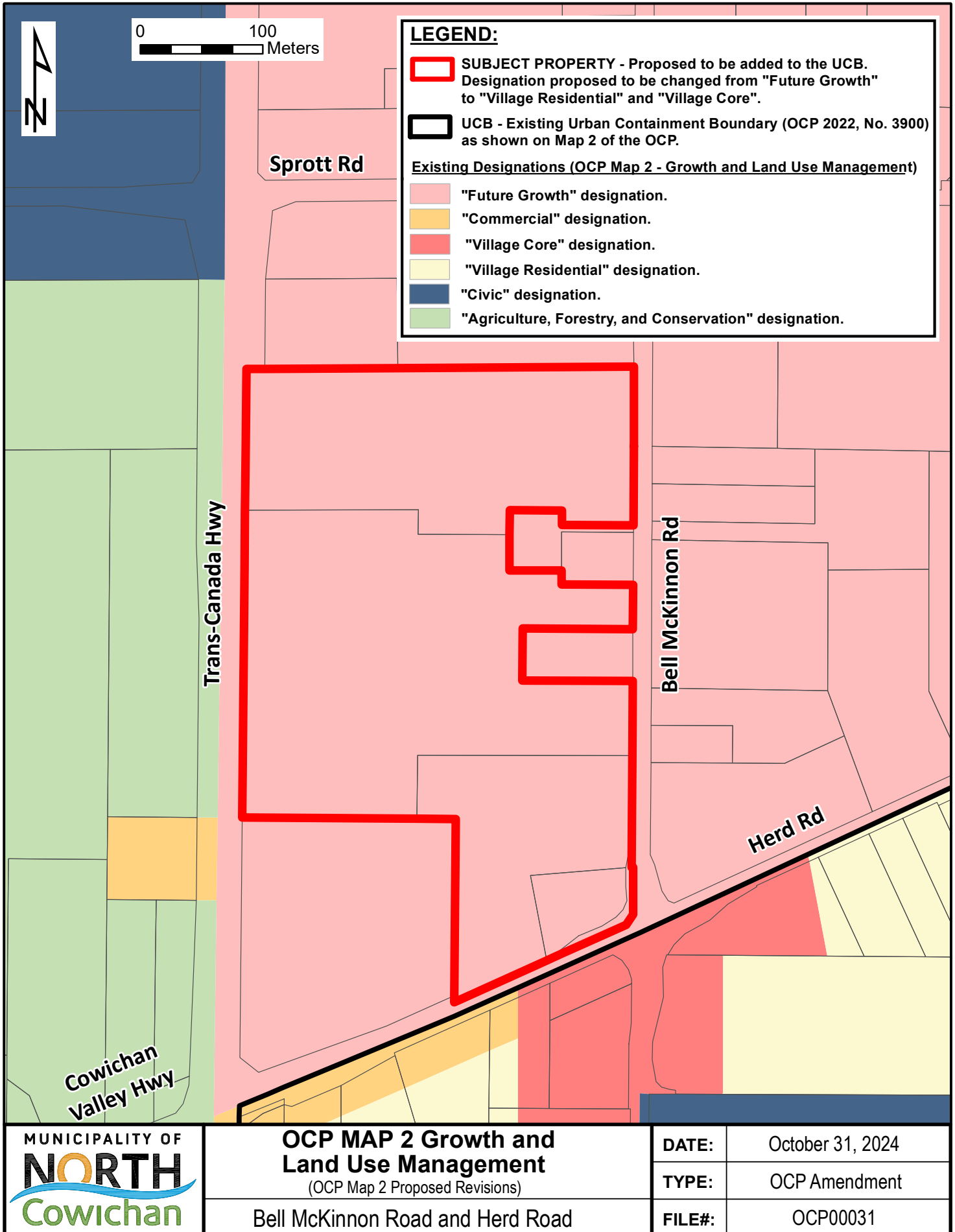
Bell McKinnon Road and Herd Road

|        |                  |
|--------|------------------|
| DATE:  | October 31, 2024 |
| TYPE:  | OCP Amendment    |
| FILE#: | OCP00031         |





|                                                                                     |                                  |  |        |                  |
|-------------------------------------------------------------------------------------|----------------------------------|--|--------|------------------|
|  | <b>ZONING MAP</b>                |  | DATE:  | October 31, 2024 |
|                                                                                     | Bell McKinnon Road and Herd Road |  | TYPE:  | OCP Amendment    |
|                                                                                     |                                  |  | FILE#: | OCP00031         |



# WEST VISTA TERRACE

## OCP AMENDMENT APPLICATION

APRIL 30, 2024

## OCP Amendment Application

SUBMITTED BY

Barefoot Planning + Design

SUBMISSION DATE

April 30, 2024

|                                                     |           |
|-----------------------------------------------------|-----------|
| <b>1. INTRODUCTION . . . . .</b>                    | <b>1</b>  |
| <b>2. POLICY CONTEXT AND SITE HISTORY . . . . .</b> | <b>4</b>  |
| <b>3. PRELIMINARY CONCEPT . . . . .</b>             | <b>8</b>  |
| <b>4. RATIONALE . . . . .</b>                       | <b>10</b> |
| <b>5. SUMMARY . . . . .</b>                         | <b>18</b> |







# 1. INTRODUCTION

## PURPOSE

This OCP Amendment Application report provides the context and rationale for a change to the North Cowichan OCP for the properties known as “West Vista Terrace” within the Bell McKinnon corridor.

The purpose of the application is to support a phased development of residential, mixed-use, and other complementary uses – highly consistent with the Bell McKinnon Local Area Plan (BMLAP) – within the Future Growth Area of the OCP and amend the Urban Containment Boundary accordingly.



## SUMMARY OF PROPOSAL

An OCP amendment is necessary to support development within the Future Growth Area and outside of the Urban Containment Boundary, which restricts redevelopment north of Herd Road that would otherwise be consistent with the Bell McKinnon Local Area Plan.

While the intent of the Future Growth Area designation is to avoid “fragmentation” of urban growth, this site is only 150m from the new regional Cowichan District Hospital site, the future centre of this local area, and will have services (e.g., sewer, water) at its doorstep in the near future. Conversely, there are many sites within the corridor that are 800m+ away on which development is currently permitted.

An OCP amendment is therefore justified in order to:

- Act now in a collaborative and cohesive manner to properly respond to the incoming Cowichan District Hospital – and everything it brings, including thousands of workers between the construction and future hospital operations;
- Advance a sustainable, nodal development pattern that supports walkability, transit-oriented development, land use synergies, etc. and realizes the progressive, award-winning vision of the BMLAP;
- Meet the extreme need for housing – including missing middle house – at the local, regional, and provincial scales, which will only increase as construction ramps up and then when the hospital becomes operational;
- Meet the need for other land uses, services, and amenities in the area, including employment lands, light industrial, commercial, office, and retail;
- Respond to the now-arriving servicing and planned improvements to Herd Road at Bell McKinnon; and
- Develop consistently within the BMLAP policies that provide an award-winning land use and design framework for sustainable and high-quality growth in the area.

Unlike most OCP amendment applications, the Municipality already has a robust policy framework to guide the site’s development.

Further, North Cowichan is listed in the BC Housing Supply Act, which identifies communities that have fallen short in terms of the availability, affordability, and unrealized potential of delivering housing. This is further support for a proposal that seeks to provide a mix of housing options for families and the workforce as well as related services and amenities. By 2025, it is projected that North Cowichan will need an additional 1,208 units of housing, most of which should be one- and two-bedroom units. According to North Cowichan’s 2021 Annual Report, 60% of new dwelling units authorized by building permits were single-family dwellings, resulting in an undersupply of one- and two-bedroom units. And, at the time of writing, limited multi-family units were in the development approvals process.

## SUBJECT SITE LOCATION

West Vista Terrace is comprised of the four parcels shown below:

**Total Site Area:**

30.8 acres or 12.5 hectares

**Current Site Zoning:**

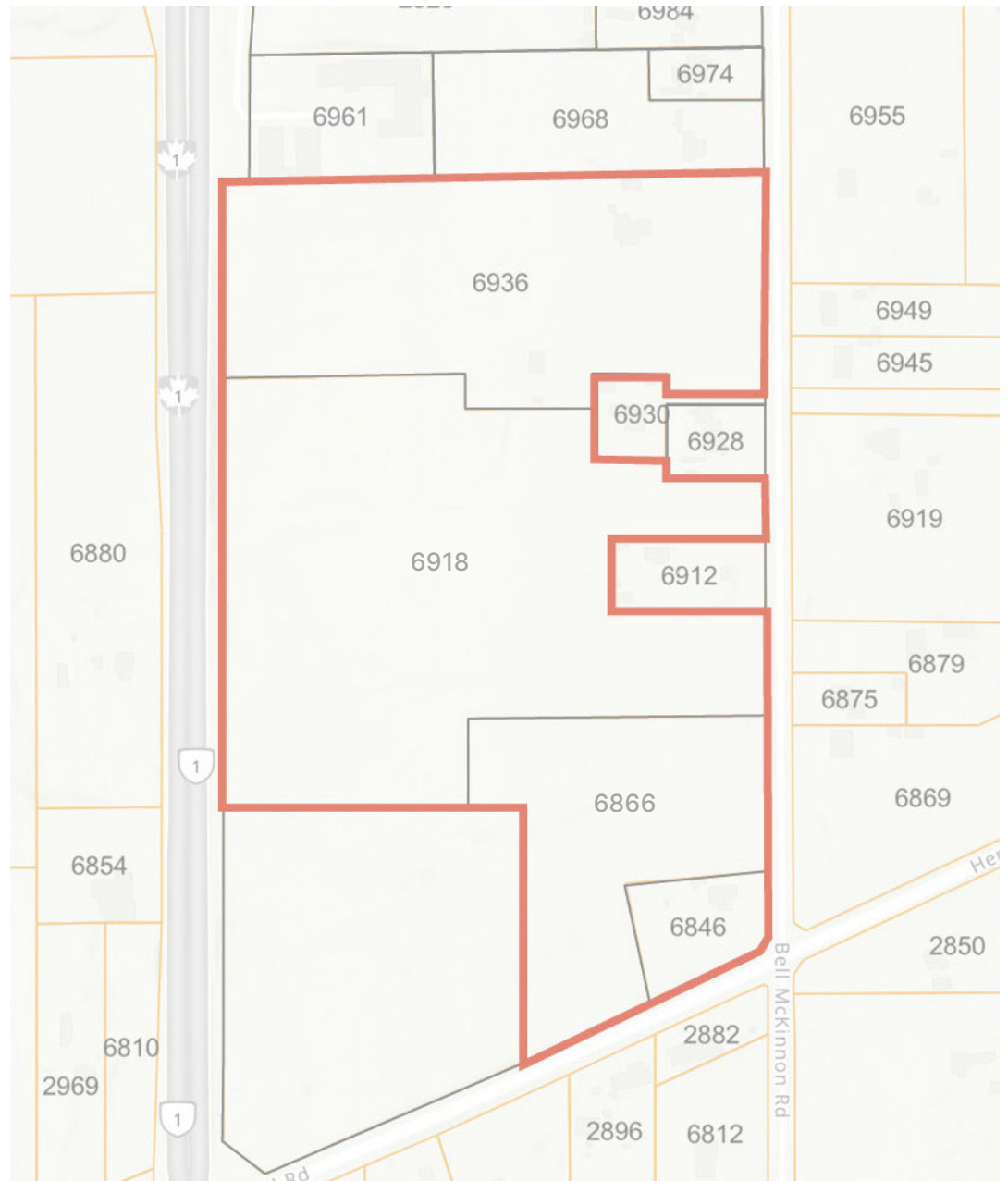
A2 (all parcels)

**Current OCP Land Use:**

Future Growth Area (all parcels)

**Current LAP Land Use:**

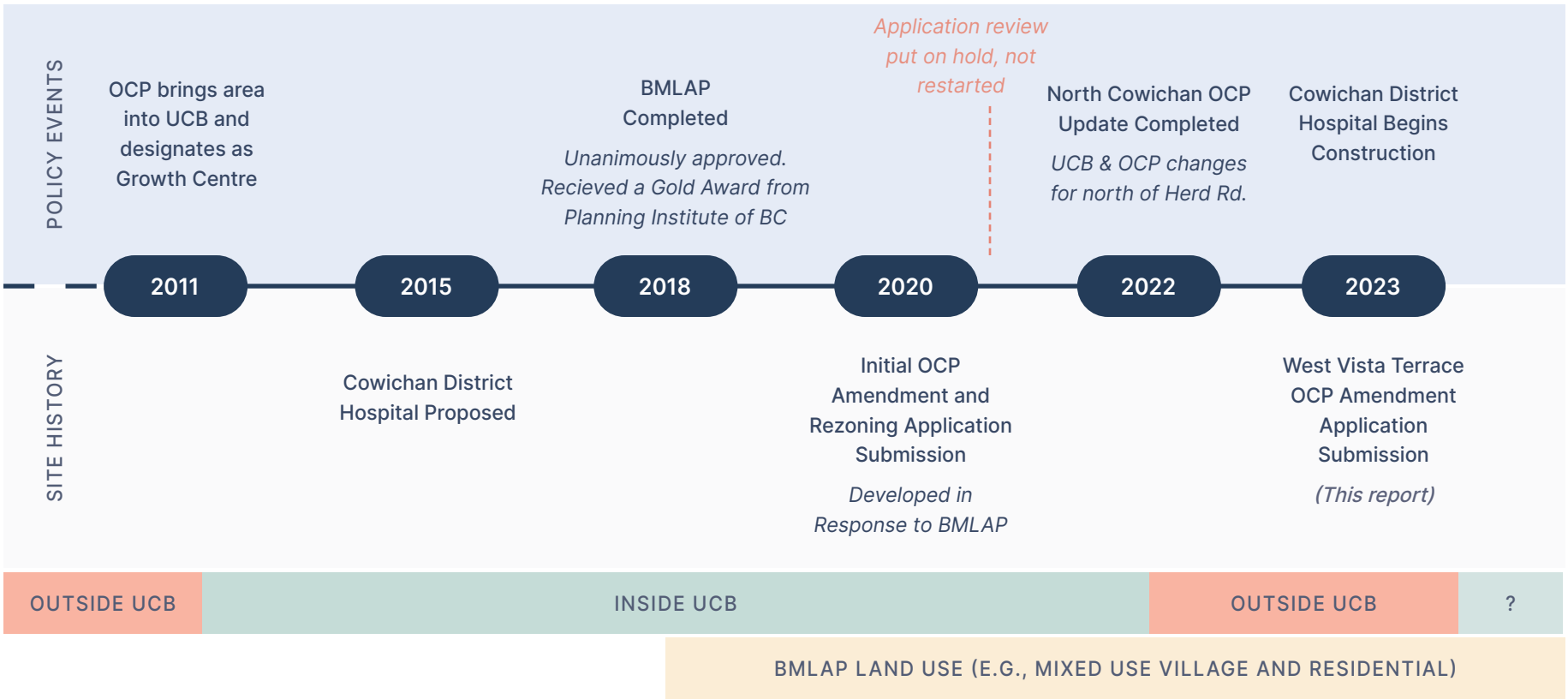
Core Village, Residential - High,  
Residential - Medium, Highway Buffer



# 2. POLICY CONTEXT AND SITE HISTORY

## RECENT HISTORY OF THE SITE

Since the Cowichan District Hospital was proposed and the BMLAP was completed, plans for the site known as “West Vista Terrace” have evolved, and are summarized in the timeline below.



## Bell McKinnon Local Area Plan (2018)

The Bell McKinnon Local Area Plan (BMLAP) provides detailed policies and recommendations to guide future private and public investments in the Bell McKinnon area over the next 20+ years. The plan was unanimously approved by Council in 2018 and received a Gold Award for Excellence in Policy Planning from the Planning Institute of BC.

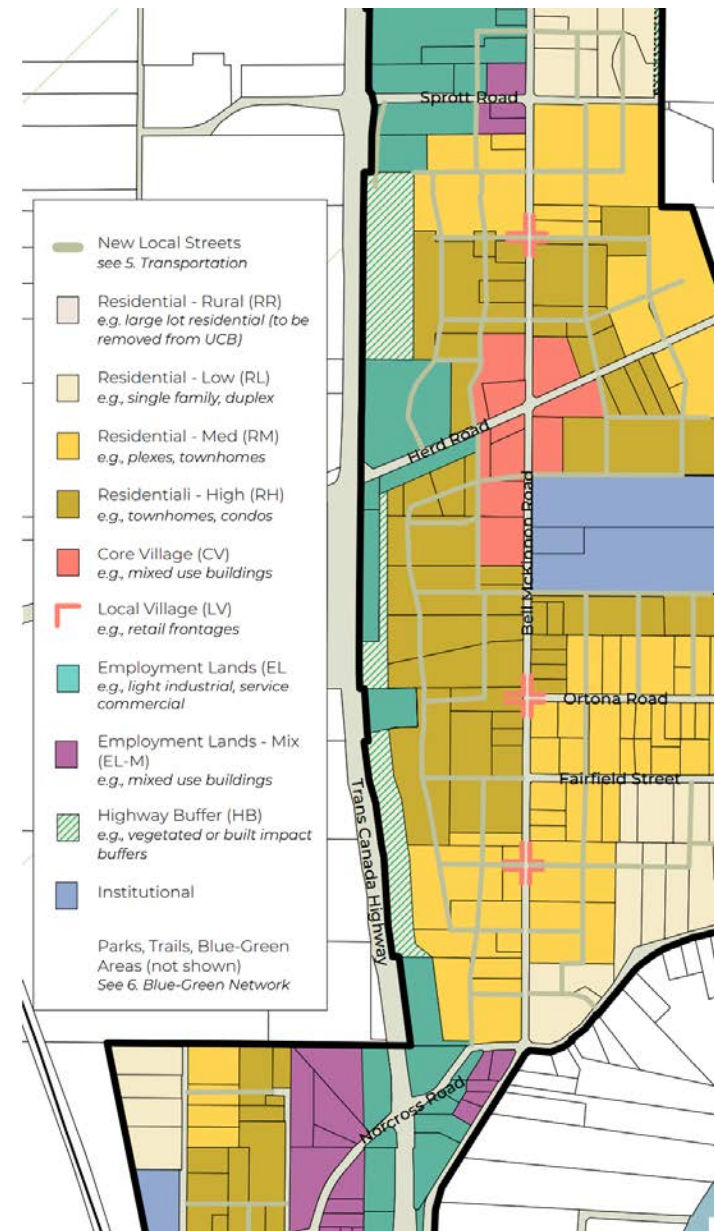
The BMLAP is a critical tool to prepare for and respond to anticipated regional growth and the new Cowichan District Hospital on Bell McKinnon Road. The land use direction for West Vista Terrace includes:

- Core Village (CV) - 3-5 storey mixed-use village area
- Residential - High (RH) - 3-5 storey multifamily residential
- Residential - Medium (RM) - 2-3 storey townhouses and duplex/triplex
- Employment Lands (EL) - 1-2 storey service commercial and light industrial
- Highway Buffer (HB) - Large vegetated or mixed (with Employment Lands uses) buffer area

The OCP Amendment will facilitate a future rezoning and phased development plan of residential, mixed-use, and other complementary uses that is highly consistent with the Bell McKinnon Local Area Plan.



*Bell McKinnon Local Area Plan Streetscape Render*



*Bell McKinnon Area Land Use Plan*



## Initial OCP Amendment and Rezoning Application (2020)

In response to the BMLAP, the owners of West Vista Terrace engaged District Group as partners to begin plans for the proposed “Bell McKinnon North Neighbourhood” which would later become West Vista Terrace. The concept plans align closely with the BMLAP policies.

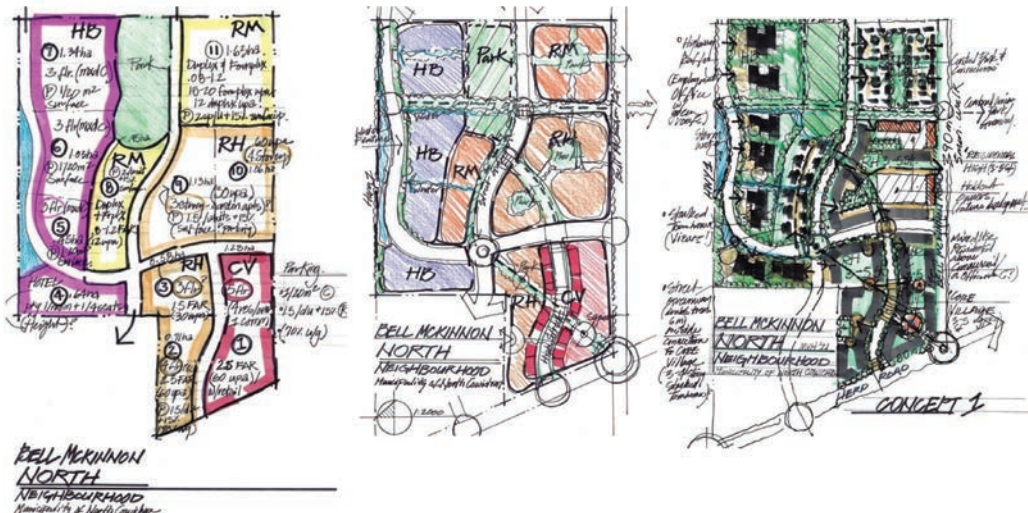
In December 2020, District Group made an OCP (under the previous OCP) and Zoning Amendment application to North Cowichan. Specifically, this was a request for:

- An OCP Amendment of the entire site from Current Growth Centre to Mixed Use Commercial Core area; and
- A rezoning of the entire site, from the current Rural Zone (A2) to a Comprehensive Development (CD) zone.

In May 2021, the Municipality completed a preliminary review of the application, requesting further information and details. In June 2021, District Group provided an updated application. However, the application review process was put on hold and never restarted as the Municipality waited for the outcomes of the OCP Update.



Bell McKinnon North Neighbourhood Concept Diagrams



## North Cowichan OCP Update (2022)

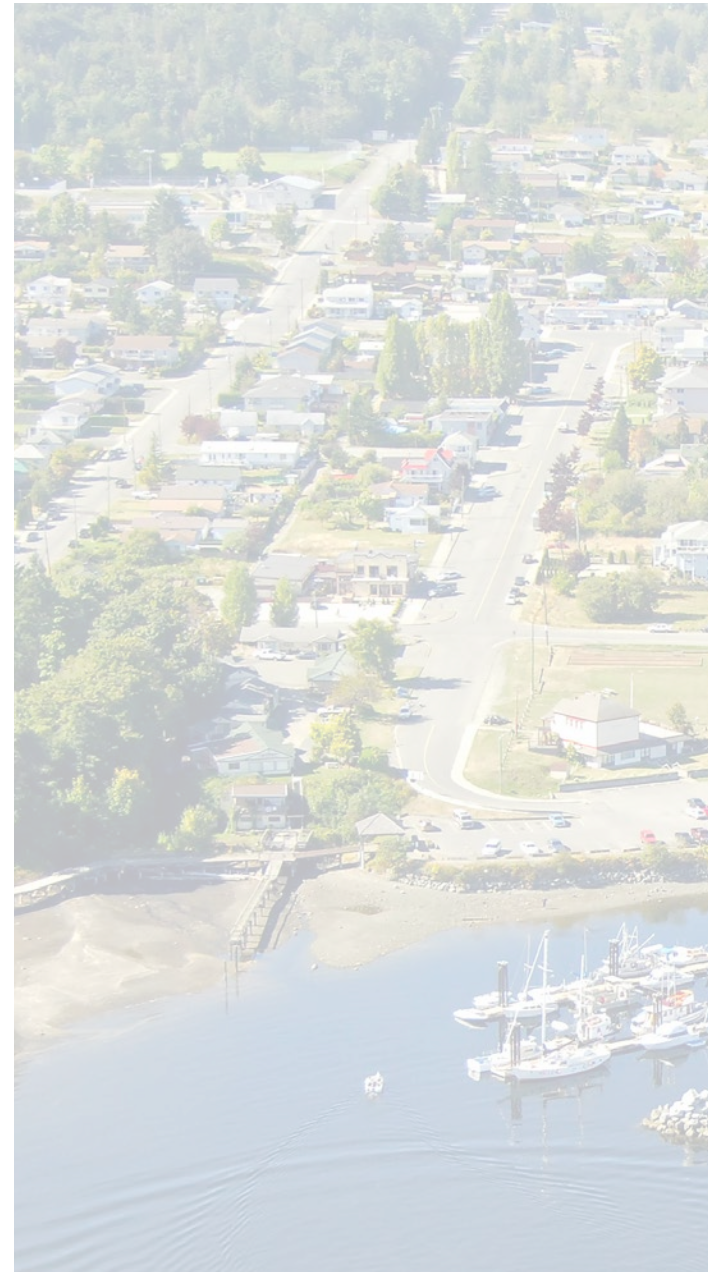
North Cowichan adopted an updated OCP in 2022. A key issue during the OCP Update process was the extent and sequencing of development in the Bell McKinnon corridor. While no consensus was established, the OCP was changed so that properties north of Herd Road were placed outside of the Urban Containment Boundary, and given a Future Growth Area designation, limiting development in the area.

This change – counter to the BMLAP – was in response to concerns about “leapfrog” development and the lack of servicing to the north end of the corridor. Both of these concerns, as this report identifies, were valid but no longer sufficient to restrict sustainable, compact development around the hospital, as guided by the BMLAP.

## New OCP Amendment Application (2023)

Following the 2022 OCP Update and a changing context in the area, the owners of West Vista Terrace are now seeking an OCP Amendment as the first step in the process to allow for a phased, comprehensive development in close proximity to the new Cowichan District Hospital, as envisioned by the BMLAP.

For further rationale for the project, see Section 4.



### 3. PRELIMINARY CONCEPT

A Preliminary Concept Diagram has been provided on the next page. It is important to note that the phases and associated development areas will change, as this is a simplified diagram to facilitate the OCP Amendment application and illustrate the long-term vision for the site.

The key features of this plan are as follows:

- A phased, long-term development plan that thoughtfully and sequentially phases growth, while prioritizing new housing immediately in Phase 1.
- Adherence to the BMLAP policies and guidelines for land use, site planning, and design.
- A coordinated plan that encompasses the vast majority of the northwest portion of the Bell McKinnon neighbourhood in one application.
- A proposed OCP Amendment that enables a future Zoning Amendment that details a roadmap for the future of this area, while leaving individual building and site design details to the Development Permit stage.

The preliminary phases and development areas are summarized as follows:

#### PHASE 1:

- **East/Upper Area** provides much-needed, immediate multifamily housing and a hotel, (and other potential temporary accommodation); and,
- **West/Lower Area** along the highway provides in-demand light industrial, service commercial, and green spaces to buffer the highway and provide greater stormwater management capacity.

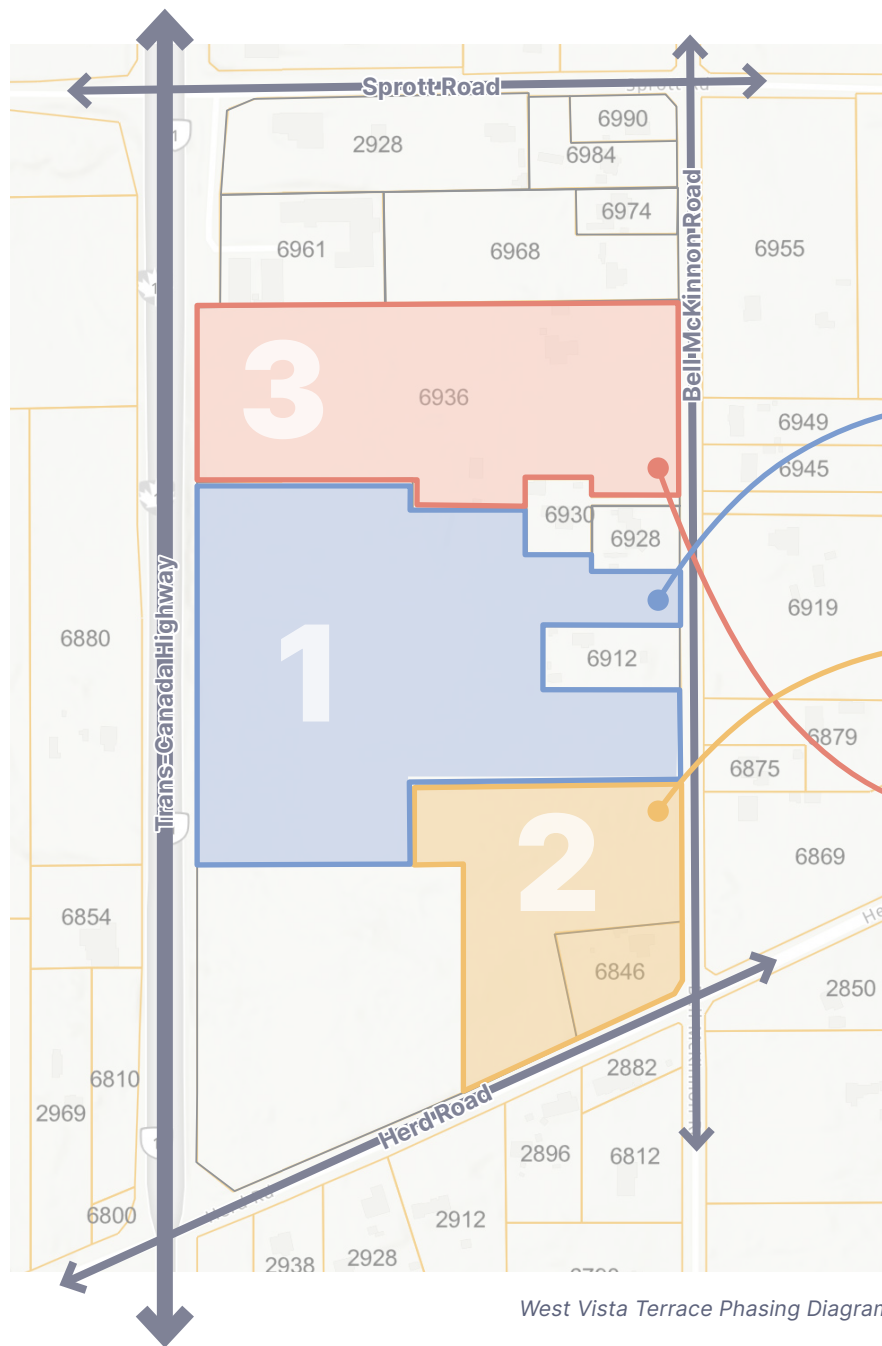
#### PHASE 2:

- Provides services and amenities to the village, with a mix of uses, including retail/commercial, offices and multi-family residential.

#### PHASE 3:

- **East/Upper Area** provides a variety of housing types – ground-oriented and multi-family – to serve the tremendous need of the workforce, families, and a wide range of demographics in the community; and,
- **West/Lower Area** extends the lands providing in-demand light industrial, service commercial, and green spaces to buffer the highway and provide greater stormwater management capacity.





West Vista Terrace Phasing Diagram

### PHASE 1 – Mix of Housing & Employment

**East/Upper:** A Variety of Housing

**West/Lower:** Light Industrial and Service Commercial

*A mix of townhouse and multifamily residential, including a hotel, in the upper areas near Bell McKinnon Road and the Village.*

*A mix of light industry, service commercial, and green buffer lands adjacent to the highway and lower portions of the site.*

### PHASE 2 – Village Core

*A mix of uses, services, and amenities, including retail/commercial, office, and multifamily residential.*

### PHASE 3 – Mix of Housing & Employment

**East/Upper:** Ground-oriented Housing

**West/Lower:** Light Industrial and Service Commercial

*Predominantly ground-oriented housing in the upper areas, including the potential for additional multifamily near Bell McKinnon Road based on future community needs.*

*A mix of light industry, service commercial, and green buffer lands adjacent to the highway and lower portions of the site.*

## 4. RATIONALE

### 2022 OCP Update & Policy Issues

As part of the 2022 OCP update, the subject properties were placed outside the UCB & in a Future Growth Area Designation. This change was largely based on concerns about “leapfrog” or fragmented development and lack of servicing north of Herd Road and not based on robust technical analyses nor strong planning rationale. Ultimately, the change was counter to the BMLAP which provided a more detailed analysis and planning rationale for the area.

The Future Growth Area policy lacks validity and “Suspends area from future growth only if and when all other significant growth areas have been built out”. This policy is unclear, undefinable, and unrealistic in the area’s current growth trajectory.

### BMLAP Rationale for No Phasing

The BMLAP did not include any phasing due to:

- Likelihood of nodal development over time – including the Hospital site, Herd Road area, and Drinkwater area.
- Sequencing and infrastructure improvements tied to “triggers” rather than linear patterns.
- Bell McKinnon area is not a master-planned community that would normally require phasing.
- South to north “thinking” focused on development that may occur before the hospital.

### Conditions for Amending the OCP

Amending the OCP including a UCB change can be achieved through an OCP review or local area planning process. Due to the BMLAP (local area planning process), it is understood that staff believe there is little need to trigger a public consultation process (e.g., OCP review).

If this application is approved, a rezoning process will provide a much more detailed phasing and development plan for the site including additional opportunities for public feedback.





## Need for Housing Now

The proposed development supports the provincial mandate for housing now. North Cowichan is among the 47 specified municipalities in the Housing Supply Act, giving the Province the authority to set housing targets in municipalities. The targets will encourage municipalities to address local barriers to construction so that housing can get built faster, including updating zoning bylaws and streamlining local development approval processes.

By 2025, it is projected that North Cowichan will need an additional 1,208 units of housing, most of which should be one- and two-bedroom units. According to North Cowichan's 2021 Annual Report, 60% of new dwelling units authorized by building permits were single-family dwellings, resulting in an undersupply of one- and two-bedroom units.

Currently, there are very few development applications in review or permits issued for new multifamily housing in North Cowichan – and even fewer in the Bell McKinnon corridor. Anecdotally, much of the lands within the corridor have been purchased by land speculators, meaning that future applications on these lands are unlikely in the near future. This further points to the need and justification for the development of West Vista Terrace.

## Seniors Housing & Living/Care Facilities

The owners are in ongoing discussions about the potential of locating a Senior Housing, Seniors Living Facility, and/or a Seniors Care facility on the lands. This is subject to further discussion as the process moves forward into the Zoning Amendment phase.



## Housing Accelerator Fund

The Municipality has applied to the Federal Housing Accelerator Fund (HAF), which would see the Municipality:

- Raise its 3-year housing target from 700+ units to 3,500+ units, with the majority focused in the BMLAP area, where West Vista Terrace is located.
- Pursue 7 initiatives, with the #1 initiative being the implementation of the BMLAP and the associated redevelopment of those lands.
- Receive ~\$96M in funding, including \$87M for infrastructure and facilitating redevelopment in the BM corridor.

The HAF syncs perfectly with the arrival of the Cowichan District Hospital and associated housing needs, as noted above. If approved, then developments like West Vista Terrace are essential to achieving these (needed) housing targets.

## Need For Immediate Worker Accommodations

West Vista Terrace will provide much-needed worker accommodation for construction crews and other labour needed to build the Cowichan District Hospital and associated infrastructure – with construction anticipated to begin this year. The first phase of the proposed development is designed to respond to this need for immediate worker accommodation, including immediate multi-family housing and a hotel, along with other potential temporary accommodations.

The hotel and other potential temporary accommodations will provide immediate, temporary accommodation for construction workers as well as future visitors, patients, and patients' families.



*Cowichan District Hospital Redevelopment Project, Island Health.*

## Future Workforce and Family Housing

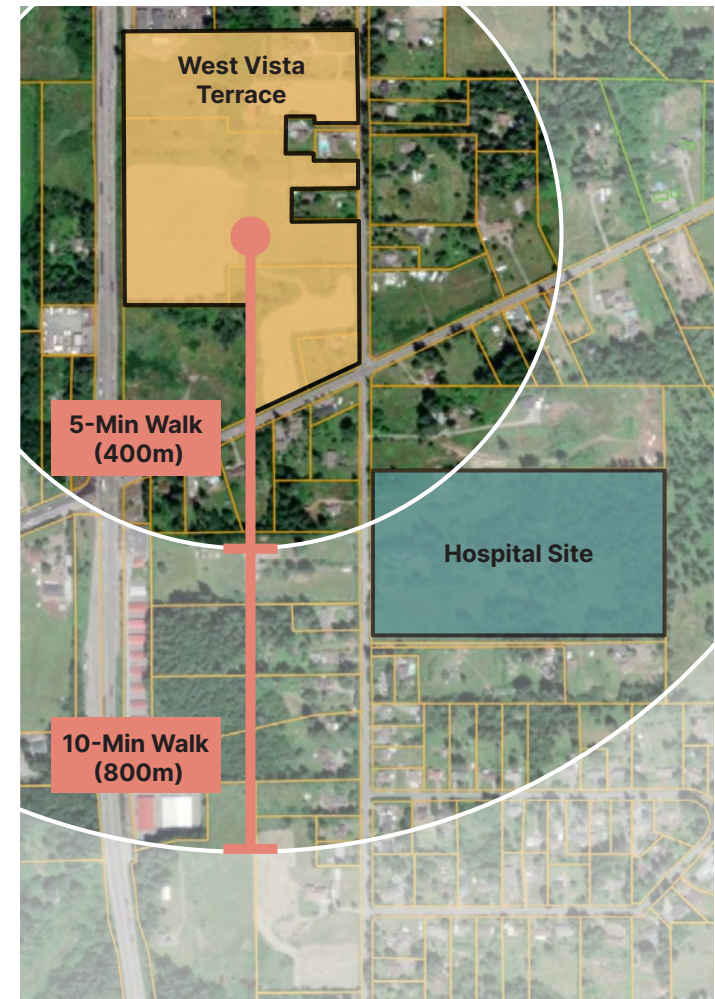
West Vista Terrace will provide future workforce housing for hospital and associated services staff (e.g., doctors, nurses, support staff, administration, and private healthcare service employees – projected to be over 700 in total) upon completion, with an anticipated opening of the hospital in 2027. The second (e.g., retail commercial, mixed-use, amenities) and third phases (e.g., ground-oriented residential, service commercial, light industrial) of development are designed to form a complete community for residents to live, work, and play for many years to come.

As per the BMLAP, multi-family and ground-oriented housing will incorporate a mix of unit types and sizes in order to be attainable and appropriate for a wide range of demographics and family types – including larger units and ground-oriented units with private outdoor spaces.

## Proximity

West Vista Terrace is intended to respond to the community needs (e.g., housing, commercial/retail, amenities, services) generated by the new Cowichan District Hospital. The southern edge of the property is only 150m from the new hospital, placing the majority of the land is within a 5-minute walk of a huge confluence of people, places, and things.

Additionally, West Vista Terrace is in close proximity to other centres including Duncan, Crofton, Chemainus, and Maple Bay, an ideal location for future growth.



Proximity Diagram



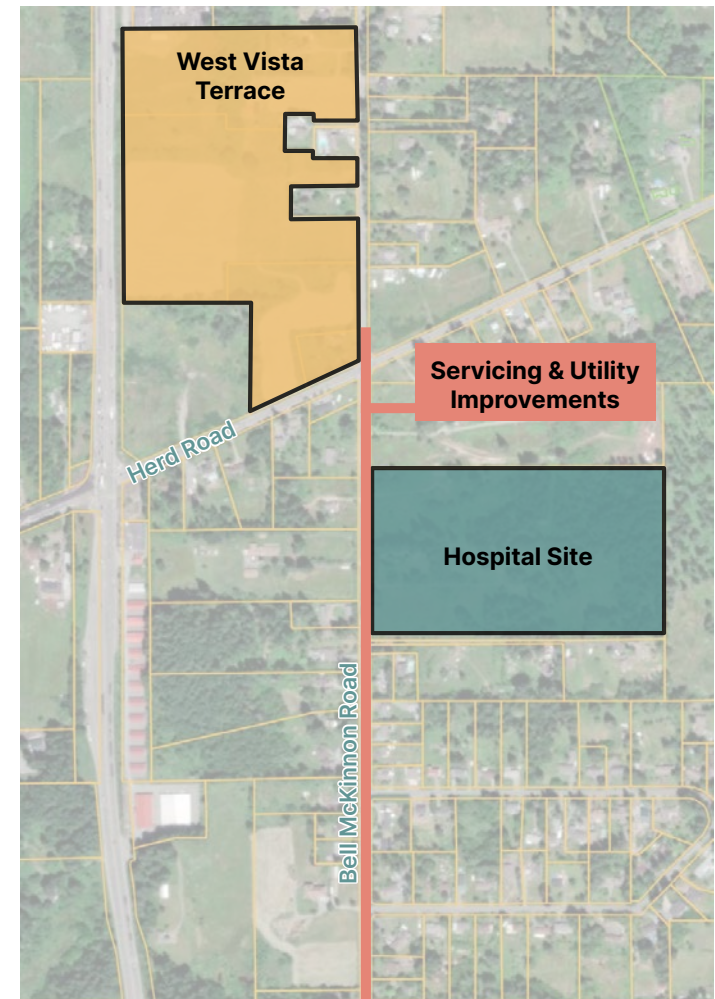
## Nodal Development vs. Linear Development

West Vista Terrace is within easy walking distance of the new Cowichan District Hospital and the Core Village lands identified in the BMLAP. While the updated OCP policies seek to reduce “fragmented” development in the corridor, this proposal actually creates a more compact and sustainable neighbourhood in the shorter term – one where residents can easily meet their needs within a 5-minute walk. In comparison, linear development from the south will result in less-compact housing further from key employment sites, services, and amenities.

The primary rationale for developing south-to-north (and the resulting OCP updates) was the timing and location of servicing upgrades. However, 5 years have passed and no redevelopment has occurred since the BMLAP was adopted. Therefore, the servicing and infrastructure upgrades will now reach Herd and Bell McKinnon during this application process, meaning that rationale would only apply for lots further north than the subject site.

## Servicing Location and Synergies

Servicing and infrastructure improvements are now planned to extend to the north side of the intersection of Herd and Bell McKinnon Roads in the near future – at the doorstep to West Vista Terrace. Given the close proximity to the Cowichan District Hospital, the development aims to take advantage of servicing and infrastructure created by its construction while creating synergies in terms of land use, amenities, access, and infrastructure.



*Servicing Location Diagram*

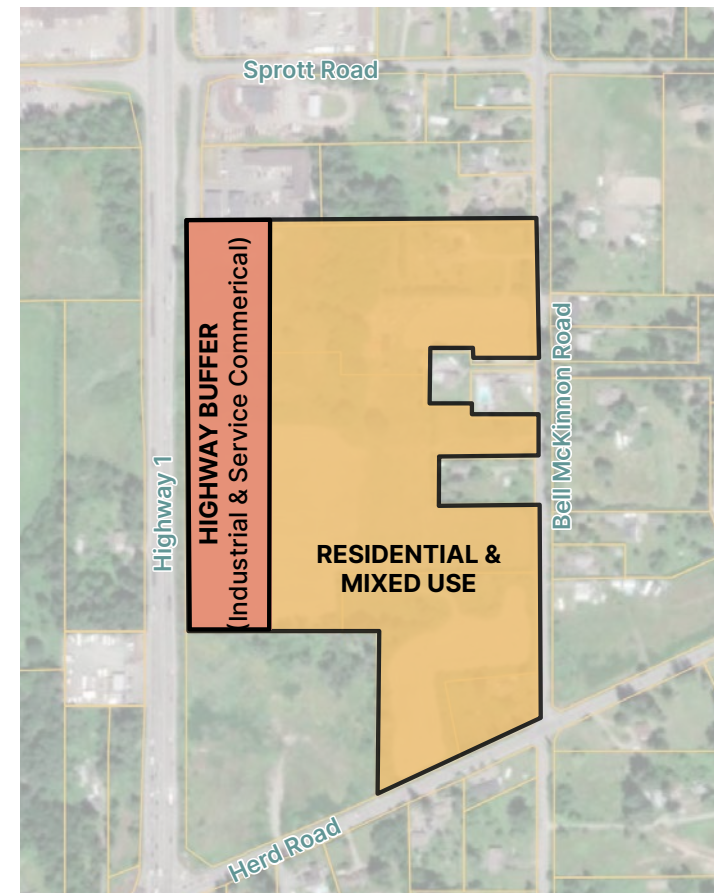
## First Nation Collaboration

The owners have a signed MOU with the Quw'utsun' company RavenStone Construction that would see RavenStone provide construction services for West Vista Terrace, providing employment opportunities for local First Nation members. This relationship aims to strengthen the local economy and provide Economic Reconciliation opportunities to the local Indigenous community in a real, tangible way within the unceded Traditional Territory of Cowichan Tribes.

This is particularly important and meaningful to the owners, John and Elaine Lichtenwald, as Elaine is of Indigenous decent.

## Demand For Light Industrial and Service Commercial Land

Industrial and service commercial land is in high demand across Vancouver Island, with the most recent data indicating a vacancy rate of 0.2% for light industrial land. Guided by the BMLAP, West Vista Terrace would include light industrial and service commercial lands in phases two and three. These sites are beside Highway 1, which provides ideal connections to the destination up and down the Island as well as providing a buffer from Highway 1 to other uses across the site (e.g., residential, retail). Further, existing access off of Sprott Road will provide convenient access and reduce traffic and truck impacts on the surrounding neighbourhood.



Highway 1 and Land Use Diagram



## Mitigating Impacts

The Bell McKinnon corridor is in its early stages of redevelopment – spurred on by the new hospital. As part of this central node in the corridor, the development of West Vista Terrace in the shorter term will parallel this intensive redevelopment in the immediate area and thereby reduce future and ongoing impacts on adjacent properties – including future housing. The contiguous nature and location of the lands (being primarily adjacent to major roadways and the highway) will further reduce the impacts (e.g., noise, traffic) and lend itself to a larger coordinated effort.

Additionally, an existing access route off of Sprott Road allows for immediate access to the lower, west side of the lands and reduces future traffic impacts on Herd and Bell McKinnon Roads.

## Long-Term Vision and Phasing

This OCP Amendment Application and future applications (e.g., Zoning, Development Permit) are guided by the BMLAP and careful consideration of current and future needs in this area. The high-level phases of this application (to be detailed later) are designed to respond to the opportunities presented by the Cowichan District Hospital, such as providing:

- Temporary accommodation and permanent housing for those engaged in major construction projects (e.g., hospital construction, infrastructure improvements, other private developments – up to an estimated 1,000 workers);
- Housing for the future workforce in the area (an estimated 700 at Cowichan District Hospital alone);
- Lands for complementary uses and business (e.g., healthcare services, offices);
- Lands for much-needed light industrial and service commercial uses; and,
- A mixed-use village of shops, services, and amenities for residents and workers alike.



*Sprott Road*



*Bell McKinnon Road*

## Services, Shops, and Amenities To Serve Residents And Workers

All phases of the project are designed to build up a complete community for residents and workers. Phase Two, in particular, will see the creation of amenities in the Core Village lands (BMLAP), with a mix of uses within and between buildings, including retail/commercial, offices, and multi-family residential, as well as outdoor public spaces and amenities, ensuring that residents and workers can meet their daily needs in the community.

## Sustainable Development

West Vista Terrace will realize the progressive, award-winning sustainability objectives and policies of the BMLAP, including [a] innovative approaches to open space planning that integrates natural systems (e.g., stormwater, habitat) into the creation of a new public space network; [b] achieving a minimum Step 3 of the BC Energy Step Code for all new residential and mixed use buildings; and [c] supporting North Cowichan in reaching a 40% tree canopy cover for the neighbourhood (private and public land).

## New School Site

The owners are in ongoing discussions with the Cowichan Valley School District about the potential of a future school site on these lands. This is subject to further discussion as the process moves forward into the Zoning Amendment phase.



## 5. SUMMARY

This proposal and its necessary OCP Amendment are supportable for the following key reasons:

- The proximity to the new Cowichan District Hospital and creation of a sustainable, walkable, and transit-oriented mixed-use area;
- The great and increasing need for housing in all forms in the area and the Provincial mandate for housing now;
- The current construction and future completion of the Cowichan District Hospital, with the massive influx of construction workers and future employees and visitors in the area;
- The arrival of servicing at the site's doorstep;
- The lack of development at the south end of the corridor to fulfill these needs;
- Grassroots Economic Reconciliation within the unceded Traditional Territory of Cowichan Tribes through a signed MOU with RavenStone Construction; and,
- The strong and robust land use framework of the BMLAP that will guide all site planning, design, and subsequent application review.

Thank you for your consideration.

Sincerely,



Evan Peterson, on behalf of West Vista Terrace

*Principal, Barefoot Planning + Design*





# Report

Date June 18, 2025  
Subject OCP Application North of Herd Road – Request for Information

File: OCP00031

## PURPOSE

To request Council direction regarding a requirement that the applicant provide a financial impact assessment for application OCP00031. The recommendation to deny the application is unchanged from the November 20, 2024, request for early consideration.

## BACKGROUND

The application (OCP00031) is requesting to expand the Urban Containment Boundary (UCB) and amend the “Future Growth Area” land use designation to facilitate a 13.4 Ha (33 acres) residential and mixed-use development north of Herd Road in the Bell McKinnon area. Note that since November 2024, the applicant has added three additional properties to the application. Attachment 1 provides updated mapping of the subject property.<sup>1</sup>

On November 20, 2024, staff presented the application to Council for early consideration, and Council made the following resolution:<sup>2</sup>

“THAT Council directs staff to:

- a) proceed with processing application OCP00031 and draft an amendment to Official Community Plan Bylaw No. 3900, 2022, for consideration by Council, and
- b) initiate a separate OCP amendment respecting the remainder of the “Future Growth Area” designation in the Official Community Plan.”

As was explained in the November 20, 2024 report and as outlined in the [Development Procedures Bylaw](#), after “early consideration,” if a file proceeds, necessary additional review and file processing take place. This can sometimes require the applicant to provide further information. In this case, staff have requested a Fiscal Impact Assessment (limited scope) and an Economic and Socio-Economic Impact Report (for convenience, the information requested is referred to as a Financial Impact Assessment (FIA) in this report) intended to:

- clarify the fiscal implications to North Cowichan of the proposed development, and,
- support compliance with legislative requirements of the Official Community Plan (OCP) amendment process.

<sup>1</sup> The application includes seven parcels: 6846 Bell McKinnon Road (PID: 005-830-061), Lot 3 (PID: 005-649-404), Lot B (PID: 024-188-905), 6936 Bell McKinnon Road (PID: 024-188-891), 6930 Bell McKinnon Road (PID: 000-961-744), 6928 Bell McKinnon Road (PID: 014-547-368), and 6912 Bell McKinnon Road (PID: 012-019-143) (collectively referred to as the “subject property”).

<sup>2</sup> November 20, 2024 Council Meeting, item 9.3: <https://pub-northcowichan.escribemeetings.com/Meeting.aspx?Id=847d971a-af5d-4e36-9c1b-816b540e458f>

The request for the FIA was made to the applicant in December 2024. In March/April 2025, the applicant advised that they do not agree that the FIA should be a requirement for the OCP application and requested that it be deferred. Council direction is necessary since staff and the applicant cannot agree on whether the FIA is required to properly evaluate the requested OCP amendment. Related correspondence with the applicant is provided in Attachment 2.

## DISCUSSION

### Request for Financial Impact Assessment

Staff have requested that the applicant provide a FIA as described in the [Development Approval Information Bylaw No. 3942](#) (sections C.6 & C.9) specifically:

1. Economic and Socio-Economic Impact Report (Bylaw No. 3942, section C.6 – limited to clauses (a) and (b)) to:
  - Review project viability (pro-forma), considering market analysis, build-out timing, absorption.
  - Assesses impacts of the project on the community considering indicators such as demographics and housing affordability.
2. Fiscal Impact Assessment (Bylaw No. 3942, section C.9)
  - Evaluates long-term revenue/expenditure impacts (taxes, fees, infrastructure costs).
  - Provides professional recommendations on fiscal sustainability.
  - Considers impacts on local employment and economic growth.

It is a legal requirement for Council to consider the financial impacts of any OCP amendment. Section 477(3) of the *Local Government Act* specifically requires that the local government must “consider any proposed official community plan [amendment] in conjunction with its financial plan.”

In some cases, the financial impacts are relatively straightforward; however, in this case, the financial impacts have emerged as a key issue, primarily because of the financial information presented by the property owner to Council in advance of the November 20, 2024, meeting:

- The property owner provided Council with an excerpt of their pro-forma, which suggested that the development would provide North Cowichan with \$64.5 million in Community Amenity Contributions and Development Cost Charges and result in \$67 million in tax revenues over a 25-year period.
- This information was again referenced in the public input made to Council on November 20, 2024, and it is reasonable to assume that Council considered the information.



However, these projections do not account for the costs incurred by North Cowichan associated with providing services to the development. Furthermore, since this information was not provided as part of the application package, there is no background available regarding the assumptions and analysis that led to the numbers as presented. The requested FIA would provide the background information, allowing staff and Council to confirm and evaluate the numbers provided. The requested information will also contribute to a better understanding of other issues, including the impact of this development on the local housing and job markets, and how the proposed development aligns with the wider development environment in the region.

**Because the purpose of the FIA is to assess the OCP amendment application, the request cannot be deferred to later in the development approvals process.**

Municipalities have a clear right and duty to request any information they need to evaluate OCP amendment applications. The courts have consistently upheld this right.

The current application requests to amend the OCP to expand the UCB and Bell McKinnon Growth Area to include the subject property. Once this decision is made, the implication is that this is a location where North Cowichan wants and expects to see growth in the short term. The considerations for changing the OCP are different than those for changing the zoning bylaw. The OCP is the overarching planning policy adopted by Council and developed with significant input from the public. This is why an application to amend the OCP is so significant, and why staff must ensure that Council has the necessary information to support the decision.

If Council proceeds with the requested OCP amendment without the FIA, and a subsequent zoning amendment application is submitted, staff will reevaluate whether all or part of the FIA is still relevant for the purposes of making a zoning decision, which addresses additional, site-specific considerations and a finer level of detail than an OCP decision. However, the purpose of the assessment would be different: for example, instead of a broad evaluation of the financial impacts of the proposed development on North Cowichan and the community, an FIA pertaining to a zoning decision would consider things such as appropriate amenity contributions or an analysis to answer specific questions about density provisions, project phasing, and/or servicing.

The applicant has questioned whether it is possible to complete the FIA at this stage, as not all project details are confirmed. This stance is curious, given that the applicant volunteered specific financial information in November 2024 with the express intent of suggesting that the project would be financially advantageous to North Cowichan. Staff are essentially asking for a professionally prepared version of the same analysis, incorporating the costs to North Cowichan that were omitted from the information. The application is based on the Bell McKinnon Local Area Plan (BMLAP), which provides significant guidance on density, form, uses, public land requirements and layout. In cases where specific information is not known, reasonable assumptions can be used, as is the case for any such analysis, including, presumably, the applicant's own November 2024 analysis.

### **Council may not need the FIA to reach a decision on the application.**

The FIA will provide valuable information; however, the requested FIA is a significant analysis that will take time and money to complete. The purpose of the requested FIA is to support Council in evaluating the OCP amendment application. Council may decide that it does not need the analysis to reach a decision on the application. Under both Option 1 to deny the application and Option 3 to direct staff to bring forward bylaws for Council's consideration, the applicant would not need to provide the FIA.

### **The subject property does not currently have access to water and sanitary services to support urban densities.**

As part of the project to replace the Cowichan District Hospital, new water and sanitary trunk mains are being installed along Bell McKinnon Road. These are scheduled to be completed in 2026. Note that these trunk mains terminate at the intersection of Bell McKinnon and Herd Road. To facilitate this proposed development, the trunk mains would need to be extended north along Bell McKinnon Road and/or Herd Road. These extended trunk mains are needed in addition to the roads and infrastructure within the property. For context, the trunk mains installed by the hospital extend along Bell McKinnon from Drinkwater approximately 1.2 km to Herd Road, and this is a major infrastructure project.<sup>3</sup>

Infrastructure begins to age as soon as it is installed, which is one of the reasons why premature extension of infrastructure is generally discouraged. The asset management considerations pertaining to infrastructure servicing for the subject property are also relevant to the FIA, as much depends on the phasing and timing of development, and hence the extent and timeliness with which it can contribute towards asset renewal costs. This can be quantified using reasonable assumptions and established methodologies, such as the provincial government's publicly available [Community Lifecycle Infrastructure Costing tool](#) (CLIC).

### **The proposal is impacted by the servicing constraints within the South End and the Bell McKinnon Growth Area.**

The early consideration report did not provide details on the implications of this application for servicing/infrastructure, deferring that review to be completed only if Council directed that the application proceeds.

Since November, Council has received information about the capacity constraints of North Cowichan's water and sanitary sewer infrastructure.<sup>4</sup> Servicing capacity is a significant barrier to development proposed in the Bell McKinnon area and throughout the South End Service Areas. As was explained on March 5, 2025, there are many more instream developments proposed within the UCB than can be serviced without significant infrastructure upgrades. Even within the UCB, including in infill areas, North Cowichan is advising developers that there is no capacity available to be allocated for additional new

<sup>3</sup> Note that these and other infrastructure costs fronted by the Cowichan District Replacement Project are entitled to "latecomer protection". If this OCP amendment proceeds, the area will be included in the "benefitting area" and be subjected to latecomer fees payable at the time of building permit. The amounts are currently unknown.

<sup>4</sup> March 5, 2025 Council Meeting, item 8.1: <https://pub-northcowichan.escrimemeetings.com/Meeting.aspx?Id=785f568b-b74d-45db-b724-3e06b6335204>

development. Developers are being advised that staff will recommend that, for any zoning bylaw amendment that permits additional density, the developer be required to register a no-build covenant. This covenant would require the developer to construct the applicable upgrades needed to service the development or wait until others complete the upgrades.<sup>5</sup>

To be direct, it will not be possible to service the proposed development with municipal water and sanitary systems until multiple large infrastructure projects are complete, and this is likely to be the case until the province grants a water license increase. Considering the magnitude of this development (approximately 1,850 equivalent residential units (ERUs)) and the size and scale of other instream development applications, it is currently not possible to determine precisely what infrastructure is needed to accommodate this development. It is also not currently possible to determine whether expanding the UCB to include the northern portion of the BMLAP will help with resolving infrastructure issues (e.g., more developers can contribute to the needed infrastructure) or make it harder (e.g., by spreading the same resources and market absorption rate over a larger area/more developments). The FIA will provide information that will assist in evaluating this question, although it may not fully or directly answer it.

**The staff recommendation that Council deny the application is unchanged.**

Consistent with the recommendation made on November 20, 2024, this report recommends that the Council deny this application because it represents a significant departure from the growth management policies outlined in the 2022 OCP. The existing designation of Future Growth Area serves an important purpose within the OCP's growth strategy, which is one of the core components of the OCP.

As was explained in November and on March 5, 2025, ample land is available for development within the UCB, and significant development projects are proposed within the existing growth areas. The March 5 report further explained that staff are managing an unprecedented number of development applications. There are an estimated 4,200 encumbered units<sup>6</sup> instream, more than three and a half times the 5-year Provincial Housing Target Order of 1,200 units.

As noted in November 2024, this is not an argument against future development in this location, but rather that it is not appropriate to expand the growth area/UCB to this area at this time.

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<sup>5</sup> As a reminder, if this OCP amendment application is approved, the property owner will need to initiate a zoning bylaw amendment application. Many properties in the area south of Herd Road have complete in-stream zoning applications already under review.

<sup>6</sup> This number includes building permits (including issued permits and applications), subdivisions, development permits (including issued permits and applications) and land development agreements. Due to the relatively advanced stage of these applications in the land development process, residual capacity within our water and sanitary systems is reserved (or encumbered) for these units on the assumption that they will proceed and connect. There are an additional 5,900 residential units associated with rezonings, pre-applications, and OCP amendments (including this application). Added to the 4,200 encumbered units, this totals 10,100 residential units. For context, the 5-year Housing Target Order from the Province is approximately 1,200 units and the 2024 Interim Housing Needs Report indicated a need for approximately 2,200 units in the next 5 years and 7,100 units in total in the next 20 years.

## OPTIONS

1. **(Recommended Option)** THAT Council denies application OCP00031 to amend Official Community Plan No. 3900, 2022, to expand the urban containment boundary and change the land use designation to facilitate rezoning for the subject property consisting of PIDs: 005-830-061; 005-649-404; 024-188-404; 024-188-891; 000-961-744; 014-547-368; and 012-019-143.
  - As identified in November 2024, this application requests a significant change to one of the core components of the OCP. Although the proposed development may be suitable or desirable in the future, at this time, there is currently no need for additional lands within the UCB, and the condition for activating the Future Growth Area has not been met.
  - The significant unresolved infrastructure capacity constraints provide an additional reason to deny the application at this time.
  - If Council denies the application, the file will be closed, and the applicant may not reapply for 12 months.
2. THAT Council refuses further consideration of application OCP00031 until the applicant provides an Economic and Socio-Economic Impact Report and Fiscal Impact Assessment as described in section C.6 (limited to clauses (a) and (b)) and section C.9 of Development Approvals Information Bylaw No. 3942, 2024.
  - The requested FIA will provide Council with information about the pro-forma, an evaluation of the long-term revenue and expenditure impacts on North Cowichan, and any impacts on the local economy of the project.
  - The FIA should assist Council in considering the proposed OCP amendment in conjunction with the financial plan per section 477(3) of the *Local Government Act*.
  - The application would return to Council once the FIA has been provided by the applicant and reviewed by staff.
3. THAT Council directs staff to bring forward a bylaw to amendment to Official Community Plan No. 3900, 2022 to expand the urban containment boundary and change the land use designation to facilitate rezoning for the subject property consisting of PIDs: 005-830-061; 005-649-404; 024-188-404; 024-188-891; 000-961-744; 014-547-368; and 012-019-143.
  - If Council does not require the FIA to support their evaluation of the requested OCP amendment, staff will bring the OCP amendment bylaw forward for Council's consideration.
  - The bylaw can be returned to Council for consideration relatively quickly, likely within a few meetings.

## IMPLICATIONS

While completing the OCP amendment for this application (and/or eliminating the Future Growth Area entirely) will be a relatively straightforward process, the large zoning bylaw amendment(s) that may follow will require substantial review and processing. Opening this area up to zoning amendment applications means that planning and engineering staff will expend considerable effort on an



application (or applications) that have little prospect of moving forward in the short term, considering the servicing constraints in the area. Staff effort may be better spent on applications in locations where servicing capacity is available or where constraints can be more easily resolved.

Amending the OCP as proposed has significant impacts on the ongoing BMLAP Implementation Project (an overview is provided in Attachment 3).<sup>7</sup>

## RECOMMENDATION

THAT Council denies application OCP00031 to amend Official Community Plan No. 3900, 2022, to expand the urban containment boundary and change the land use designation to facilitate rezoning for the subject property consisting of PIDs: 005-830-061; 005-649-404; 024-188-404; 024-188-891; 000-961-744; 014-547-368; and 012-019-143.

Report prepared by:



Christina Hovey, RPP, MCIP  
Project Planner

Report reviewed by:



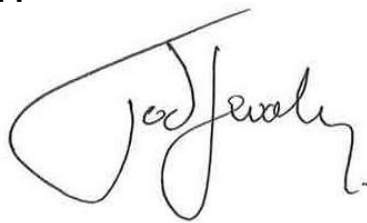
Amanda J. Young, RPP, MCIP  
Director, Planning and Building

Report reviewed by:



George Farkas  
General Manager, Planning,  
Development and Community  
Services

## Approved to be forwarded to Council:



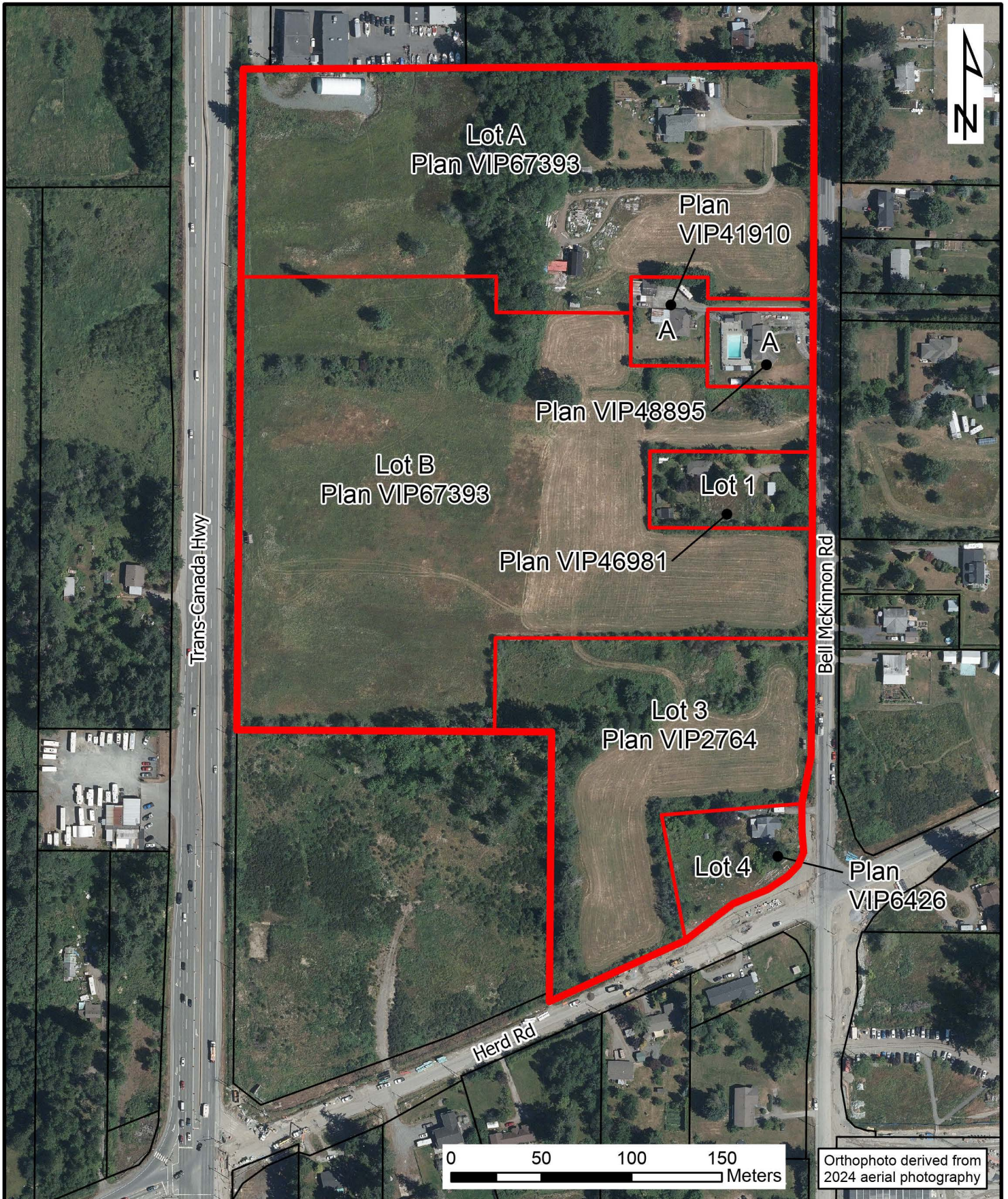
Ted Swabey  
Chief Administrative Officer

### Attachments:

- (1) Maps
- (2) Correspondence with Applicant
- (3) Impacts on BMLAP Implementation Project

<sup>7</sup> In October 2024 [COW](#) and [Council](#) (see items 4.1.2. and 11.2) provided direction on several issues related to the BMLAP Implementation Project.





|  |                                                                                      |  |        |               |
|--|--------------------------------------------------------------------------------------|--|--------|---------------|
|  | <b>ORTHOPHOTO MAP</b>                                                                |  | DATE:  | May 4, 2025   |
|  | Various Properties Northwest of the Intersection of Bell McKinnon Road and Herd Road |  | TYPE:  | OCP Amendment |
|  |                                                                                      |  | FILE#: | OCP00031      |
|  |                                                                                      |  |        | 635           |



# LEGEND:

- SUBJECT PROPERTY** - Proposed to be added to the existing Urban Containment Boundary and proposed to be removed from the existing "Future Growth" designation as shown on Map 2 of the OCP and changed to-
  - "Village Core" Designation
  - "Village Residential" Designation
  - "Commercial" Designation
- UCB** - Existing Urban Containment Boundary as shown on Map 2 of the OCP.
- Existing "Future Growth" designation.
- Existing "Village Core" designation.
- Existing "Village Residential" designation.
- Existing "Civic" designation.
- Existing "Commercial" designation.
- Existing "Agriculture, Forestry, and Conservation" designation.

**SUBJECT PROPERTY**

Existing UCB Boundary.  
Proposed to be extended around the Subject Property

Cowichan Valley Hwy

Trans-Canada Hwy

Herd Rd

Bell McKinnon Rd



**From:** [Christina Hovey](#)  
**To:** [Luke Mari](#)  
**Cc:** [Amanda Young](#); [Pablo Golob](#); [George Farkas](#); [Elaine Lichtenwald](#); [John Lichtenwald](#)  
**Subject:** RE: West Vista Terrace  
**Date:** Friday, April 11, 2025 12:44:31 PM  
**Attachments:** [image001.jpg](#)  
[image002.png](#)  
[image003.png](#)  
[image004.png](#)  
[image005.png](#)

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Hi Luke,

Thanks for your e-mail and for your patience with this – it's been another busy week!

I have a slightly different perspective here – I don't think we can wait until the rezoning stage or later to do this analysis. Getting a better understanding of the financial impacts of this project is important now since the OCP amendment is the big decision point for Council about whether this is a location where the Municipality wants to see development in the short-term.

I did speak to one of the land economists who you had consulted with and my understanding was that, although it would be a significant amount of work, they thought they could provide information and analysis to help inform the decision from the financial perspective. I'd also point out that the Bell McKinnon Local Area Plan lays out the expected land uses and densities in detail and should provide a reasonable basis for the analysis.

Since we do not agree on whether the requested information should be provided as part of this application, our only option to move forward is to bring the issue to Council for decision.

You are probably aware that Elaine did reach out to Council directly after you sent your last email. We've since let them know to expect this matter to come to them for decision, most likely in June.

If you would like to provide a letter or memo explaining your reasoning for why you don't think this information should be required at this time, I can include it as an attachment to the Council report and/or of course you can provide information directly to Council in the lead up to the meeting.

Let me know if you have any questions or want to set up a time to discuss this further, otherwise I'll keep in touch regarding the timing of the Council meeting.

Thanks so much,

Christina

**Christina Hovey** RPP, MCIP (She/her)

Project Planner

Planning and Building

T: 250-746-3155

E: [Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)

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**From:** Luke Mari <luke@aryze.ca>

**Sent:** Wednesday, April 2, 2025 9:20 AM

**To:** Christina Hovey <Christina.Hovey@northcowichan.ca>

**Cc:** Amanda Young <Amanda.Young@northcowichan.ca>; Pablo Golob <Pablo.Golob@northcowichan.ca>; George Farkas <george.farkas@northcowichan.ca>; Elaine Lichtenwald [REDACTED]; John Lichtenwald [REDACTED]

**Subject:** Re: West Vista Terrace

Hi Christina,

Thanks for the email—and I completely understand the position you're in.

Just to clarify, we're not refusing to provide the supplementary information. We're simply suggesting that now isn't the appropriate time for it. An OCP amendment is a high-level land use change—it's not about site-specific details. At this stage, we don't yet know the density, form, tenure, layout, or specific land uses of the property.

We've consulted with three separate Financial Impact Assessment firms, and all of them concluded that there isn't currently enough information to produce an accurate and meaningful report. Once the OCP amendment is resolved, we'll be in a much better position to submit comprehensive reports as part of a fully developed and clearly understood rezoning application.

With that in mind, we respectfully request that the OCP amendment move forward to Council for bylaw readings. Given that there's no statutory requirement for an FIA at this stage, we don't believe Council direction on that matter is necessary at this time.

Would love to hear your thoughts.

Regards,

Luke



--

*Luke Mari*

Managing Principal

**ARYZE**

200-398 Harbour Road

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[+1 250 940 3568](tel:+12509403568) (office)

[+1 250 881 6077](tel:+12508816077) (cell)

[@aryzedevelopments](mailto:aryze.ca)

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**From:** Christina Hovey <[Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)>

**Date:** Wednesday, March 26, 2025 at 9:05 AM

**To:** Luke Mari <[luke@aryze.ca](mailto:luke@aryze.ca)>

**Cc:** Amanda Young <[Amanda.Young@northcowichan.ca](mailto:Amanda.Young@northcowichan.ca)>, Pablo Golob

<[Pablo.Golob@northcowichan.ca](mailto:Pablo.Golob@northcowichan.ca)>, George Farkas

<[george.farkas@northcowichan.ca](mailto:george.farkas@northcowichan.ca)>, Elaine Lichtenwald [REDACTED], John Lichtenwald [REDACTED]

**Subject:** RE: West Vista Terrace

Hi Luke,

I appreciate your patience with this, now that the agent authorization has been confirmed we can continue with this conversation.

Thanks for your note about the Financial Impact Assessment, you are correct that section 487 of the Local Government Act does not reference OCP amendment applications.

However, we do maintain that providing a Financial Impact Assessment is necessary information for the proper evaluation of this OCP amendment application and is needed to allow staff to properly advise Council.

If you confirm that you are not willing to provide the requested information at this time, we will bring this information back to Council for direction on how to proceed. Council may be willing to review the application without the requested additional information. They will also have the option to refuse further consideration of the application until the Financial Impact Assessment is provided or even to direct that MNC complete the analysis at the Municipality's expense (however, this last option is very unlikely).

Please let me know how you would like to proceed.

Thanks so much,

Christina

**Christina Hovey** RPP, MCIP (She/her)

Project Planner

Planning and Building

T: 250-746-3155

E: [Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)

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**From:** Luke Mari <[luke@aryze.ca](mailto:luke@aryze.ca)>

**Sent:** Monday, March 10, 2025 3:21 PM

**To:** Christina Hovey <[Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)>

**Cc:** Amanda Young <[Amanda.Young@northcowichan.ca](mailto:Amanda.Young@northcowichan.ca)>; Pablo Golob <[Pablo.Golob@northcowichan.ca](mailto:Pablo.Golob@northcowichan.ca)>; George Farkas <[george.farkas@northcowichan.ca](mailto:george.farkas@northcowichan.ca)>; Elaine Lichtenwald [REDACTED]; John Lichtenwald [REDACTED]

**Subject:** Re: West Vista Terrace

Hi Christina,

I hope you're doing well. We are still underwriting the project but also do not want to hold up the process as we continue to put together a plan for advancement.

We would like to advance the file with the following clarification regarding the Fiscal Impact Assessment for the proposed project. At this stage, we will not be submitting the assessment until the Official Community Plan (OCP) amendment has received adoption.

Additionally, our understanding of Section 487 of the Local Government Act, requests for information under a Development Approval Information (DAI) Bylaw may only be considered for an amendment to a zoning bylaw, a development permit, or a temporary use permit.

Since our application is currently at the OCP amendment stage, a Fiscal Impact Assessment is not a required submission at this time. That said, we are committed to providing more detailed information via the rezoning process that we will be running concurrent to the existing process.

Please let us know if you require any additional information in the meantime in order to

advance the OCP amending bylaw to Council for readings.

Best regards,

Luke

--

*Luke Mari*  
Managing Principal

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Victoria BC V9A 0B3

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+1 250 881 6077 (cell)  
[@aryzedevelopments](mailto:aryze.ca)

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**From:** Christina Hovey <[Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)>

**Date:** Thursday, February 6, 2025 at 3:50 PM

**To:** Luke Mari <[luke@aryze.ca](mailto:luke@aryze.ca)>

**Cc:** Amanda Young <[Amanda.Young@northcowichan.ca](mailto:Amanda.Young@northcowichan.ca)>, Pablo Golob  
<[Pablo.Golob@northcowichan.ca](mailto:Pablo.Golob@northcowichan.ca)>

**Subject:** RE: West Vista Terrace

Hi Luke,

Thanks for the meeting today. Here's the background information we discussed (below).

Please do let us know if you have any further questions.

Thank you,

Christina

**November 20<sup>th</sup>, 2024** the OCP application was presented for early consideration (Item 9.3): <https://pub-northcowichan.escribemeetings.com/Meeting.aspx?Id=847d971a-af5d-4e36-9c1b-816b540e458f>

**For further background, on October 8<sup>th</sup>, 2024** we brought a more general report about the Bell McKinnon area to Committee of the Whole (Item 6.1): <https://pub-northcowichan.escribemeetings.com/Meeting.aspx?Id=6a5ccc8d-f66b-4d9f-bee9->

[f8a6d76cc798](#)

**The Development Approval Information Bylaw is here:**

<https://www.northcowichan.ca/media/1293>

- The relevant sections to this type of file are C.5 Economic and Socio-Economic Impact Report and C.9 Fiscal Impact Assessment, the bylaw also provides a bit more context about what the goal is with asking for this type of information.
- As mentioned in the meeting not every bullet point of information under C.5 and C.9 is relevant to every file and we are willing to provide some support in right-sizing the scope of the study.
- Applicants do have the right under the Local Government Act, to appeal information requests to Council.

**Christina Hovey** RPP, MCIP (She/her)

Project Planner

Planning and Building

T: 250-746-3155

E: [Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)

---

**From:** Luke Mari <[luke@aryze.ca](mailto:luke@aryze.ca)>

**Sent:** Wednesday, February 5, 2025 11:15 AM

**To:** Christina Hovey <[Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)>

**Cc:** Amanda Young <[Amanda.Young@northcowichan.ca](mailto:Amanda.Young@northcowichan.ca)>

**Subject:** Re: West Vista Terrace

Tomorrow at 3pm works great :)

--

*Luke Mari*

Managing Principal

**ARYZE**

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**From:** Christina Hovey <[Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)>

**Date:** Wednesday, February 5, 2025 at 10:59 AM

**To:** Luke Mari <[luke@aryze.ca](mailto:luke@aryze.ca)>



## Correspondence - Original Request to Applicant

**From:** [Michael von Hausen](#)  
**To:** [Christina Hovey](#)  
**Cc:** [Pablo Golob](#); [Elaine Lichtenwald](#)  
**Subject:** Re: CONFIRMATION - RE: Bell McKinnon Next Steps from MVH  
**Date:** Thursday, December 19, 2024 11:17:08 AM  
**Attachments:** [image001.png](#)  
[image002.png](#)  
[image003.jpg](#)  
[image004.jpg](#)  
[image005.png](#)  
[image006.png](#)  
[image007.png](#)  
[image008.png](#)

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Excellent clarifications Christina: Now to get the work done. Over to you Elaine, how would you like to proceed? Thanks again Christina. Regards, Michael

**Michael von Hausen** FCIP, RPP, CSLA, BCSLA, LEED AP  
President, MVH Urban Planning & Design Inc.  
12601 19A Avenue, Surrey, BC V4A 7M1  
[REDACTED]

On Thu, Dec 19, 2024 at 11:07 AM Christina Hovey <[Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)> wrote:

Hi Michael,

Thanks for getting back to me. The sooner you can provide the information the better, since the plan is to include the information with the next report to Council (for consideration of 1<sup>st</sup> and 2<sup>nd</sup> reading of the OCP amendment bylaw).

This isn't a type of study that comes up as often (e.g., compared to a traffic impact assessment) so I don't have a draft ToR on hand to provide. This is a study that is required because of the large scale of the development and because it is an OCP amendment. So to answer your second question, this is related to the OCP amendment not something that can wait until the zoning amendment or DP stage.

I think the best thing would be to use the accompanying descriptions and ask your QP to provide a terms of reference. We'd be happy to review the terms of reference to make sure we have a shared understanding of the scope. I'm also not sure what the cost of the study will be, it will be better to talk directly to the consultant(s) about that.

Thanks,

Christina

**Christina Hovey** RPP, MCIP (She/her)  
Project Planner  
Planning and Building  
T: 250-746-3155  
E: [Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)

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**From:** Michael von Hausen [REDACTED]  
**Sent:** Wednesday, December 18, 2024 5:17 PM  
**To:** Christina Hovey <[Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)>  
**Cc:** Pablo Golob <[Pablo.Golob@northcowichan.ca](mailto:Pablo.Golob@northcowichan.ca)>; Elaine Lichtenwald [REDACTED]  
**Subject:** Re: CONFIRMATION - RE: Bell McKinnon Next Steps from MVH

Hi Christina: Thank you for the additional information request. What is the timing requirement for this initiative to feed into your OCPA process? Do you have a sample TOC or Terms of Reference for a combined study or separate studies. Do we simply use the accompanying descriptions? Do you have an idea of range of costs? I know these are big asks but want to ensure we hire the QP to do the work and properly. Any info would be helpful. Regards Michael

---

**From:** Christina Hovey <[Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)>  
**Date:** Wednesday, December 18, 2024 at 8:41 AM  
**To:** Michael von Hauser [REDACTED]  
**Cc:** Pablo Golob <[Pablo.Golob@northcowichan.ca](mailto:Pablo.Golob@northcowichan.ca)>  
**Subject:** Information Request - RE: Bell McKinnon Next Steps from MVH

Hi Michael,

Sorry for the slight delay in getting back to you.

After taking another close look at the file materials provided and reviewing them with the team, I do have additional information to request at this time to support the processing of your OCP Amendment Application (OCP00031).

Please provide an Economic and Socio-Economic Impact/Fiscal Impact Assessment Report covering the information highlighted below. The text below is an excerpt from the Development Approval Information (DAI) Bylaw, here is the [link](#) to the bylaw if you would like to see the full context including a list of who we would consider “qualified professionals” for this type of study. Note that the DAI Bylaw outlines these as two separate reports, however I think it will be possible to combine them in this case.

Please let me know if you have any questions or would like to discuss. We’re also available to review a terms of reference if requested.

Thank you,

Christina

## C.6 Economic and Socio-Economic Impact Report

If the *District Official* requires information in the form of a report related to the impact of a proposed development or temporary use on economic and socio-economic conditions, the report should:

- (a) analyze economic indicators including market analysis, competition, absorption rates, and build-out timing, along with a project pro forma to assess the development's viability;
- (b) examine socioeconomic indicators such as demographics, housing types and affordability, average housing costs, vacancy rates, and impacts on public amenities and sociocultural issues;

## C.9 Fiscal Impact Assessment Report

If the *District Official* requires information in the form of a report related to the fiscal implications of a proposed development or temporary use, the report should:

- (a) evaluate the projected financial inflows and outflows resulting from the development, including taxes, fees, and other sources of revenue for the local government;
- (b) analyze potential financial burdens or benefits, such as infrastructure maintenance, service provisions, or capital improvements, that might be necessitated by the proposed development;
- (c) provide professional financial recommendations to optimize revenue, manage expenditures, and ensure the long-term fiscal sustainability of the local government in light of the development;
- (d) certify that the proposed development or project aligns with the financial health and objectives of the local government; and
- (e) assess the impact of the development on local employment and economic growth, including both short-term construction and long-term operational jobs.

Christina Hovey RPP, MCIP (She/her)

Project Planner

Planning and Building

T: 250-746-3155

E: [Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)

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**From:** Christina Hovey <[Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)>

**Sent:** Tuesday, December 3, 2024 9:47 AM

**To:** Michael von Hausen [REDACTED]

**Subject:** RE: Bell McKinnon Next Steps from MVH

Hi Michael,

I'll answer that question as quickly as I can. I may not be able to say for sure until the referrals are returned but I'll at least update you this week.

Thanks!

Christina

**Christina Hovey** RPP, MCIP (She/her)  
Project Planner  
Planning and Building  
T: 250-746-3155  
E: [Christina.Hovey@northcowichan.ca](mailto:Christina.Hovey@northcowichan.ca)

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**From:** Michael von Hausen [REDACTED]  
**Sent:** Tuesday, December 3, 2024 8:38 AM  
**To:** Christina Hovey <[christina.hovey@northcowichan.ca](mailto:christina.hovey@northcowichan.ca)>  
**Cc:** Elaine Lichtenwald [REDACTED]  
**Subject:** Re: Bell McKinnon Next Steps from MVH

Hi Christina: Anything further to do on our end? Do you need further information to proceed with the formal OCP Amendment?  
Thanks in advance, Michael

**Michael von Hausen** FCIP, RPP, CSLA, BCSLA, LEED AP  
President, MVH Urban Planning & Design Inc.  
12601 19A Avenue, Surrey, BC V4A 7M1  
[REDACTED]

On Fri, Nov 29, 2024 at 3:34 PM Michael von Hausen [REDACTED] wrote:

Hi Christina: It was a pleasure meeting you as well. I will consult with Elaine and John to see how they would like to proceed on the rezoning pre-application, if at all at this time. Any further information on the OCP Amendment process and timing would be greatly appreciated. Best Regards, Michael

**Michael von Hausen** FCIP, RPP, CSLA, BCSLA, LEED AP  
President, MVH Urban Planning & Design Inc.  
12601 19A Avenue, Surrey, BC V4A 7M1  
[REDACTED]

On Fri, Nov 29, 2024 at 2:49 PM Christina Hovey <[christina.hovey@northcowichan.ca](mailto:christina.hovey@northcowichan.ca)> wrote:

Hi Michael,



## Impact of Proposed OCP Amendment on BMLAP Implementation Project

Amending the Official Community Plan (OCP) to expand the Urban Containment Boundary (UCB) and reinstitute the northern portion of the Bell McKinnon Local Area Plan (BMLAP) as proposed has significant impacts on the ongoing BMLAP Implementation Project.<sup>1</sup> The following table summarizes the different components of the BMLAP Implementation Project and how they are impacted by the proposed OCP amendment:

| BMLAP Implementation Item                                                                             | Status                                    | Impact of Proposed OCP Amendment                                                                                  |
|-------------------------------------------------------------------------------------------------------|-------------------------------------------|-------------------------------------------------------------------------------------------------------------------|
| Council Policy – Phasing Plan for the Bell McKinnon Local Area Plan                                   | Adopted October 16, 2024.                 | <ul style="list-style-type: none"> <li>Policy will need to be revised if the OCP Amendment is adopted.</li> </ul> |
| Council Policy - Bell McKinnon Local Area Plan Land Acquisition Community Amenity Contribution Policy | Adopted October 16, 2024.                 | <ul style="list-style-type: none"> <li>No impact.</li> </ul>                                                      |
| Council Policy - Interim Community Amenity Contribution Policy                                        | Under review following public engagement. | <ul style="list-style-type: none"> <li>No impact.</li> </ul>                                                      |

<sup>1</sup> In October 2024 [COW](#) and [Council](#) (see items 4.1.2. and 11.2) provided direction on several issues related to the BMLAP Implementation Project.

| BMLAP Implementation Item                                                                                                                                                                                                                                                                                                                                            | Status                                                                                                          | Impact of Proposed OCP Amendment                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Council Direction – Initiate a project to amend the Bell McKinnon Local Area Plan (BMLAP) with the goals of:</p> <ul style="list-style-type: none"> <li>• Implementing the Official Community Plan (OCP) direction;</li> <li>• Updating the proposed park network; and,</li> <li>• Incorporating changes recommended by the detailed servicing review.</li> </ul> | On hold.                                                                                                        | <p>The project to amend the BMLAP cannot proceed until the decision is reached related to the Future Growth Area/UCB for several reasons:</p> <ul style="list-style-type: none"> <li>• The direction to implement the OCP policies related to the BMLAP contradicts the direction to redesignate the Future Growth Area to reincorporate it into the BMLAP.</li> <li>• Initiating a second/separate BMLAP amendment for the area north of Herd Road, would incur additional cost and potentially cause confusion.<sup>2</sup></li> <li>• Based on the public input received at the November 20, 2024 meeting, there are passionate and divergent views about whether or not the UCB should be expanded to include the Future Growth Area. It would be difficult for the Municipality to facilitate a productive conversation with the community about the specifics of the BMLAP while the boundary question remains unresolved.</li> </ul> |
| <p>Council Direction - Prepare a zoning amendment bylaw to increase the minimum lot sizes to prevent premature and low-density development within the BMLAP, including the Future Growth Area OCP land use designation.</p>                                                                                                                                          | <p>1<sup>st</sup> and 2<sup>nd</sup> Readings on May 21, with a Public Hearing scheduled for June 18, 2025.</p> | <ul style="list-style-type: none"> <li>• No impact, the initiative applies equally to areas on both sides of the UCB.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |

<sup>2</sup> Note that if the UCB is extended, some additional work will be needed to parallel the background work completed for the area South of Herd Road.

# Report

|         |                                                                                |                                        |
|---------|--------------------------------------------------------------------------------|----------------------------------------|
| Date    | September 3, 2025                                                              | File: SPP00096<br>OCP00031<br>OCP00035 |
| Subject | Bell McKinnon Local Area Plan Implementation – OCP Review – Future Growth Area |                                        |

## PURPOSE

To present options for amending the Official Community Plan per Council's direction regarding OCP amendment application OCP00031 (13.4 Ha North of Herd Road) and the Future Growth Area designation.

## BACKGROUND

Application OCP00031 ("West Vista Terrace") is requesting to amend the Official Community Plan (OCP) to expand the Urban Containment Boundary (UCB) and amend the Future Growth Area (FGA) land use designation to facilitate a residential and mixed-use development north of Herd Road in the Bell McKinnon area for a 13.4 Ha (33 acres) subject property.<sup>1</sup> Staff recommended that the application be denied, but also advised that proceeding with OCP00031 undermines the logic of the "Future Growth Area" to such an extent that it is preferable to address the FGA designation in its entirety rather than to leave it in a partial and compromised state.

On November 20, 2024, Council made the following resolution:

*"That Council directs staff to:*

- a) proceed with processing application OCP00031 and draft an amendment to Official Community Plan Bylaw No. 3900, 2022 for consideration by Council, and*
- b) initiate a separate OCP amendment respecting the remainder of the "Future Growth Area" designation of the Official Community Plan."*

Because application OCP00031 triggered the separate OCP amendment regarding the FGA, it made sense to process the application further before working on the separate amendment. Recall that staff had requested a financial impact assessment for OCP00031, which the applicant declined to provide. On June 18, 2025, Council determined that a financial impact assessment would not be required and directed staff to proceed with developing OCP amendment bylaws. With that direction, staff began working on the two OCP amendments concurrently.

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<sup>1</sup> The subject property refers to the seven parcels that make up application OCP00031: 6846 Bell McKinnon Road (PID: 005-830-061), Lot 3 (PID: 005-649-404), Lot B (PID: 024-188-905), 6936 Bell McKinnon Road (PID: 024-188-891), 6930 Bell McKinnon Road (PID: 000-961-744), 6928 Bell McKinnon Road (PID: 014-547-368), and 6912 Bell McKinnon Road (PID: 012-019-143).

## DISCUSSION

Three options are outlined below. Under Option 1 (Recommended), Council would refuse the draft OCP Amendment Bylaws No. 4028 and No. 4029 and retain the existing OCP. Option 2 initiates a public engagement process to gather input from the public on the proposed OCP amendment. Option 3 proceeds with meeting the minimum legislated requirements for adopting an OCP amendment and scheduling the public hearing.

### Recommendation is to retain the existing urban containment boundary and designation

As previously explained,<sup>2</sup> there are significant arguments against amending the OCP to expand the Bell McKinnon growth centre at this time:

- **With space for more than 22,000 additional units within the existing UCB, expansion is not currently warranted:** Growth management is a core purpose of any official community plan, and the existing FGA and UCB are key components of the North Cowichan OCP's growth management strategy. The purpose of the FGA is to reserve that area for future development until other significant growth areas have been built out. Ample land is available within the existing UCB, with space for more than 22,277 additional units.<sup>3</sup> For context, the 2024 Interim Housing Needs Report forecasts the need for a total of 7,023 additional units within the next 20 years. Significant developments are proposed inside the existing UCB, including more than 2,000 units proposed within the existing Bell McKinnon growth centre.
- **There is no servicing capacity available for additional development, even within the existing UCB:** The constrained capacity of North Cowichan's water and sanitary sewer infrastructure is a significant barrier to developments proposed throughout North Cowichan. There are many more developments proposed within the UCB than can be serviced with the existing infrastructure.<sup>4</sup> It will not be possible to service the FGA with municipal water and sanitary systems until multiple large infrastructure projects are complete, and many of the required projects have unknowns associated with timing and funding sources.
- **Changing the OCP will delay and/or increase costs for ongoing projects:** The OCP is a foundational policy document intended to set a stable vision for North Cowichan, with significant amendments generally limited to a comprehensive review process every 10 years or so. Staff rely on the OCP to scope and set assumptions for other projects; this is especially true with a recently adopted OCP, such as North Cowichan's. If the proposed OCP amendment bylaws are adopted, it will mean that the parameters and assumptions from some ongoing projects must be updated, which will inevitably add cost and delay. Notably, significant background modelling has been done for the Development Cost Charges (DCC) Bylaw review based on the existing UCB. The modelling is the basis for the DCC project lists and rates.

<sup>2</sup> November 20, 2024 Council Meeting, item 9.3: <https://pub-northcowichan.escribemeetings.com/Meeting.aspx?Id=847d971a-af5d-4e36-9c1b-816b540e458f> and

June 18, 2025 Council Meeting, item 11.3: <https://pub-northcowichan.escribemeetings.com/Meeting.aspx?Id=4edb7d3b-e128-4e01-82a3-328c6f40610e&Agenda=Merged&lang=English>

<sup>3</sup> Calculated by excluding FGA and rural areas from (Memo) OCP Build-Out Projections: Housing Unit, provided as Attachment 1 to item 9.4, August 12, 2025 Special Council Meeting: <https://pub-northcowichan.escribemeetings.com/Meeting.aspx?Id=05c0c8e9-1eea-47b4-8c37-39c49c206843&Agenda=Agenda&lang=English>

<sup>4</sup> March 5, 2025 Council Meeting, item 8.1: <https://pub-northcowichan.escribemeetings.com/Meeting.aspx?Id=785f568b-b74d-45db-b724-3e06b6335204>



Additionally, the main components of the Bell McKinnon Local Area Plan (BMLAP) Implementation Project are on hold pending the outcome of this process. If this bylaw is adopted, the BMLAP Phasing Plan will need to be revisited. The BMLAP Implementation Project aims to streamline and increase certainty for developers in the BMLAP area.

These three arguments apply to both the development application for the property north of Herd Road (OCP00031) and to the entirety of the FGA. The staff recommendation continues to be that these OCP amendments be denied.

For further information on the policy history related to the Bell McKinnon Road area:

- Attachment 3 provides background on the location of the BMLAP boundary and how the Bell McKinnon area has been addressed in North Cowichan's OCPs from 1987 to 2022.
- Attachment 4 provides an overview of the public engagement and Council deliberations related to the 2022 OCP's growth management strategy and UCB.

#### **Next steps if Council wishes to proceed with OCP amendment**

These are the options and steps necessary for Council to proceed with the OCP amendment to expand the UCB and redesignate all or part of the FGA. Option 2 would initiate public engagement on the proposed amendment, while Option 3 walks through the legislative requirements to the point of directing staff to proceed with scheduling a public hearing.

#### **Draft OCP Amendment Bylaws:**

Two OCP Amendment Bylaws are provided for Council's consideration:

Bylaw No. 4028 (Attachment 1) would amend the OCP, per application OCP00031, by:

- Amending the mapping by:
  - Expanding the UCB to encompass the subject property; and,
  - Changing the designation of the subject property from "Future Growth" to "Village Residential", "Village Core", and "Commercial", coordinating locations of each designation with the BMLAP; and,
- Amending the text by:
  - Reinstating the BMLAP for the subject property with slight amendments to the introduction to the BMLAP in Section 1 [Bell McKinnon Local Area Plan] of Appendix 2 of the OCP.

Bylaw No. 4029 (Attachment 2) would amend the OCP to remove the FGA by fully:

- Amending the mapping by:
  - Expanding the UCB to encompass the entire FGA; and,
  - Changing the entirety of the "Future Growth" designation from "Future Growth" to "Neighbourhood", "Village Residential", "Village Core", and "Commercial", coordinating locations of each designation with the BMLAP; and amending the text by:
    - Deleting the "Future Growth Area Designation" in its entirety from Section 3.2 [Land Use Designations];
    - Deleting the direction to staff to amend the BMLAP to remove the future growth area from Section 3.4 [Community Character and Local Area Planning];

- Reinstating the BMLAP for the area by amending the introduction to the BMLAP in Section 1[Bell McKinnon Local Area Plan] of Appendix 2 of the OCP.

If OCP00031 is to proceed, it is preferable to redesignate the full FGA. OCP00031 represents more than 25% of the land and 40% of the potential dwelling yield. Releasing this much of the FGA undermines the logic of this designation and may also prompt others in the area to seek OCP amendments. In this context, it would be better to redesignate the FGA in its entirety. Note that if Council adopts Bylaw No. 4029, Bylaw No. 4028 becomes moot. However, the two bylaws do not contradict each other and can be proceeded with simultaneously. Although the bylaws could be considered separately, it is strongly recommended that any public engagement and/or public hearing be done jointly to reduce confusion.

**Fulsome public engagement (Option 2) may result in a more durable decision:**

The significant public input received in November 2024 indicates that many people representing both sides of the issue feel strongly about the decision to move the UCB. Twenty-five people spoke at the public input period on November 20, 2024, and over 100 pieces of correspondence were sent directly to Council in advance of the meeting. Attachment 5 provides a summary of the public input.

Typically, OCP amendments, particularly ones that are initiated by the municipality (such as this) involve substantive public engagement, although the following considerations make the current situation somewhat unique:

- The municipally-initiated project was triggered by a development application rather than organizational/community priority setting;
- The proposed OCP amendments involve two binary decisions: either relocate the UCB and reinstate the BMLAP for this area, or not (with two different options for the new boundary location).

It is still reasonable for the organization to provide information to and solicit input from, the public on such a substantive issue.

Public engagement is based on the understanding that those who are affected by a decision have a right to be involved in the decision-making process. Willingness or unwillingness to engage with the public, especially on controversial issues, can impact the reputation and perception of trustworthiness of an organization. In this case, another potential benefit is that a fulsome engagement might produce a more durable decision, less likely to be relitigated in the short to medium term.

For these reasons, if Council wishes to proceed with any amendment to the UCB, staff recommends Option 2 (Initiate Public Engagement) over Option 3 (Proceed to Public Hearing). However, both options have potential risks associated with them. Public engagement is based on the expectation that the public's contribution will influence the decision. Given the input received to date, the public engagement may not yield new insight or consensus, and/or may be criticized as "tokenistic" if there is a perception that Council's decision has already been made. On the other hand, not conducting engagement will be interpreted by some people as not being open to discussion with the public.

Under Option 2, staff would initiate procurement to obtain support from a third-party consultant to design and execute a public engagement process for the proposed OCP amendment bylaws. Although operationally necessary due to capacity constraints, there is also a benefit to having the public engagement designed and delivered by an independent third party, in this case, since staff have already made a firm recommendation related to the proposed amendment: namely, not to proceed with it at all. This is expected to cost \$10,000– \$20,000, plus staff time. The engagement would likely take three to four months from the time of contract award. Note that, if so directed, public engagement could be completed by staff instead of a consultant; however, in addition to losing the benefits of hiring a neutral third party, this would impact other work and take longer to complete. The above cost could be borne from operational funds and does not require Council to amend the financial plan.

**The Phasing Plan for the BMLAP will also need to be amended:**

Options 2 and 3 both provide direction for staff to return to Council with a report regarding amendments to the “Council Policy: Phasing Plan for the Bell McKinnon Local Area Plan,” which was adopted on October 16, 2024. Aspects of the Phasing Plan, including the FGA designation and the existing UCB, will be incoherent if they are not addressed concurrently with the adoption of the draft OCP amendment bylaws.

**Meeting Legislative Requirements for OCP Amendments:**

The [Local Government Act](#) outlines specific procedural requirements for adopting official community plans and their amendments. Details of the requirements and analysis of how they apply to the draft OCP Amendment Bylaws are presented in Attachment 6.

**OPTIONS**

**(Recommended Option)** THAT Council rejects Official Community Plan Amendment Bylaw No. 4028 and Official Community Plan Amendment Bylaw No. 4029.

- These OCP amendments represent a significant change to one of the core components of the OCP. Although future development in the growth area may be desirable, at this time there is no justification for expanding the UCB, and North Cowichan does not have the necessary servicing capacity to support this development.
- Rejecting these bylaws would deny application OCP00031. No reapplication would be permitted for a period of one year.
- Rejecting these bylaws would conclude Council’s direction to initiate a separate OCP amendment respecting the remainder of the “FGA” designation of the OCP.
- Rejecting these bylaws would allow the BMLAP Implementation project to resume and would allow the DCC Bylaw Review to proceed without the need to revisit the previously completed background work.

**(Alternative Option 2: Initiate Public Engagement)**

1. THAT Council, having considered Section 475 of the *Local Government Act*, and in particular the matters set out in subsections (2)(a) and (b), resolves that:
  - a. the public should be provided with one or more opportunities for consultation on Official Community Plan Amendment Bylaw No. 4028, 2025 and Official Community Plan

Amendment Bylaw 4029, 2025;

- b. the following entities are the only other persons, organizations and authorities that require opportunities for consultation:
    - i. Quw'utsun Nation
    - ii. Island Health (due to proximity to the hospital)
    - iii. Agricultural Land Commission
  - c. consultation with these entities should be early but need not be ongoing; and,
  - d. staff be directed to refer Bylaws No. 4028 and No. 4029 to the entities listed under subclause b.
2. THAT Council directs staff to refer Bylaws No. 4028 and No. 4029 to the Cowichan Valley School District pursuant to Section 476 of the *Local Government Act*,
  3. THAT Council, having considered the housing needs report pursuant to Section 473.1(2) of the *Local Government Act*, gives first reading to Official Community Plan Amendment Bylaw No. 4028, 2025 and Official Community Plan Amendment Bylaw No. 4029, 2025.
  4. THAT Council considers Bylaws No. 4028 and No. 4029 in conjunction with the 2025-2029 Financial Plan, the Cowichan Valley Regional District Solid Waste Management Plan and the Cowichan Valley Regional District Central Sector Liquid Waste Management Plan.
  5. THAT Council directs staff to engage consultants to plan and carry out public engagement on Bylaws No. 4028 and No. 4029.
  6. THAT Council directs staff to provide a report on amending the "Council Policy: Phasing Plan for the Bell McKinnon Local Area Plan".
    - This option gives first reading to the bylaws to amend the UCB and redesignate the future growth area and prompting staff to initiate procurement for a public engagement consultant to develop and deliver public engagement on the draft OCP amendment bylaws.
    - It is expected that the engagement will cost \$10,000-\$20,000, plus staff time, and that the project will take three to four months from the date of contract award.
    - Council will have the opportunity to review the draft public engagement plan before the engagement is initiated with the public.
    - Public engagement is based on the understanding that those who are affected by a decision have a right to be involved in the decision-making process. It is also based on the expectation that the public's contribution will influence the decision. Decision-making processes that incorporate public engagement can lead to better and more durable outcomes. Conversely, limiting opportunities for public engagement or not being perceived as being open to discussion can jeopardize trustworthiness and reputation.

**(Alternative Option 3: Proceed with OCP Amendments and Proceed to Public Hearing)**

1. THAT Council, having considered Section 475 of the *Local Government Act*, and in particular the matters set out in subsections (2)(a) and (b), resolves that:
  - a. the following entities are the only persons, organizations and authorities that require opportunities for consultation:
    - i. Quw'utsun Nation
    - ii. Island Health (due to proximity to the hospital)
    - iii. Agricultural Land Commission

- b. consultation should be early but need not be ongoing;
  - c. staff be directed to refer Official Plan Amendment Bylaws No. 4028 and No. 4029 to the listed entities; and,
  - d. the described referral constitutes a sufficient consultation process for Bylaws No. 4028 and No. 4029.
2. THAT Council directs staff to refer Bylaws No. 4028 and No. 4029 to the Cowichan Valley School District pursuant to Section 476 of the *Local Government Act*,
3. THAT Council, having considered the housing needs report pursuant to Section 473.1(2) of the *Local Government Act*, gives first and second reading to Official Community Plan Amendment Bylaw No. 4028, 2025 and Official Community Plan Amendment Bylaw No. 4029, 2025.
4. THAT Council considers Bylaws No. 4028 and No. 4029 in conjunction with the 2025-2029 Financial Plan, the Cowichan Valley Regional District Solid Waste Management Plan and the Cowichan Valley Regional District Central Sector Liquid Waste Management Plan.
5. THAT Council directs staff to schedule a Public Hearing for Bylaws No. 4028 and No. 4029 pursuant to Section 464(1) of the *Local Government Act*.
6. THAT Council directs staff to provide a report on amending the "Council Policy: Phasing Plan for the Bell McKinnon Local Area Plan".
  - This option gives first reading and second readings to the bylaws to amend the UCB and redesignate the future growth area.

## IMPLICATIONS

|                        | Implications                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Social + Environmental | <ul style="list-style-type: none"> <li>• Premature urban expansion will make it harder to realize the OCP goals identified for the phasing and implementation plans for the Bell McKinnon growth centre (section 3.1, p. 41 of the OCP) which are to ensure:               <ol style="list-style-type: none"> <li>a) The urban design vision promised to the community is realized in each phase and that piecemeal or scattered growth in the plan is avoided.</li> <li>b) That growth occurs in a logical, incremental manner respectful of the social, economic, environmental and climate objectives of North Cowichan as a whole.</li> <li>c) That infrastructure costs are recovered to the greatest extent possible and any future financial burdens associated with infrastructure are minimized.</li> </ol> </li> </ul> |
| Financial              | <ul style="list-style-type: none"> <li>• The proposed option to conduct public engagement is expected to cost \$10,000 - \$20,000.</li> <li>• The proposed bylaws will impact in-stream projects including the DCC Bylaw Review Project and the BMLAP Implementation Project, both projects are underpinned by direction/assumptions based on the existing OCP. Additional funds will likely be needed to allow for incorporating OCP policy changes into these in-stream projects.</li> <li>• Premature urban expansion may lead to inefficient service/infrastructure delivery and increased asset management/replacement costs over time.</li> </ul>                                                                                                                                                                          |
| Policy/Legislation     | <ul style="list-style-type: none"> <li>• <i>Local Government Act</i> protocols for OCP amendments are outlined above.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |



|                       |                                                                                                                                                                                                                                                                                                                                                                |
|-----------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Strategic Priority    | <ul style="list-style-type: none"> <li>• No clear alignment with current departmental business planning or existing Council strategic plan.</li> </ul>                                                                                                                                                                                                         |
| Communication         | <ul style="list-style-type: none"> <li>• Options for gathering feedback from the public are presented above.</li> <li>• Public input received to date indicates strong interest from the community on both sides of the issue.</li> </ul>                                                                                                                      |
| Staffing Implications | <ul style="list-style-type: none"> <li>• Staff time required to support public engagement.</li> <li>• Staff time required to revise the BMLAP Phasing Plan.</li> <li>• Staff time required to review implications of OCP policy changes and incorporate them into in-stream projects such as the DCC Bylaw Review and BMLAP Implementation Project.</li> </ul> |

## RECOMMENDATION

THAT Council rejects Official Community Plan Amendment Bylaw No. 4028, 2025 and Official Community Plan Amendment Bylaw No. 4029, 2025.

Report prepared by:




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Christina Hovey, RPP, MCIP  
Project Planner

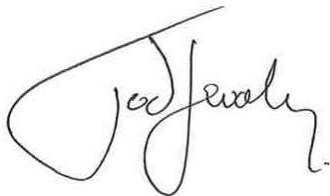
Report reviewed by:




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Amanda J. Young, RPP, MCIP  
Director, Planning and Building

## Approved to be forwarded to Council:




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Ted Swabey  
Chief Administrative Officer

## Attachments:

- (1) OCP Amendment Bylaw No. 4028, 2025
- (2) OCP Amendment Bylaw No. 4029, 2025
- (3) (Memo) Bell McKinnon LAP and Growth Area Boundary History
- (4) (Memo) 2022 OCP Public Engagement and Council Deliberations re Growth Management
- (5) Summary of Public Input (November 20, 2024)
- (6) LGA Procedural Requirements



The Corporation of the District of North Cowichan

## **Official Community Plan Amendment Bylaw**

BYLAW NO. 4028

---

*A bylaw to amend Official Community Plan Bylaw No. 3900 to relocate the urban containment boundary and redesignate part of the Future Growth Area to Commercial, Village Residential, and Village Core*

---

WHEREAS the Council of The Corporation of the District of North Cowichan ("Council") wishes to adopt an official community plan amendment pursuant to Part 14 of the *Local Government Act*;

AND WHEREAS during development of the draft Official Community Plan amendment Council considered Section 475 of the *Local Government Act*, and in particular the matters regarding providing early and ongoing opportunities for consultation to the persons organizations and authorities regarding consultations set out in subsections (2)(b); and

AND WHEREAS Council reviewed the draft Official Community Plan amendment in conjunction with its housing needs report pursuant to Section 473.1 of the *Local Government Act*;

NOW THEREFORE the Council of The Corporation of The District of North Cowichan, enacts in open meeting assembled, as follows:

### **Citation**

- 1 This Bylaw may be cited as "*Official Community Plan Amendment Bylaw No. 4028, 2025*".

### **Amendment**

- 2 Section 1 [Bell McKinnon Local Area Plan] of Appendix 2 to Schedule "A" of Official Community Plan Bylaw No. 3900, 2022 is amended by deleting the following words:

"for all lands north of Herd Road"

- 3 Map 2 – Growth and Land Use Management, of Appendix 1 to Schedule "A" of Official Community Plan Bylaw No. 3900, 2022 is amended by:
  - (a) Relocating the Urban Containment Boundary in accordance with Schedule 1, attached to and forming part of this bylaw; and,
  - (b) Redesignating the lands shown as "Future Growth" to Commercial, Village Residential, and Village Core as indicated in Schedule 1, attached to and forming part of this bylaw.

READ a first time on \_\_\_\_\_.

READ a second time on \_\_\_\_\_.

CONSIDERED in conjunction with all applicable Financial Plans and Waste Management Plans:

the North Cowichan 2025-2028 Financial Plan, the Cowichan Valley Regional District Solid Waste Management Plan (as amended) and the Cowichan Valley Regional District Central Sector Liquid Waste Management Plan in accordance with section 477(3)(a) of the *Local Government Act* on\_\_\_\_\_.

REFERRED to the Cowichan Valley School District on \_\_\_\_\_.

This bylaw was advertised on the municipality's \_\_\_\_\_ site on \_\_\_\_\_, in the Cowichan Valley Citizen and the Chemainus Valley Courier on \_\_\_\_\_, and was posted to the municipality's public notice places on \_\_\_\_\_.

CONSIDERED at a Public Hearing on \_\_\_\_\_.

READ a third time on \_\_\_\_\_.

ADOPTED on \_\_\_\_\_.

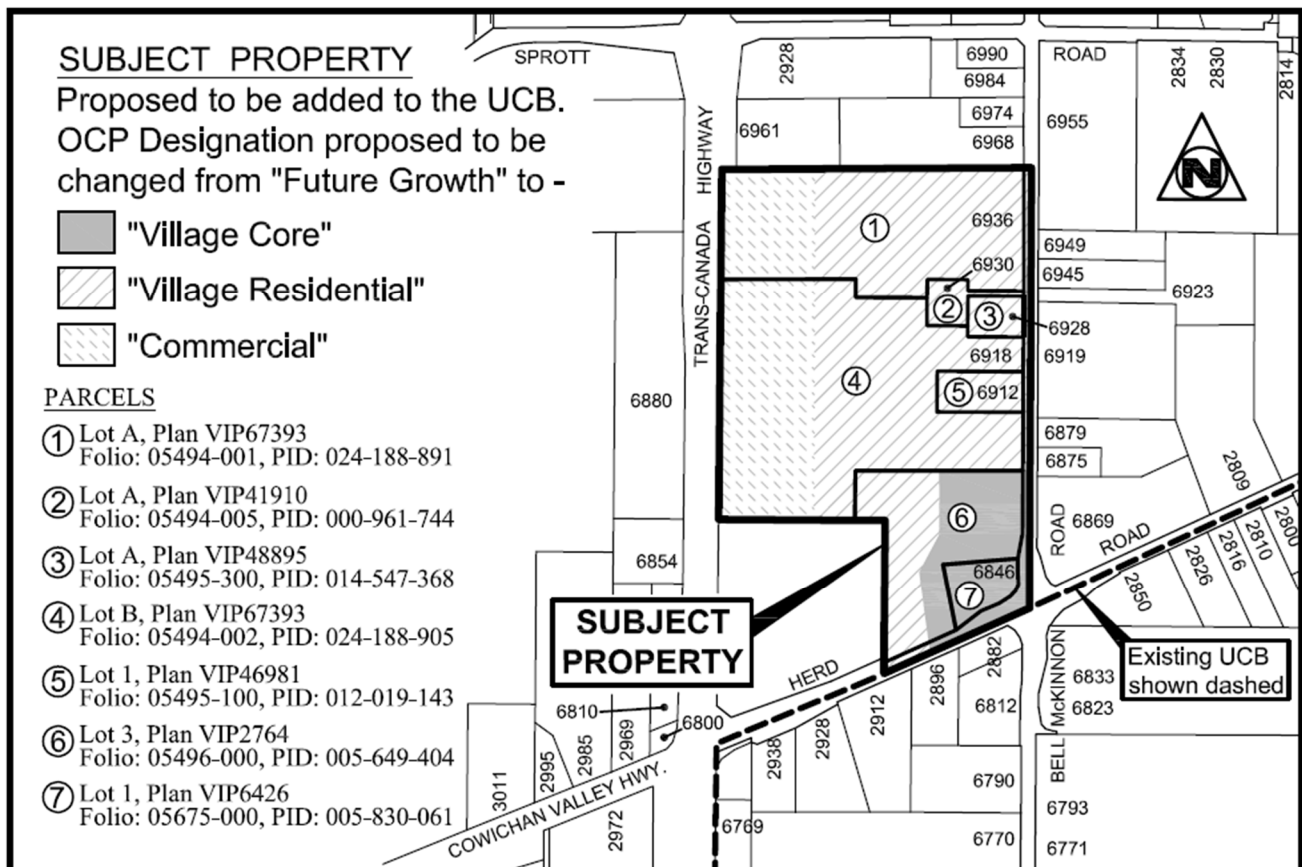
\_\_\_\_\_  
CORPORATE OFFICER

\_\_\_\_\_  
PRESIDING MEMBER

\_\_\_\_\_  
Presiding Member

\_\_\_\_\_  
Corporate Officer

## SCHEDULE "1"





The Corporation of the District of North Cowichan

**Official Community Plan Amendment Bylaw**

BYLAW NO. 4029

---

*A bylaw to amend the urban containment boundary and redesignate the Future Growth Area*

---

WHEREAS the Council of The Corporation of the District of North Cowichan ("Council") wishes to adopt an official community plan amendment pursuant to Part 14 of the *Local Government Act*;

AND WHEREAS during development of the draft Official Community Plan amendment Council considered Section 475 of the *Local Government Act*, and in particular the matters regarding providing early and ongoing opportunities for consultation to the persons organizations and authorities regarding consultations set out in subsections (2)(b); and

AND WHEREAS Council reviewed the draft Official Community Plan amendment in conjunction with its housing needs report pursuant to Section 473.1 of the *Local Government Act*;

NOW THEREFORE the Council of The Corporation of The District of North Cowichan, enacts in open meeting assembled, as follows:

**Citation**

1 This Bylaw may be cited as "*Official Community Plan Amendment Bylaw No. 4029, 2025*".

**Amendment**

2 Official Community Plan Bylaw No. 3900, 2022, is amended by:

- (a) deleting the "Future Growth Area Designation" from section 3.2 [Land Use Designations] in its entirety, including the preamble and sections 3.2.14 [Defining Success | Objective] and 3.2.15 [The Municipality will strive to...].
- (b) deleting the words "and remove the area designated as future growth (s.3.2.15)" from section 3.4.4., clause f., in section 3.4 [Community Character and Local Area Planning].
- (c) deleting the following from Section 1 [Bell McKinnon Local Area Plan] from Appendix 2 to Schedule "A":

"Completed in 2018, the LAP pre-dates this OCP and is modified by the Land Use Designations within this OCP (see Map 2 Growth and Land Use Management) which suspend the LAP provisions for all lands north of Herd Road designated as "Future Growth Area". Notwithstanding details shown in the 2018 LAP, a future OCP amendment would be required prior to any development within the Future Growth Area designation."



3 Map 2 – Growth and Land Use Management, of Appendix 1 to Schedule “A” of Official Community Plan Bylaw No. 3900, 2022 is amended by:

- (a) Relocating the Urban Containment Boundary in accordance with Schedule 1, attached to and forming part of this bylaw; and,
- (b) Redesignating the lands shown as “Future Growth” to Commercial, Neighbourhood, Village Residential, and Village Core as indicated in Schedule 1, attached to and forming part of this bylaw.

\_\_\_\_\_  
READ a first time on \_\_\_\_\_.

READ a second time on \_\_\_\_\_.

CONSIDERED in conjunction with all applicable Financial Plans and Waste Management Plans: the North Cowichan 2025-2028 Financial Plan, the Cowichan Valley Regional District Solid Waste Management Plan (as amended) and the Cowichan Valley Regional District Central Sector Liquid Waste Management Plan in accordance with section 477(3)(a) of the *Local Government Act* on \_\_\_\_\_.

REFERRED to the Cowichan Valley School District on \_\_\_\_\_.

This bylaw was advertised on the municipality’s \_\_\_\_\_ site on \_\_\_\_\_, in the Cowichan Valley Citizen and the Chemainus Valley Courier on \_\_\_\_\_, and was posted to the municipality’s public notice places on \_\_\_\_\_.

CONSIDERED at a Public Hearing on \_\_\_\_\_.

READ a third time on \_\_\_\_\_.

ADOPTED on \_\_\_\_\_.

\_\_\_\_\_  
CORPORATE OFFICER

\_\_\_\_\_  
PRESIDING MEMBER



# Memo

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Date August 8, 2025

From Christina Hovey, RPP, MCIP, Project Planner

Subject Background on Bell McKinnon Local Area Plan Boundary

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**Purpose:** to provide a summary of the changes to the OCP's growth boundaries over time as they relate to the Bell McKinnon Road area and the boundary of the Bell McKinnon Local Area Plan (BMLAP).

**Early Context:**

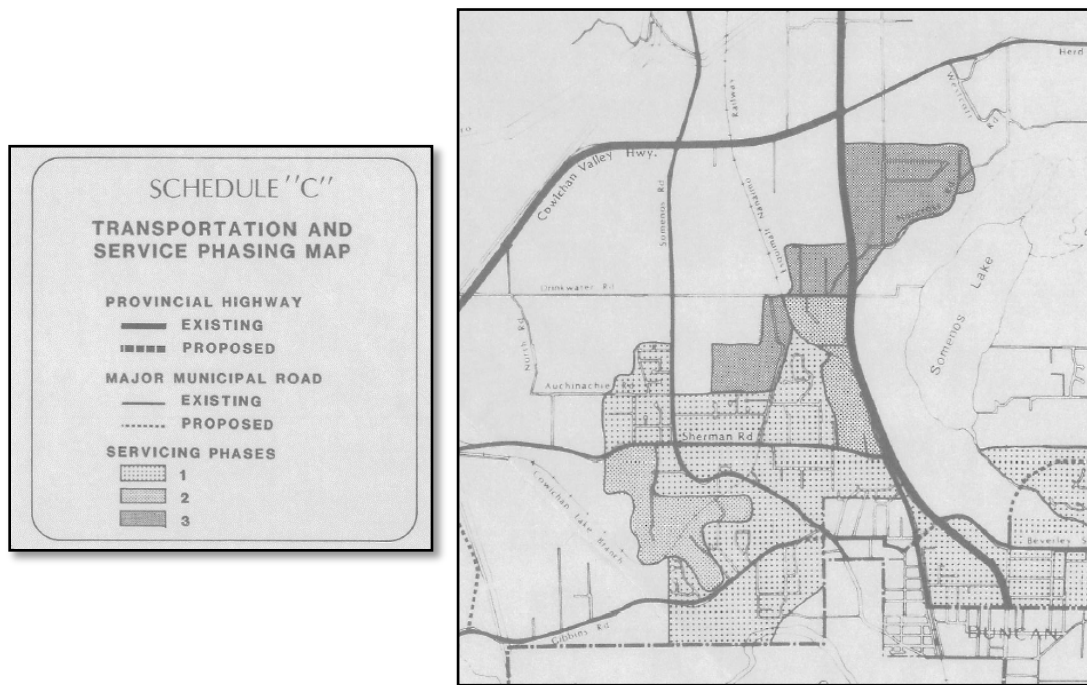
While much of the Bell McKinnon Road area consists of large rural lots, generally larger than 1 ha, there are also many smaller lots, around 0.20 ha (0.5 acre) in size. Many of these smaller lots are concentrated around Fairfield Street and Ortona Road. The original subdivision of Fairfield and Ortona took place in 1956 and divided the area into 0.85ha (2 acre) lots. In the following decades, many of these lots were further subdivided.

In general, the smaller the parcel, the more difficult it is to service with a conventional septic system. It has long been stated that the soil conditions in the Bell McKinnon Road area are not well suited to conventional septic systems. For many decades, the residents of this neighbourhood have advocated for the extension of Municipal sewerage services to the area.

The Bell McKinnon area lands were originally included in the ALR, but were removed in the 1980s. This exclusion from the ALR occurred prior to 1987, since the 1987 OCP (below) does not designate the area as "agriculture".

**1987 OCP (Bylaw No. 2307):**

The 1987 OCP designated a portion of the Bell McKinnon Road area (ending just north of Ortona Road) as “urban” but qualified that the development of the area should remain “suburban” until the area had access to a sanitary sewer connection. The OCP identified 3 sequential servicing phases and this area is identified as being in Phase 3, meaning that sanitary sewer was intended to be expanded into Phase 1 and 2 areas first. Based on a visual inspection of the mapping, the areas identified as Phase 1 and 2 in 1987 now all have access to sanitary sewer service. Some, but not all, of the identified Phase 3 areas have also been connected to municipal sanitary services.



*Figure 1: 1987 OCP, area up to Ortona Road is identified in Servicing Phase 3 (dark shading)*

**1987 OCP Growth Commentary:**

“North Cowichan has a very adequate supply of land for housing and associated development – enough for well into the next century, assuming population growth is in the 2 to 3% annual growth rate range.”

### **2002 OCP (Bylaw No. 3103):**

In the 2002 OCP the Bell McKinnon Road area was designated as an “urban expansion area” as opposed to a growth centre. The urban expansion area included more land than the urban area shown in the 1987 OCP, with the northern boundary at Herd Road. The 2002 OCP policy stated that urban expansion areas were only to be converted into growth centres through a comprehensive OCP review (i.e., a review initiated by the Municipality and that considers the community as a whole).

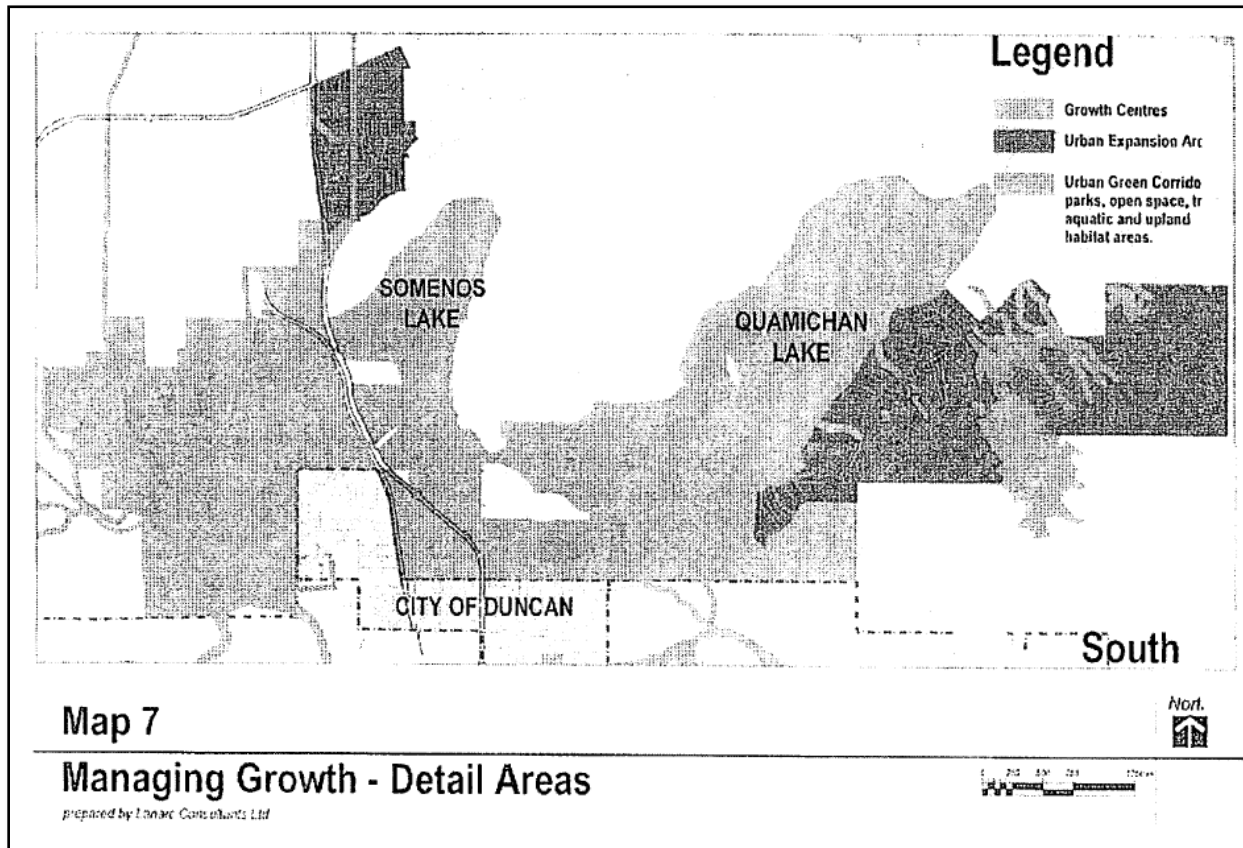


Figure 2: 2002 OCP designates the Bell McKinnon Road up to Herd Road as an "urban expansion area" (dark shading).

### **2002 OCP Growth Commentary:**

"Sufficient land exists within the growth centres to readily accommodate expected urban population growth for the next ten to fifteen years"

**2002 Housing Projection:** 5,900 additional units forecast for the period from 1996-2016

**Census Data Comparison:** 3,069 units added for the period from 1996-2016



### **2011 OCP (Bylaw No. 3450):**

The 2011 OCP included a formal urban containment boundary encircling the growth areas. In the Bell McKinnon Road Area, the boundary was extended to north of Sprott Road and the designation was changed from "urban expansion area" to "growth centre".

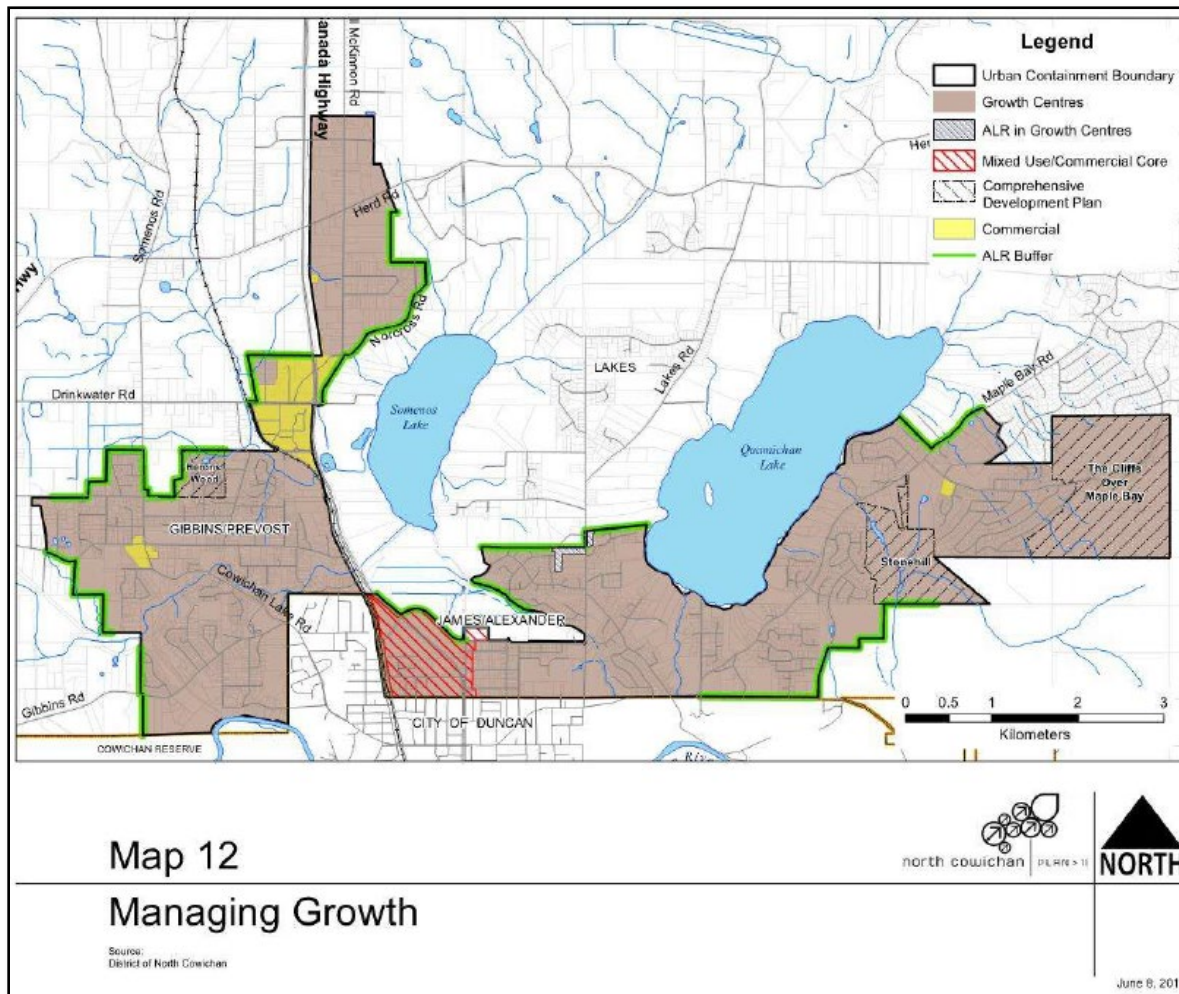


Figure 3: 2011 OCP designates the Bell McKinnon Road area a "growth centre" and extends the boundary past Herd Road.

### **2011 OCP Growth Commentary:**

"North Cowichan's UCB provides enough land for the upcoming 25 years of growth, it is not expected to need modification before then."

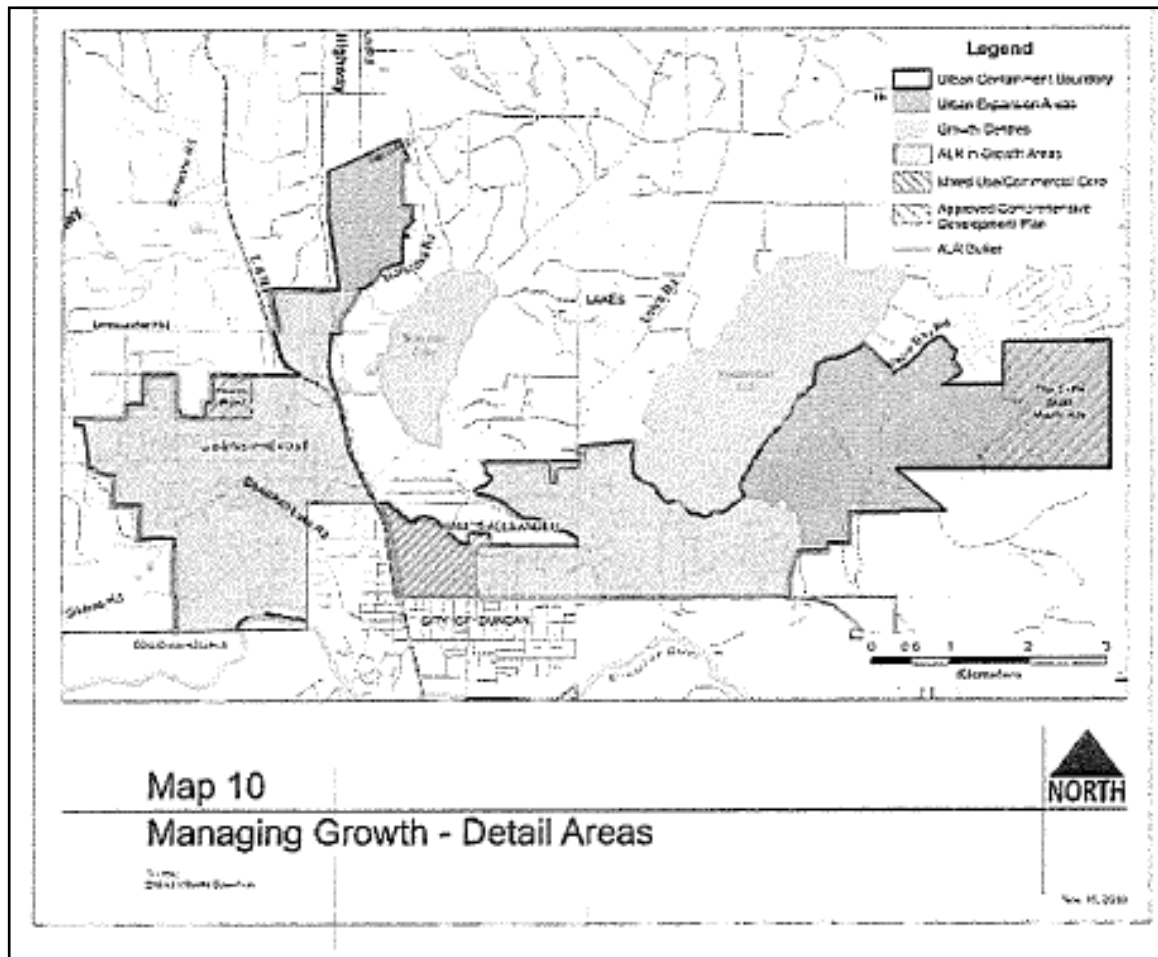
**2002 Housing Projection:** 5,567 new units forecast for the period from 2006-2021.

**Census Data Comparison:** 2,157 new units added for the period from 2006-2021

The 2011 OCP stated that:

"The Municipality will reserve development for lands within the UCB that do not have full municipal services until more detailed planning processes have been completed and servicing capacity confirmed."

Interestingly, an earlier draft (November 2010) of the 2011 plan had retained both the 2002 boundary at Herd Road and the "urban expansion area" designation. Residents of the Bell McKinnon Road area were very engaged in the 2011 OCP Project, for example approximately 80 area residents attending the January 17, 2011, COW meeting where the boundary and designation were discussed.



*Figure 4: An early draft of the 2011 OCP shows the Bell McKinnon Road as an "urban expansion area" with the boundary located at Herd Road*

### **2016 Hospital Rezoning:**

The property containing the currently under construction new Cowichan Regional Hospital was rezoned in 2016 from Residential Rural (R1) to a Community Services (Health Care) (CD11), a new comprehensive development zone specific to the hospital project.

The hospital property was rezoned in 2016, to allow for completion of the sale of the lands for the purpose of the hospital project. However, in response 2011 OCP policy (noted above) regarding growth centres without full municipal services, a covenant was secured to prohibit development of the hospital property until a neighbourhood plan was adopted by Council. The hospital project contributed \$20,000 towards the development of the BMLAP.

### **2018 BMLAP Boundary coincides with the 2011 OCP UCB:**

The boundaries of the existing BMLAP were established to coincide with the UCB and growth centre from the 2011 OCP.

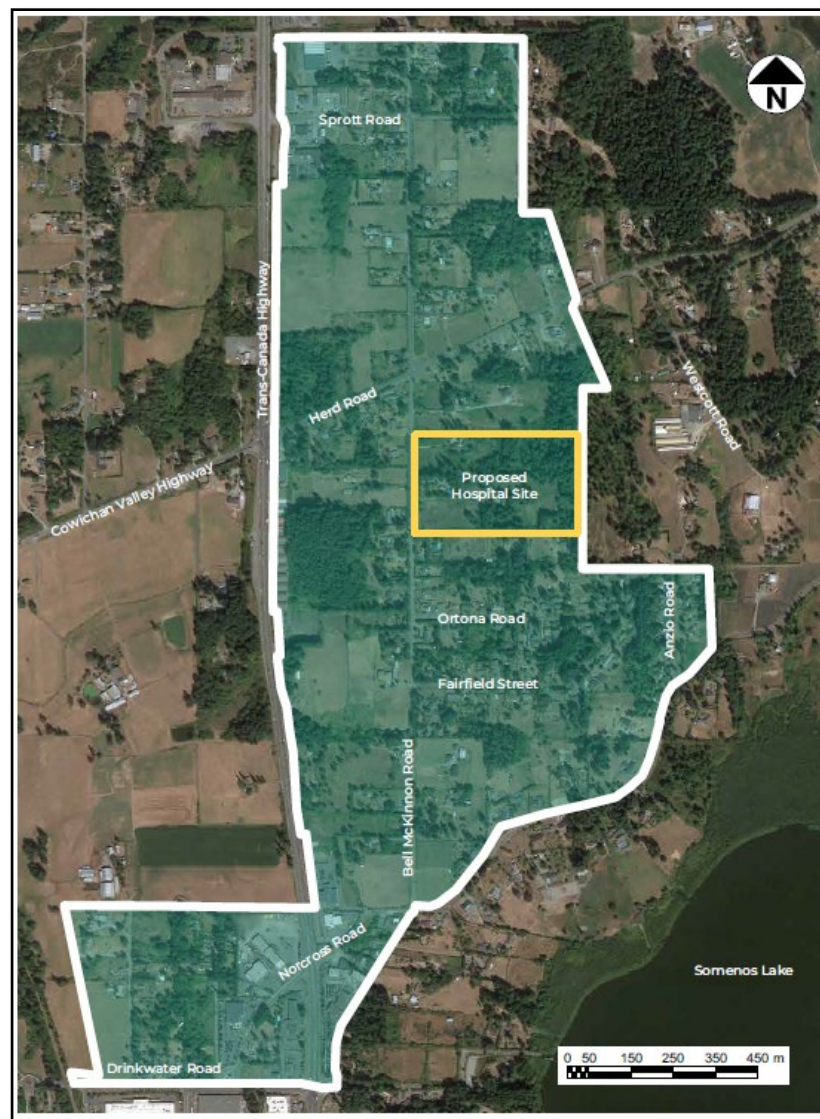
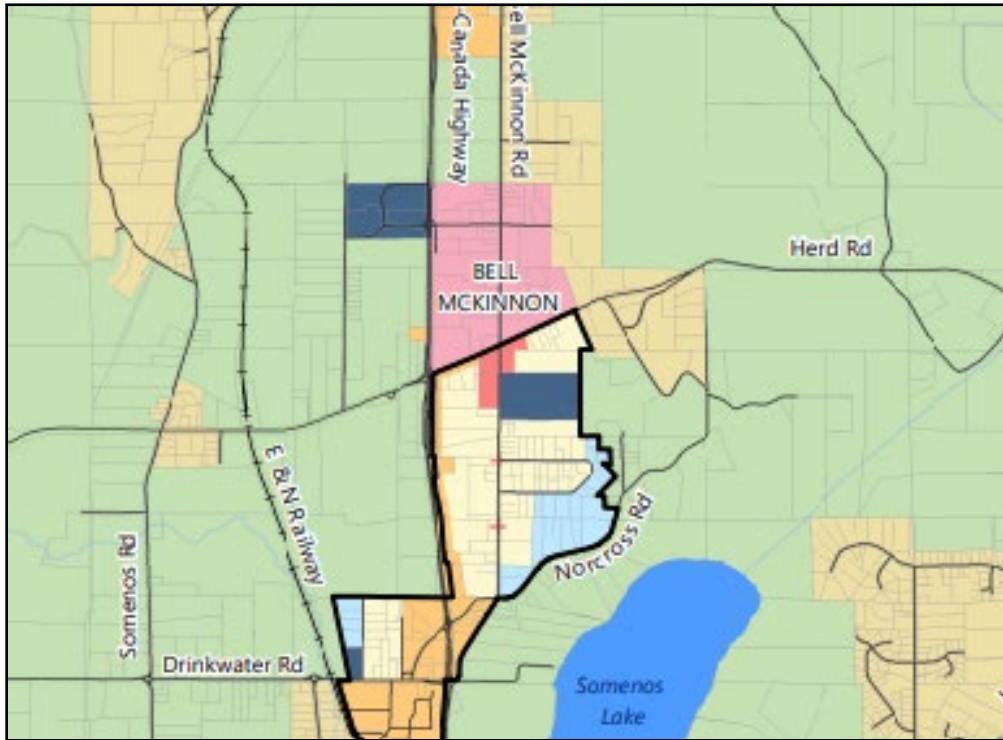


Figure 5: 2018 BMLAP boundary coincide with the 2011 OCP UCB



### **2022 OCP Urban Containment Boundary (UCB) at Herd Road:**

The current OCP, adopted in August 2022, amended the UCB retracting it inwards from the 2011 boundary. In the Bell McKinnon Road area, the northern edge of the UCB is located at Herd Road, as it was in the 2002 OCP, and with the area north of Herd Road was designated as a Future Growth Area in the OCP.



*Figure 6: 2022 OCP, with existing urban containment boundary (black border) located at Herd Road.*

For additional information about the engagement and deliberations that informed this decision, please see the separate memo "Background and Public Engagement re. 2022 OCP's Urban Containment Boundary", July 30, 2025.

### **2022 OCP Growth Commentary:**

"The Municipality will strive to direct growth inside the UCB, resisting growth elsewhere"

**2022 Housing Projection:** 1,208 new units forecast for the five-year period ending in 2025.

### **2024-2025 Interim Housing Needs Report and OCP Review (Provincial Requirements Per. Bill 44):**

**2024 Housing Need:** 7,023 new units needed in the next twenty years.

**2025 OCP Capacity:** The OCP's existing land use designations provide for at least ~23,000 additional units.

# Memo

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Date July 30, 2025

From Christina Hovey, RPP, MCIP, Project Planner

Subject **Background and Public Engagement re. 2022 OCP's Urban Containment Boundary**

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**Purpose:** to provide a summary of the process involved in establishing the 2022 Official Community Plan's (OCP) urban containment boundary (UCB).

## **2022 OCP Background:**

The existing [OCP](#) was adopted in August 2022. The multi-year project involved a steering committee appointed by Council, "community ambassadors" from each different geographical part of North Cowichan, and (despite and noting Covid-19 restrictions) included a multi-phased public engagement with numerous opportunities for public input and comment.

The 2022 OCP amended the UCB, retracting it inwards from the 2011 OCP UCB. This was the culmination of the review of the growth management strategy which was a core and recurring theme of the OCP update project. **Attachment A** provides the relevant OCP maps from 2011 and 2022.

## **Initial Project Goals: Fall 2019**

The project of rewriting the OCP was identified in the 2019-2022 Council Strategic Plan adopted in March 2019. One of the early steps in the OCP project was to establish thematic and procedural project objectives. The project objectives were developed through a full-day OCP volunteer workshop and were then endorsed by Council in October 2019.<sup>1</sup>

The thematic objectives were as follows:

- 1) Revising our Approach to Growth Management
- 2) Respect Individual Community Character
- 3) Incorporate Climate Adaptation, Mitigation, and Resilience
- 4) Strengthen Natural Environment

This additional context was provided around what was meant by the first objective:

"A strong emphasis on growth management for environmental protection and sustainability:

- a balance between development and environment;

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<sup>1</sup> Committee of the Whole, October 16, 2019 (see item 4.1): <https://pub-northcowichan.escribemeetings.com/FileStream.ashx?DocumentId=124>



- protecting the water, forest lands, ALR and the history of a community; and
- limiting development of new lands and instead encouraging vertical growth on existing lands.”

### **Community Vision & Goals Engagement: Summer/Fall 2020**

In November 2020, the results of the OCP project’s “Vision and Goals” survey were presented to COW.<sup>2</sup> 1,201 completed surveys were submitted and four overarching themes to the survey were identified, indicating support for:

- The preservation of natural areas and resources;
- Building a greener economy;
- Addressing concerns around drug use; and,
- Using growth management to preserve the semi-rural character of North Cowichan.

The first and last theme are connected to the issue of where new development and increased densities should be discouraged and encouraged (e.g., the location of the urban containment boundary). For additional context, here are the quotes from the November 2020 report to COW related to those two overarching themes:

“The **preservation of natural areas and resources** was the most frequently mentioned topic. This relates to protecting wildlife habitats, limiting extraction of natural resources and implementing strategies to mitigate the impacts of climate change.”

“**Growth management** was commonly discussed as respondents expressed an interest in preserving the semi-rural character of North Cowichan and the natural and agricultural lands surrounding the community. There was an interest in keeping communities compact and concentrating development within a central core to prevent

The “Vision and Goals” survey results, in consultation with the OCP Advisory Committee, were used to develop the first draft of the “Principles, Goals & Vision” which became Chapter 2 of the 2022 OCP.

### **Growth Management Engagement: Spring 2021**

Reflecting the emphasis on growth management in the project objectives and from the vision and goals survey, the approach to growth was the subject of a specific and detailed public engagement which was completed in May-June 2021.

**Attachment B** provides the “What we heard” report related to this engagement, which was presented to Committee of the Whole (COW) on July 13, 2021. The engagement gathered feedback on three growth scenarios and was well advertised, consisting of publishing background information, hosting a webinar (56 attendees) and conducting an online survey which was answered by 911 respondents.

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<sup>2</sup> November 10, 2020, COW (item 5.1): <https://pub-northcowichan.escribemeetings.com/FileStream.ashx?DocumentId=2408>

The three growth scenarios presented were as follows:

1. **Business as Usual:** retain 2011 UCB
2. **Focused Growth:** Growth very focused within cores (small subareas of existing UCBs). This scenario showed all of Bell McKinnon area as rural, noting that some medical services would be permitted adjacent to the hospital but without the residential development.
3. **Multi-Centre Growth:** Nodal growth, less than the full 2011 UCB but more than scenario 2. This scenario included the Bell McKinnon Area up to Herd Road within the growth boundaries.

People were asked which growth scenario they preferred for their own community/ neighbourhood and for North Cowichan overall (see Figure 1). By far the preferred approach was for the Focused Growth Scenario which 46-47% of respondents selected.



However, based on some nuances to the input, the OCP consultant recommended that a Scenario 2 "Plus" become the basis for drafting the growth management strategy and land use plan for the new OCP. The recommended modifications to the Focused Growth Scenario were:

- A Health and Wellness Precinct in Bell McKinnon to allow compact mixed-use development directly adjacent to the hospital site which will protect the natural and rural lands including the Somenos Watershed.
- A Neighbourhood Commercial Node in Maple Bay to allow for more opportunity for local businesses
- Expansion of the residential growth area adjacent to Crofton Mixed Use Commercial Core to align with the Crofton Local Area Plan.

On July 13, 2021, Committee of the Whole (COW) accepted the recommendations, but Council subsequently requested additional information and a workshop regarding the implications of the proposed growth boundary for the Bell McKinnon Corridor.

## **COW Bell McKinnon Workshop: Fall 2021**

Based on the request from Council, staff presented COW with four options for addressing the Bell McKinnon area in the revised OCP.<sup>3</sup> The four options presented for the Bell McKinnon area were as follows:

1. **Option 1 (Bell McKinnon Local Area Plan):** The UCB follows the 2018 BMLAP plan boundary (meaning that the boundary would be unchanged from the 2011 OCP in this area).
2. **Option 2 (Reduced Bell McKinnon Local Area Plan):** The UCB does not extend north of Herd Road, the full area south of Herd Road is within the UCB.
3. **Option 3A (Hospital Village):** Per the Scenario 2 "Plus" recommended by the consultant in July, 2021, provided a reasonably significant amount of development surrounding the hospital, including for residential uses, while holding the northern and southern parts of the Bell McKinnon corridor as future growth areas.
4. **Option 3B (Health & Wellness Precinct):** A more restricted version of the Scenario 2 "Plus" concept, limited the growth area to properties directly adjacent to the hospital and proposed to focus on uses directly complementary to the hospital, limiting residential growth.

Following more than four hours of debate, COW selected Option 2 in a 4/3 vote, resulting in the current boundary locating the northern extent of the UCB at Herd Road.

Note that the overall direction for focused growth was relatively uncontentious, while more divergent opinions were expressed about the specifics of the location of the UCB (i.e., (as is often the case) it was easier to agree on the principle than the specifics). At all stages of the project individuals expressed opinions about (for example) whether more or less of the Bell McKinnon area should be within the UCB and whether more of the Maple Bay area ought to be within the UCB.

### **Attachments:**

**Attachment A: 2022 and 2011 Urban Containment Boundary Maps**

**Attachment B: "What we Heard: How should we grow?" (June 2021)**

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<sup>3</sup> September 7, 2021 COW (Item 5.3): <https://pub-northcowichan.escribemeetings.com/FileStream.ashx?DocumentId=2666>.

**Further Reading:**

North Cowichan Official Community Plan (August 2022):

<https://www.northcowichan.ca/business-development/community-planning/official-community-plan>

Draft OCP Public Consultation Results (feedback received on first Full Draft). Council, February 2, 2022 (Item 8.4): <https://pub-northcowichan.escribemeetings.com/Meeting.aspx?id=465b7dc5-d15f-415e-adcc-c06dfe0a78bc>

Bell McKinnon Workshop. COW, September 7, 2021 (Item 5.3): <https://pub-northcowichan.escribemeetings.com/FileStream.ashx?DocumentId=2666>.

OCP Growth Management (revision to engagement process for developing a growth management strategy). COW, January 26, 2021 (Item 4.1):

<https://pub-northcowichan.escribemeetings.com/FileStream.ashx?DocumentId=2460>

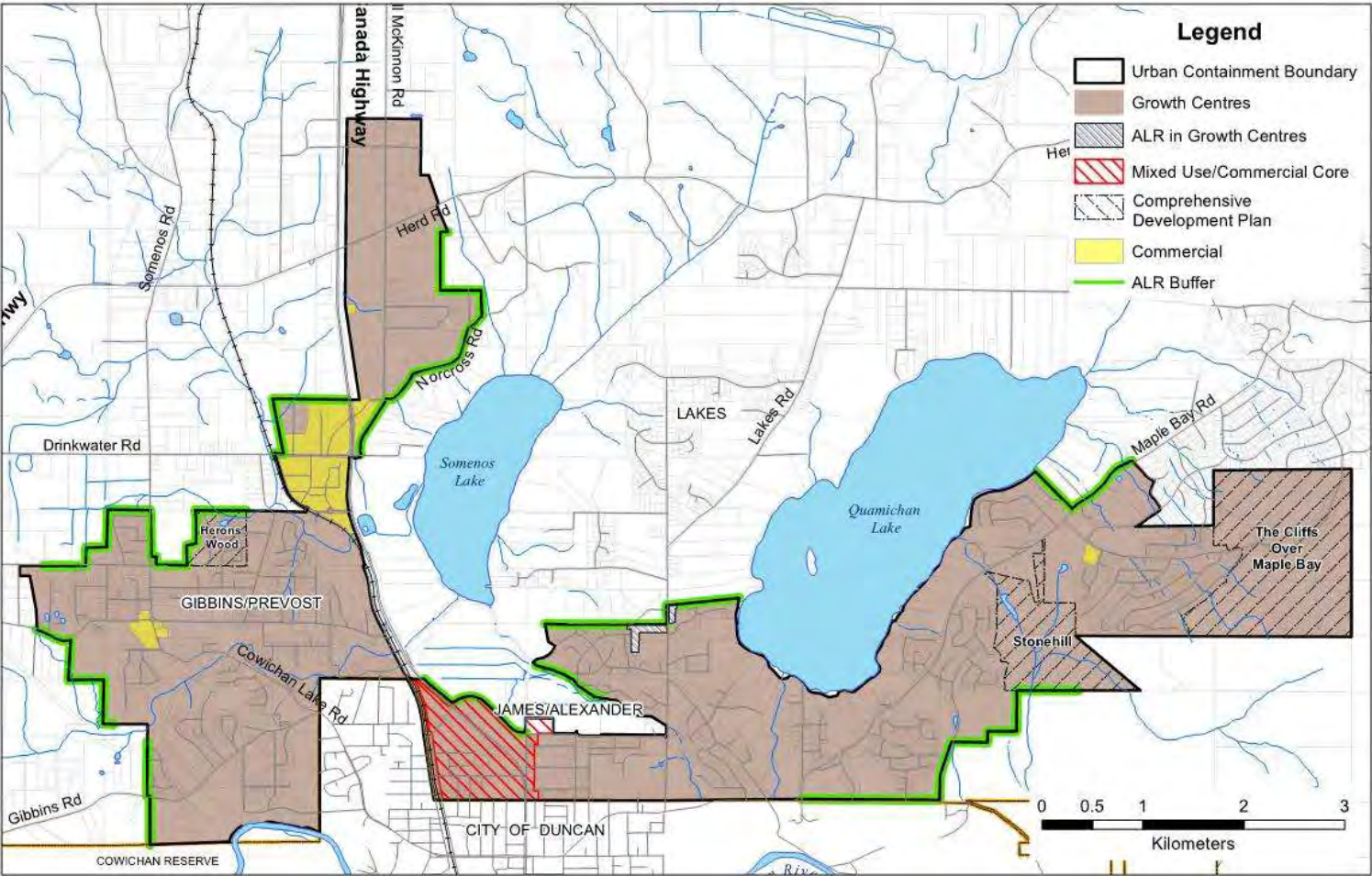
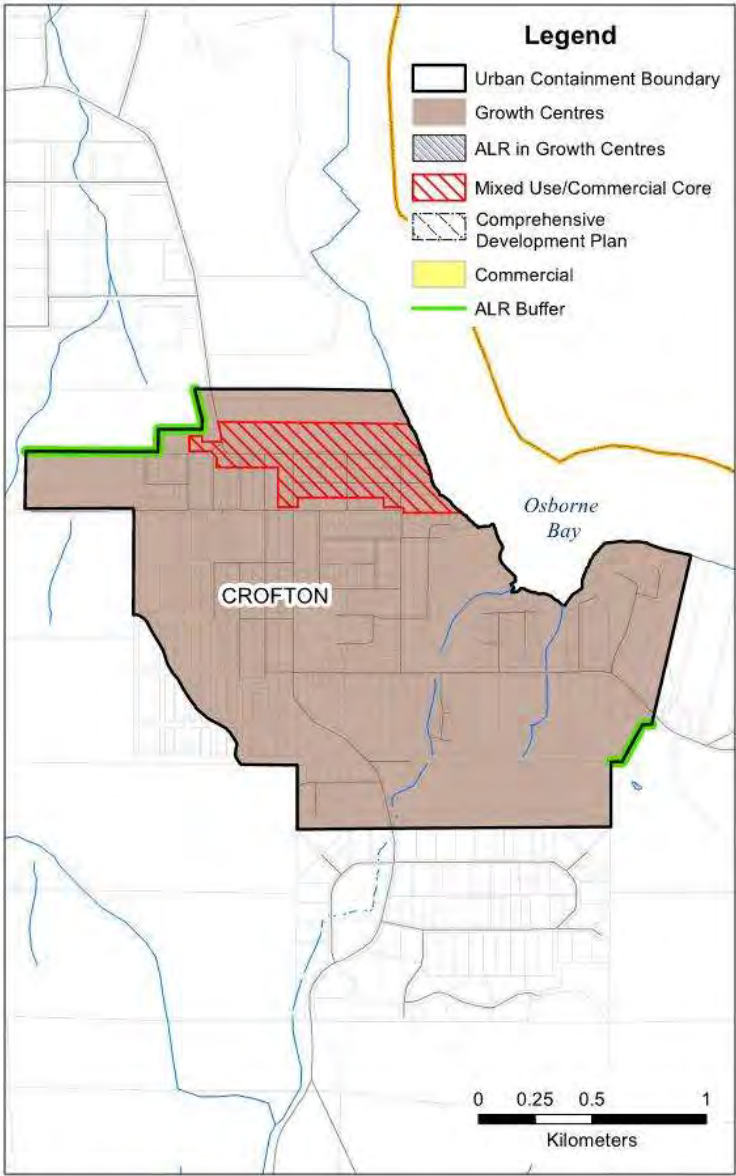
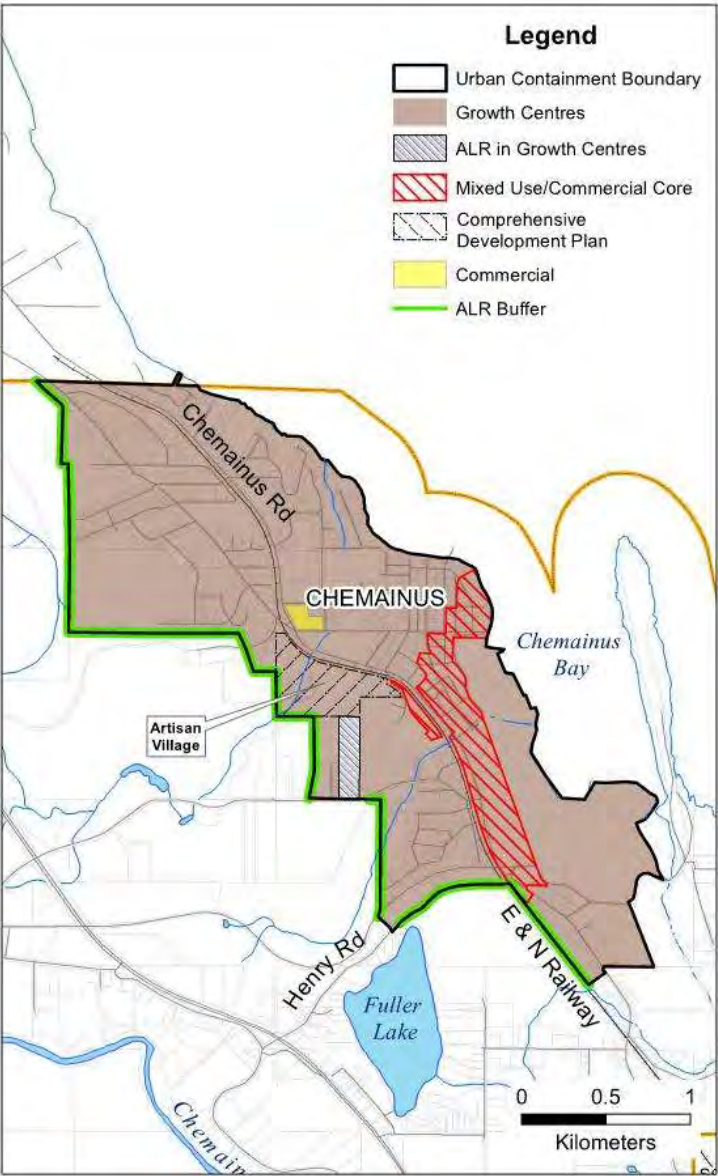
Consultation for OCP Update Project (includes Engagement Plan). Council, December 16, 2020 (Item 8.2): <https://pub-northcowichan.escribemeetings.com/FileStream.ashx?DocumentId=2435>

OCP Draft Principles, Goals and Vision Statement (including survey results). COW November 10, 2020 (Item 5.1): <https://pub-northcowichan.escribemeetings.com/FileStream.ashx?DocumentId=2408>

OCP Project Objectives. COW, October 16, 2019 (Item 4.1): <https://pub-northcowichan.escribemeetings.com/FileStream.ashx?DocumentId=124>

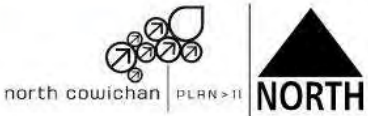






Map 12  
Managing Growth

Source:  
District of North Cowichan



June 8, 2011



# HOW SHOULD WE GROW? EXPLORING GROWTH SCENARIOS

"WHAT WE HEARD" REPORT

DISTRICT OF NORTH COWICHAN, OCP Update

Prepared by: MODUS Planning, Design & Engagement Inc.  
Version: V.2  
Date: 28 June 2021

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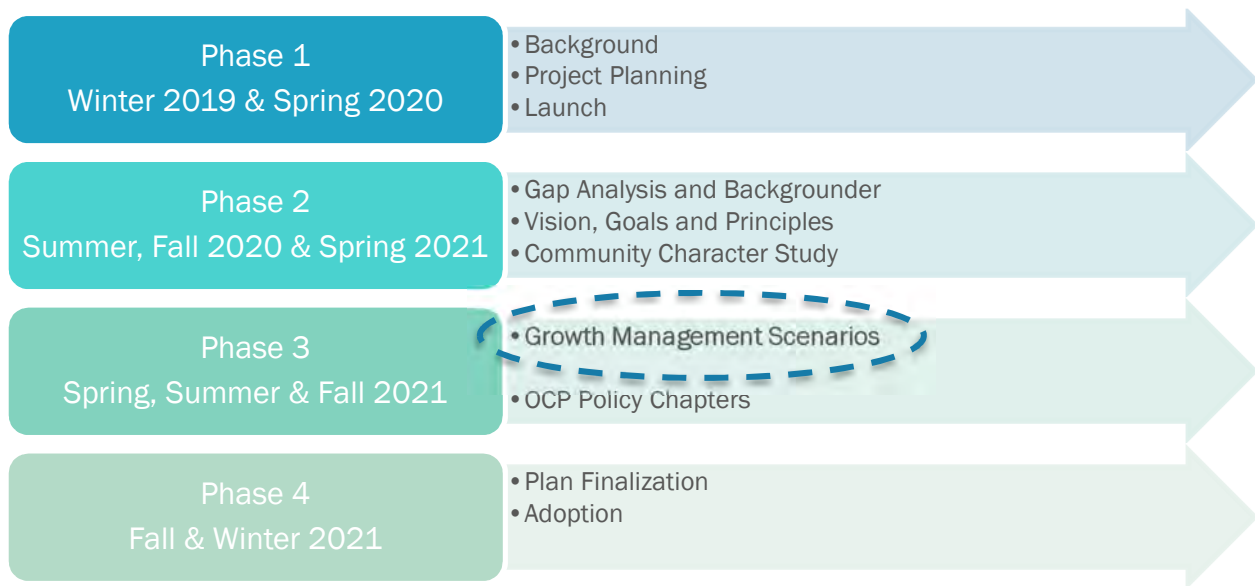
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# 1 PROJECT BACKGROUND

## 1.1 PROJECT OVERVIEW

The Municipality of North Cowichan is currently updating its Official Community Plan (OCP) to plan for the future of its community. An OCP guides the Municipality's decisions about how land is used and developed over the next 20 years. It also provides direction about the Municipality's role in housing choice and affordability, economic development, protection and enhancement of the natural environment, action on climate change and social wellbeing. The OCP project is split into four key phases. We are currently in Phase Three: Plan Development - Growth Management Scenarios.



Growth management is the practice of planning for and controlling the location, density and type of land use and development in a community. Growth refers to a combination of increased population and increased development (residential and employment-related). The idea is that by managing where growth occurs, we can increase the public benefits arising from growth and mitigate any negative impacts of growth on health, asset management costs and the environment. While growth management is one important tool to achieve the OCP vision, goals, and principles, we will be considering other policy tools, as we move forward with the update of the OCP.

## 1.2 OBJECTIVES

During this stage of the project, we sought input from community members on three different growth scenario concepts to understand their perspectives on future growth and development in North Cowichan. Alongside input from Council, the OCP Advisory Committee and Municipal staff,

the results from the engagement will be used to prepare a land use map and growth management policies for the updated OCP.

## 2 WHAT WE DID

### 2.1 BACKGROUND DOCUMENT AND ONLINE SURVEY

On May 11, 2021 we published a background document on the [North Cowichan OCP Update](#) webpage that included information on growth management and three growth scenarios in order to provide context for this phase of the engagement. We also provided a link to register for the webinar to learn more about growth management in North Cowichan.

The growth scenarios which were created with input from the OCP Advisory Committee, outlined different strategies around growth management to help us understand preferences for growth and development.

We included maps with information about three scenarios:

1. Business as Usual
2. Focused Growth
3. Multi-Centre Growth

The draft 2021 OCP vision, principles and goals developed with the community last fall provided a foundation for the growth scenario discussion. The draft OCP goals listed below provided a framework to consider the implications of each scenario. The draft 2021 OCP goals are:

1. **Focus growth and development** in established centres to strengthen our vibrant communities while maintaining individual character. Liveable, compact communities will preserve natural and rural areas and encourage climate-friendly and active ways to move around. Development will occur in a low-impact, site adapted manner integrating natural features and ecological systems.
2. **Build resilient, supportive, inclusive communities** that enhance health and well-being and provide opportunities in recreation, arts, culture and access to nature.
3. **Encourage and enable a diverse mix of housing types, tenures and levels of affordability** to accommodate the needs of the community.
4. **Enhance our natural environment** by protecting and regenerating our rural countryside, forests, rivers, lakes and ocean.
5. **Enhance food security** in North Cowichan by encouraging local food production and protecting farmable land.
6. **Support a thriving economy** that focuses on sustainable jobs and local businesses including green technologies and innovative agriculture which leads to meaningful work and prosperity for all and responds to regional economic change.



7. **Prioritize climate action** by reducing energy consumption and emissions and adapting to climate change.<sup>1</sup>

The online survey asked about preferences for the scenarios and how each scenario best meets the OCP draft goals. The survey was open from May 17 until June 6, 2021.

## 2.2 WEBINAR

We hosted a webinar for the public to provide context for the growth management discussion on May 20, 2021 from 7pm to 9pm. Staff, consultants and members of the OCP Advisory Committee gave a presentation and responded to questions and comments during the moderated Q&A session. The webinar included:

- 90 registered participants;
- 56 attendees; and
- 90 questions and comments that were answered live or via the chat (written) function.

Questions and comments from attendees included:

- Clarification on the growth scenarios and the decision-making process moving forward; and
- Comments and questions on transportation, housing, emission reductions, climate adaptation, childcare, and local commercial opportunities relating to growth management

## 2.3 COMMUNICATIONS

North Cowichan advertised the webinar and online survey via a news release, website updates, social media, and email blasts from May 11 to June 4, 2021. Ads were placed in the local newspaper on May 13, 27 and June 4.

# 3 WHAT WE HEARD

## 3.1 PARTICIPANTS

A total of 911 respondents submitted answers to the online survey. While the overall numbers of surveys that we received were higher (1,313 in total), these surveys contained no information beyond age or where they lived.

North Cowichan also received 13 email submissions.

Respondents were asked to comment on the following topics:

- Preferred Growth Scenario for North Cowichan Overall
- Preferred Growth Scenario for their Community
- Preferred Growth Scenario based on Draft OCP Goals

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<sup>1</sup> Added on February 24, 2021 OCP Advisory Committee

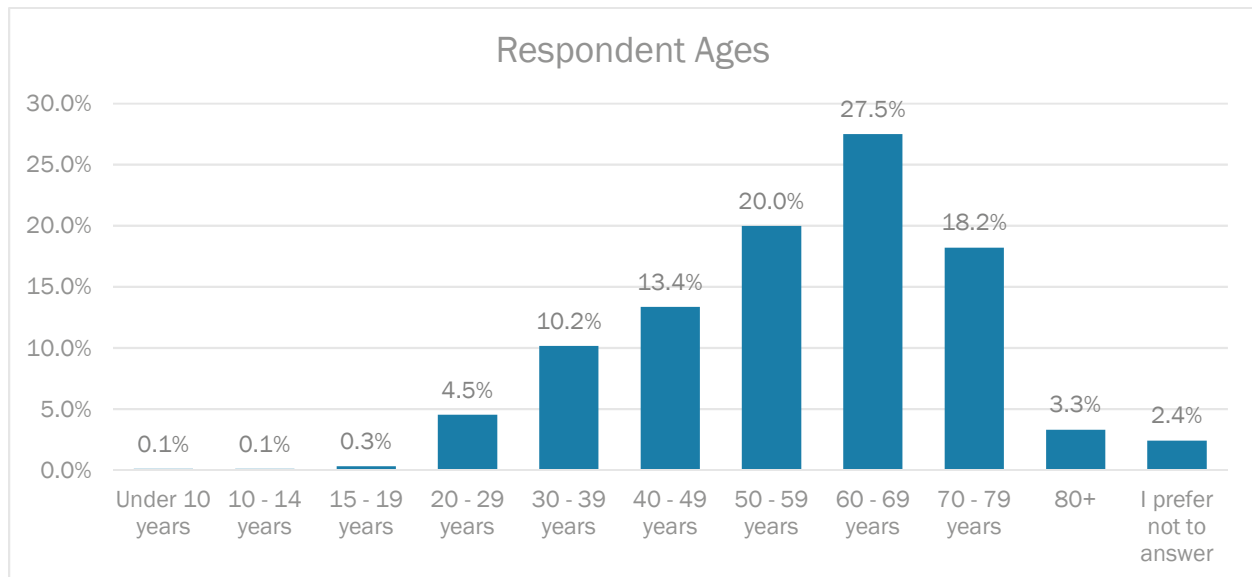
### Location

The table below shows the percentage of each neighbourhood's proportion of the 911 survey responses processed. In addition it shows proportion of the neighbourhood population that responded.

| Neighbourhood        | Proportion of All Survey Responses | Proportion of Neighbourhood Population |
|----------------------|------------------------------------|----------------------------------------|
| Bell McKinnon        | 7%                                 | 16%                                    |
| Berkey's Corner      | 10%                                | 1%                                     |
| Chemainus            | 14%                                | 4%                                     |
| Crofton              | 7%                                 | 3%                                     |
| Maple Bay            | 14%                                | 10%                                    |
| Quamichan            | 20%                                | 4%                                     |
| Rural                | 14%                                | 2%                                     |
| South End            | 6%                                 | 1%                                     |
| Other                | 4%                                 | -                                      |
| Prefer Not to Answer | 4%                                 | -                                      |

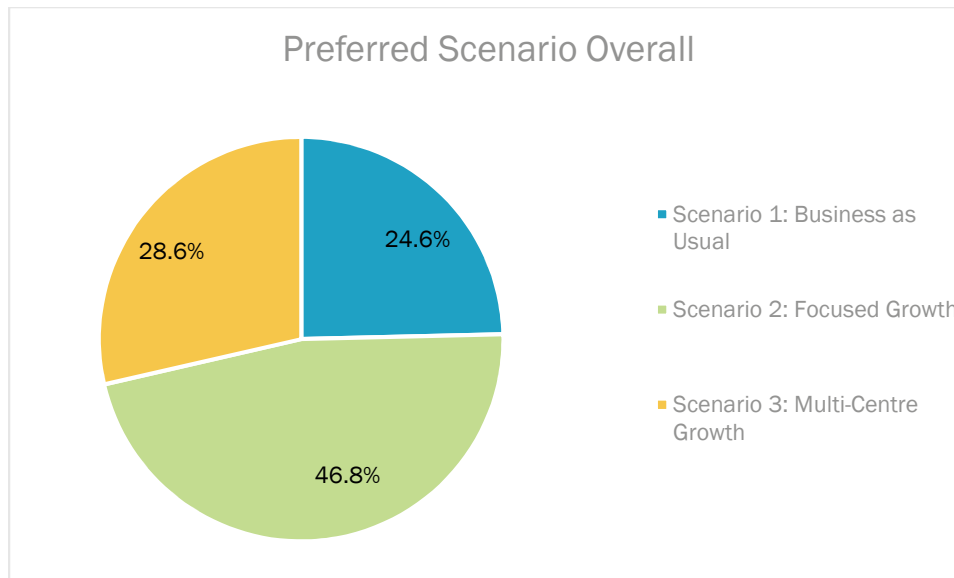
### Age

Most respondents were aged 50+, with 20% in the 50-59 range, 28% in the 60-69 range and 18% in the 70-79 range.



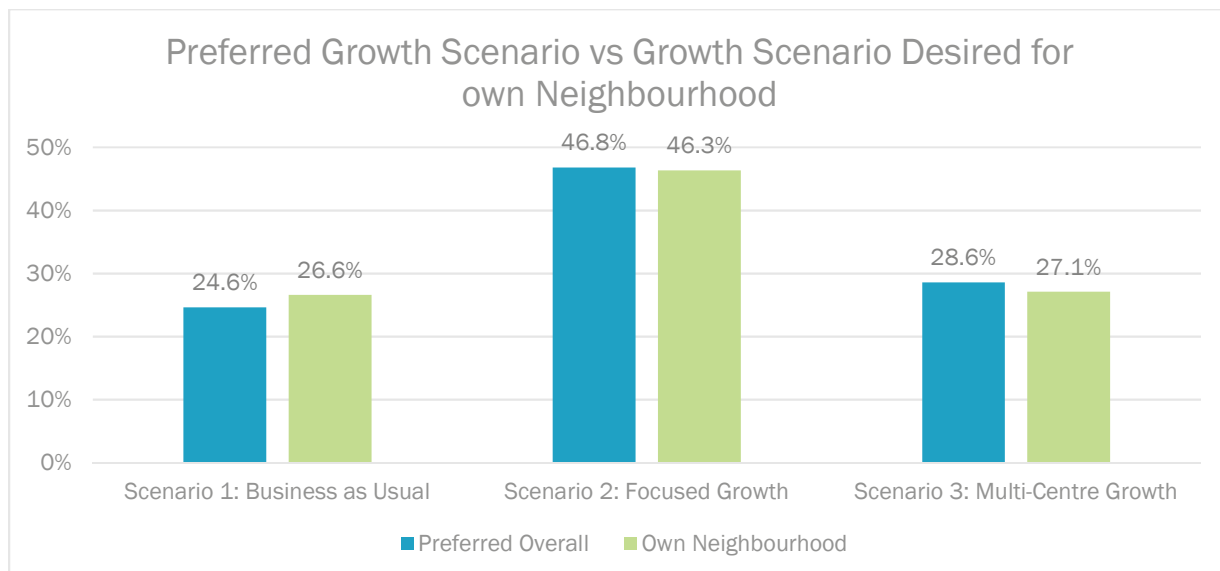
## 3.2 PREFERRED SCENARIOS

When asked about their overall preferred scenario, 47% of respondents preferred *Scenario 2: Focused Growth*, 28% preferred *Scenario 3: Multi-Centre Growth* and 25% preferred *Scenario 1: Business as Usual*.



Survey participants were also asked to think about the growth scenario that they preferred for their own community/neighbourhood.

Response rates to overall and community preference were closely aligned for all three scenarios, indicating that the majority of participants supported the same growth scenario in their community as well as in the municipality overall. Just under half of participants support *Scenario 2* in their own community (46%) and in North Cowichan overall (47%).

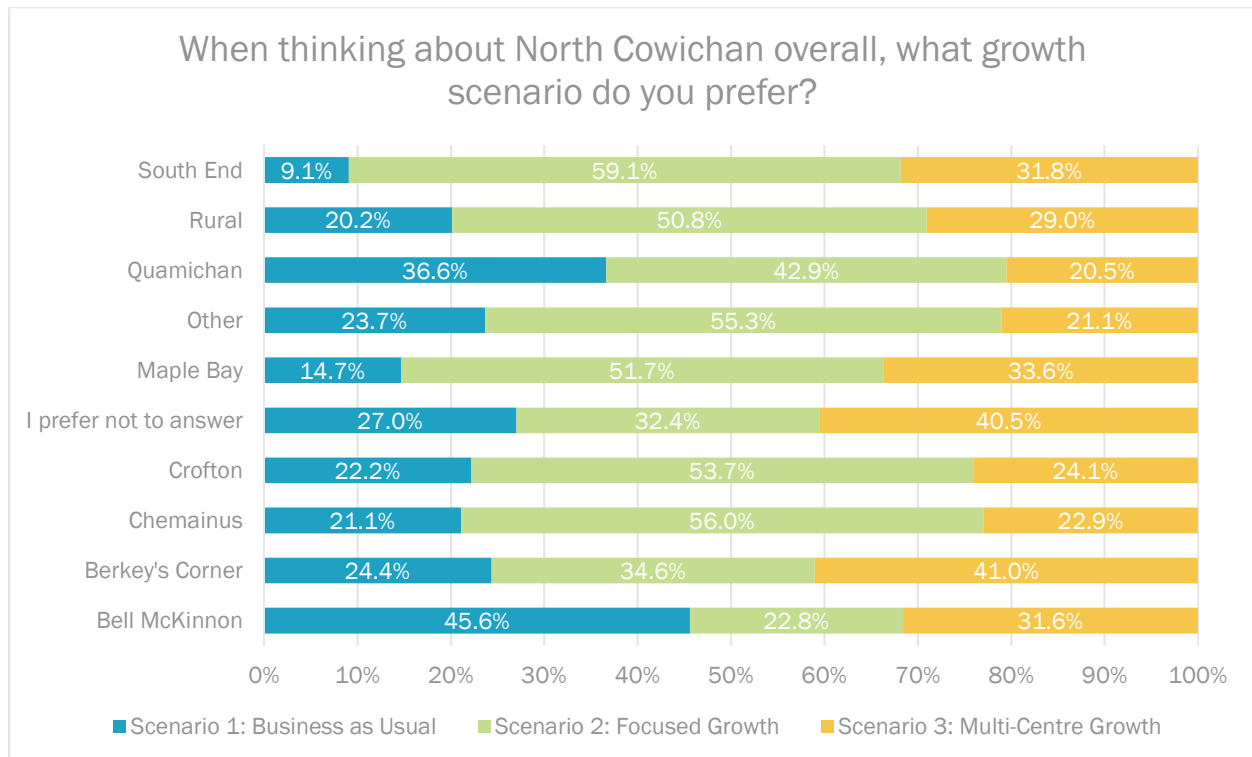


### Breakdown by Community

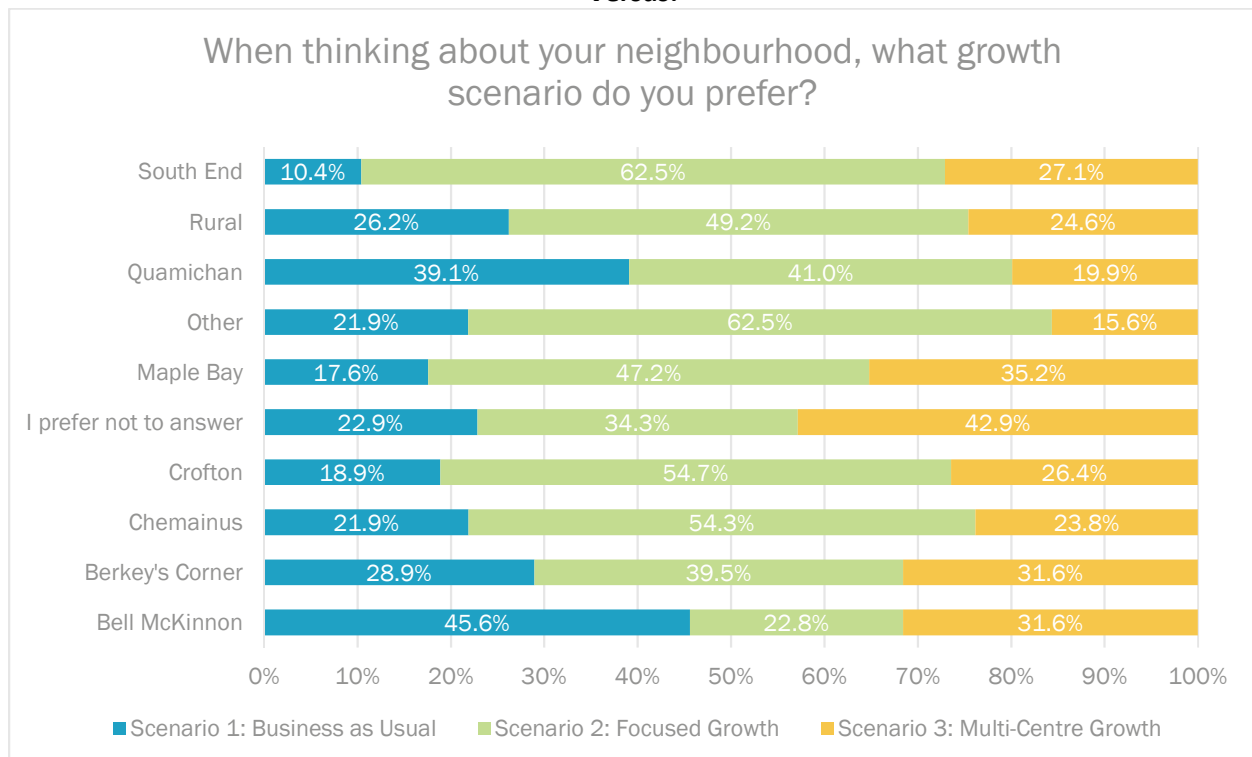
Survey respondents could optionally provide the community in which they reside. The two charts below compare scenario preference overall and scenario preference based on their own community/neighbourhood. The responses are very similar.

There were 829 responses to the question when thinking about North Cowichan overall and 801 responses to the question when thinking about your own neighbourhood.

- In Bell McKinnon 46% of resident respondents preferred Scenario 1;
- In Quamichan, when thinking about North Cowichan overall:
  - o 43% of resident respondents preferred Scenario 2;
  - o 37% preferred Scenario 1; and
  - o 20% preferred Scenario 3.
 However, when thinking about their own neighbourhood:
  - o 41% of resident respondents preferred Scenario 2;
  - o 39% preferred Scenario 1; and
  - o 20% preferred Scenario 3.
- In the South End 59% of resident respondents preferred Scenario 2 when thinking about North Cowichan overall, compared to 63% when thinking about their own neighbourhood;
- In Chemainus 56% of resident respondents preferred Scenario 2 when thinking about North Cowichan overall, compared to 54% when thinking about their own neighbourhood; and
- In Berkey's Corner 41% of respondents preferred Scenario 3 overall but 40% preferred Scenario 2 for their own neighbourhood.



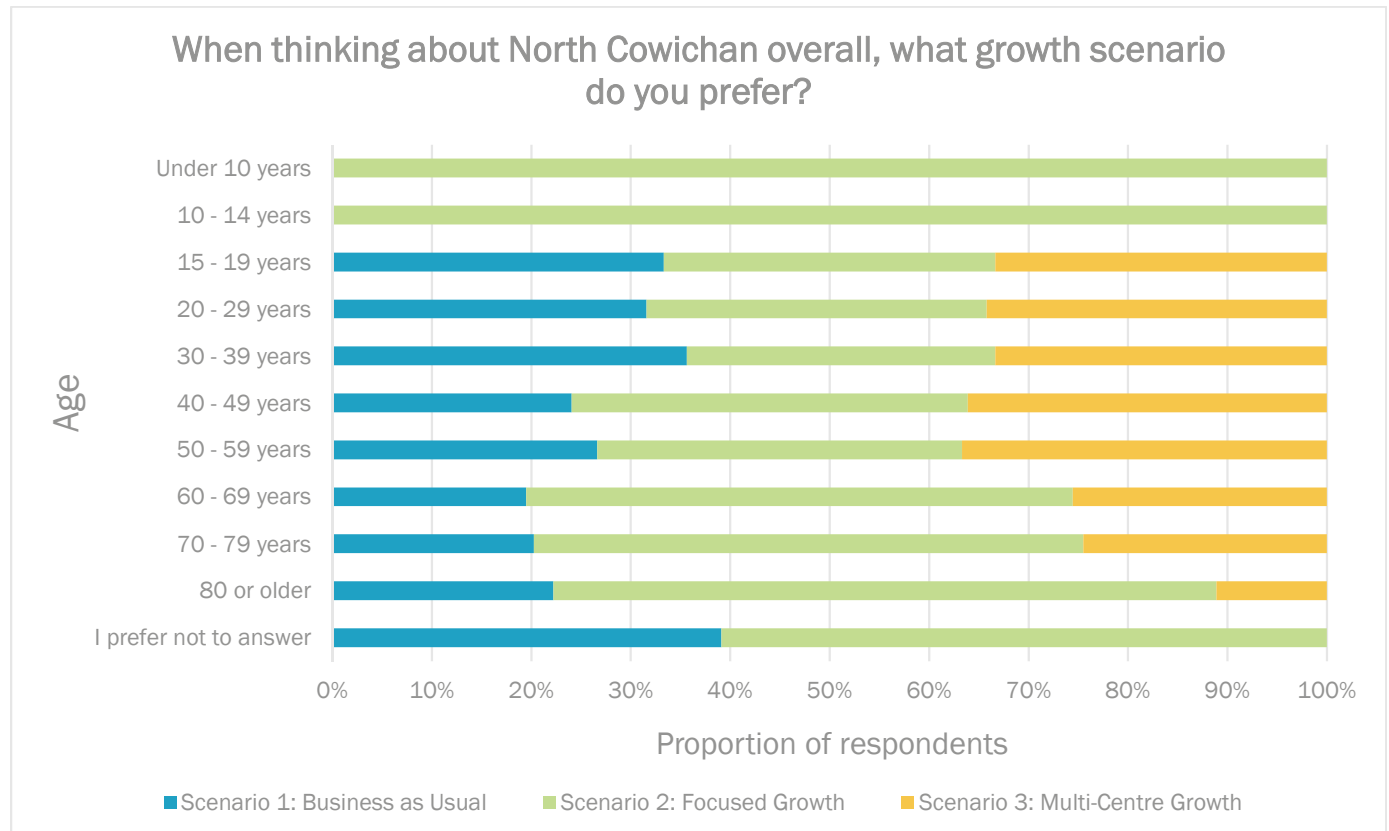
**Versus:**





### Breakdown by Age

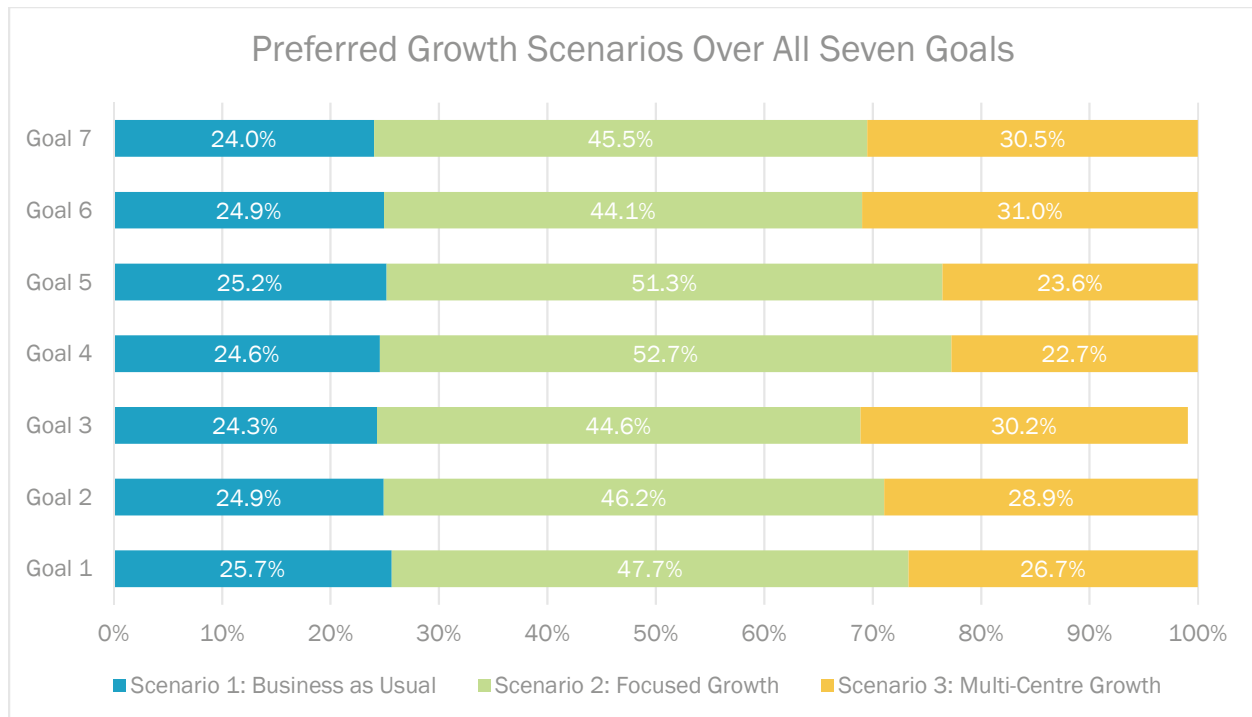
Survey responses could optionally provide their age. Of the 911 responses counted, 882 provided their age, with 25 preferring not to answer. The chart below includes the age breakdown by preferred scenario. It is important to note that while 100% of the under 14-year-old respondents chose Scenario 2, we received only two survey responses in this age category.



### 3.3 PREFERRED SCENARIOS IN RELATION TO DRAFT OCP GOALS

Many respondents felt that *Scenario 2: Focused Growth* best met the draft OCP goals with the top goals identified as Goal 4: Natural Environment (53%) and Goal 5: Local Agricultural and Food Security (51%).

*Scenario 1: Business as Usual*, had support from approximately 25% of respondents across all seven draft goals, while *Scenario 3: Multi-Centre Growth* had the most support in response to Goal 6: Sustainable Economy (31%), Goal 7: Climate Action (30%) and Goal 3: Housing Diversity (30%).



### 3.3.1 Comments on Scenarios

Respondents were asked about why they chose their preferred scenario as it relates to North Cowichan, their own community and the OCP draft goals. In general, respondents:

- understood the need to accommodate growth in North Cowichan; and also
- valued environmental protection and agricultural and rural land preservation across all three scenarios.

In addition to why respondents chose their preferred scenario, they were also asked to describe what would improve it. In general, respondents identified:

- increased housing options;
- walkability;
- environmental protection and agricultural land preservation;
- the need to prioritize local, small businesses over big box chains to localize economic development; and
- the importance of adequate municipal infrastructure systems.

#### *Scenario 1: Business as Usual*

##### What People Liked

Respondents that favoured Scenario 1 emphasized the importance of maintaining the individual character and traditional low density of North Cowichan.

Many also indicated that the current model is working and do not see a need to change it. Some commented:

- that housing should not be directed or limited to certain areas and felt that growth should be responsive to market conditions;
- they preferred dispersed growth;
- they favoured growth and development in existing cores; and
- that it was critical to respect existing plans for areas like Bell McKinnon, which required considerable community input.

#### What Could Be Improved

While offering support for Scenario 1, respondents also spoke to the need for:

- improved housing affordability and availability overall;
- increased diversity of housing forms, namely smaller and multi-family units; and
- more upcoming opportunities for community input to guide the planning process.

#### *Scenario 2: Focused Growth*

##### What People Liked

Ecosystem, rural character, and agricultural preservation were major factors for those respondents who selected Scenario 2 as their preferred growth concept for North Cowichan. Respondents who selected Scenario 2 commented on:

- the need to protect agricultural land, biodiversity and natural ecosystems by focusing growth and development in existing communities;
- the need to develop compact communities, minimizing sprawl and reducing vehicle reliance,
- the need for an increase in housing diversity and affordability such as multi-family;
- Bell McKinnon should not be the focus of growth and development; and
- limiting growth in areas like Maple Bay and Quamichan.

##### What Could Be Improved:

Many commented that:

- active transportation networks, trail expansion, road maintenance and reducing congestion, especially along Maple Bay Road, are priorities; and
- small businesses and mixed-use development focused in existing urban areas and areas under development, like Kingsview and near the new hospital are important.

#### *Scenario 3: Multi-Centre Growth*

##### What People Liked

Respondents who preferred Scenario 3 felt that it would:

- foster compact, neighbourhoods, reducing vehicle reliance and traffic;
- promote more local economic development and walkable services; and
- encourage thoughtful development in Maple Bay and Bell McKinnon.

##### What Could Be Improved

Respondents indicated that Scenario 3 should:

- emphasize safe, active transportation and mitigate congestion as the population grows;
- increase housing availability with diverse housing options for residents to age in place;
- emphasize compact neighbourhoods to preserve the environment, green space, and agricultural land; and

- include more growth and development in Bell McKinnon due to the future hospital build.

## 4 SUMMARY & NEXT STEPS

While a preference for *Scenario 2: Focused Growth* (47%) has been identified an additional 53% of survey respondents preferred *Scenarios 1 or 3*. Many of these respondents, especially those from Bell McKinnon, commented on the desire to have some growth around the hospital site and to follow through with the ‘spirit’ of the Local Plan.

Therefore, we recommend a hybrid scenario that captures the following key themes that were identified across all scenarios including:

- Protection of natural areas from development
- Protection of agricultural and rural areas for food production
- Respect for individual community character
- Diversity of housing choices to support ageing in place and affordability
- Support for walkable, compact communities to reduce reliance on vehicles
- Support for local, commercial opportunities
- Support for development within the capacity of existing municipal infrastructure

Based on the results, we recommend *Scenario 2 ‘Plus’* as the foundation for the new land use concept plan. This concept would replicate the information in Scenario 2 and add:

- A Health and Wellness Precinct in Bell McKinnon to allow compact mixed-use development directly adjacent to the hospital site which will protect the natural and rural lands including the Somenos Watershed
- A Neighbourhood Commercial Node in Maple Bay to allow for more opportunity for local businesses
- Expansion of the residential growth area adjacent to Crofton Mixed Use Commercial Core to align with Local Area Plan.

### Growth Management and Land Use Designations

To support the creation of the land use plan, the following information on the urban containment boundary and land use designations (see Appendix 1 for more information) is proposed:

#### Urban Containment Boundary

- Work with North Cowichan technical staff to shrink the current Urban Containment Boundary to align with areas generally identified as yellow/ orange in Scenario 2 and the ‘orange’ area in Bell McKinnon in Scenario 3

#### Industrial

- Maintain current *Industrial* designation and locations

#### Commercial

- Maintain current *Highway Service Designation* and locations

- Shrink the current *Regional Shopping Centre* designation on the TransCanada Highway at Drinkwater to only include the current Cowichan Common Shopping Centre south of Drinkwater Road
- Maintain current *Neighbourhood Commercial Node* designations in Berkey's Corner, Quamichan and Chemainus
- Add new *Neighbourhood Commercial Node* in Maple Bay along Beaumont.

#### **Mixed Use (Multi-Family and Commercial)**

- Maintain current Mixed Use Commercial Core areas in University Village and Chemainus
- Add townhomes and multi-family designation to Neighbourhood Node area in Chemainus (orange area in Scenario 2)
- Add townhomes and multi-family designation to Neighbourhood Node area in Berkey's Corner (orange area in Scenario 2)
- Add townhomes and multi-family designation to Regional Shopping Centre designation.

#### **Residential**

- Maintain townhomes and multi-family designation as identified in Infill Residential Redevelopment Area identified in Crofton Local Plan
- Maintain townhomes and multi-family designation as identified in University Village Plan (south of Beverly Street to Lakes Road)
- Remove phases 4-7 of the Kingsview Comprehensive Development Plan (south of Kingsview-Nevilane) from the UCB, meaning that if the current Phased Development Agreement expires before later phases of the Kingsview Comprehensive Development Plan are developed, that development will cease.

#### **Health and Wellness Precinct**

- Acknowledge the Core Village area of the Bell McKinnon Local Area Plan as a *Health and Wellness Precinct* near new hospital site in Bell McKinnon, by retaining those lands in the UCB. Uses proposed in this designation are:
  - o Hospital
  - o Primary Care and Community Health Services
  - o Wellness and medical services: medical retail shops and community health spaces (naturopath, massage, physiotherapy, mental health, nutrition etc.)
  - o Commercial (for example encourage restaurants and coffee shops to serve locally-grown food to wellness clients and health care workers)
  - o Residential: compact housing forms to house health care workers (rental and strata)
  - o Urban agriculture to support hospital and local food services
  - o Child care for children of health care workers
- Designate lands along the Bell McKinnon Road Corridor south of Herd Road (west of Somenos Watershed) as a future growth area to consider future opportunities for residential development.

#### **Next Steps**



This report will be presented to the OCP Advisory Committee and Council. Their feedback along with North Cowichan's staff technical input will help guide the creation of a land use plan, designations and growth management policy for the new OCP.

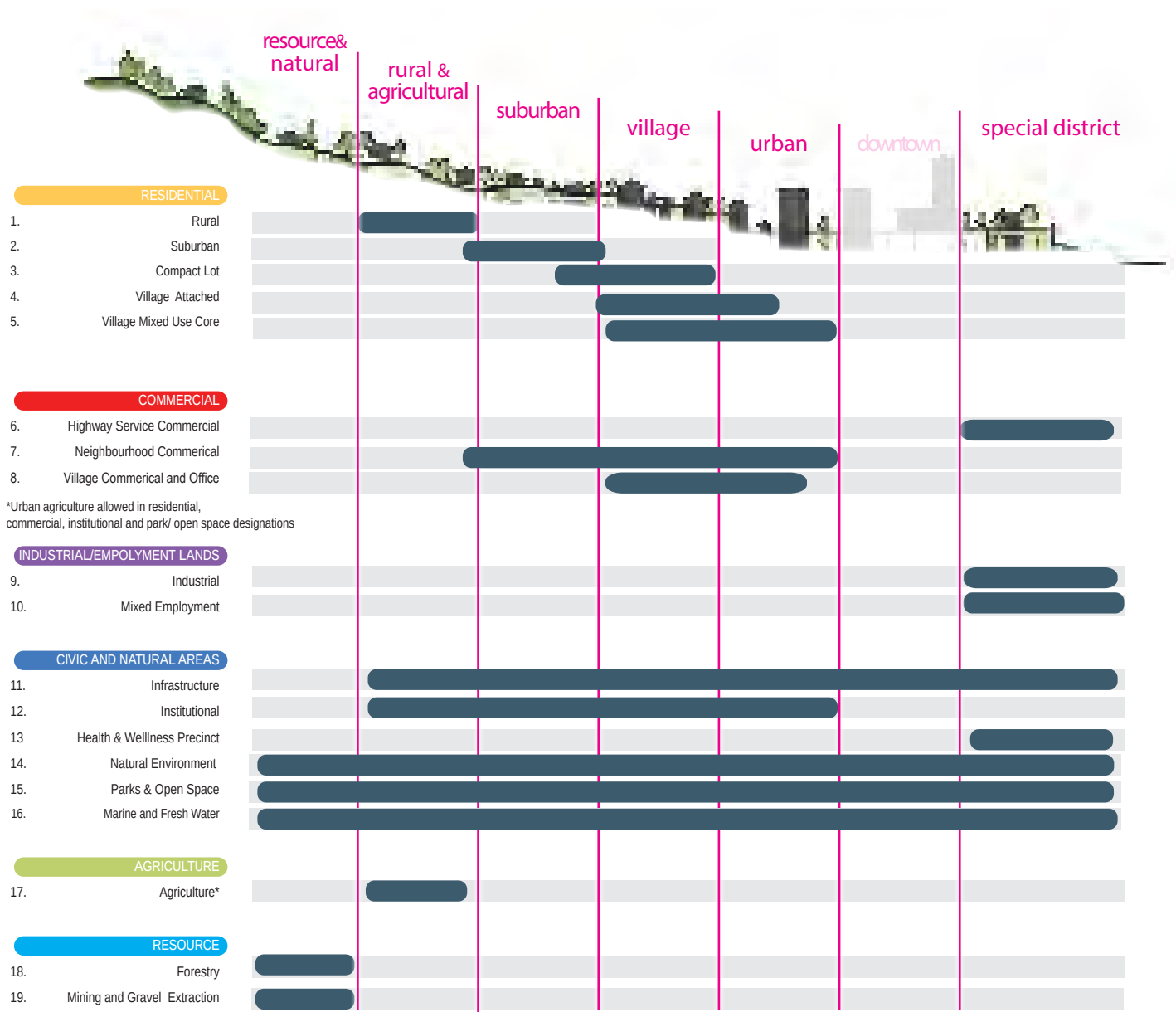
The next stage of the OCP update will include the drafting of the following policy chapters:

1. Climate Emergency and Social Justice Equity Frameworks
2. Thoughtful Growth Management
  - a. Land Use Plan and Designations
3. Resilient, Supportive, Inclusive Communities
  - a. Safe and Healthy Community
  - b. Transportation
  - c. Parks, Recreation, and Public Realm
  - d. Arts, Culture and Libraries
4. Affordable Living & Diverse Housing Mix
5. Regeneration and Protection of the Natural Environment
6. Food Security and Local Agricultural Systems
7. Thriving Local Economy

We will share all draft policy chapters including the growth management policy and the land use plan with the public for comment later in the process.

## APPENDIX 1: PROPOSED LAND USE DESIGNATIONS

# North Cowichan Land Use Designations (DRAFT)



\*Urban agriculture allowed in residential, commercial, institutional and park/ open space designations

## APPENDIX 2: ONLINE SURVEY QUESTIONS

# North Cowichan Growth Management Survey

Welcome!

## How should we grow?

We are updating your North Cowichan Official Community Plan (OCP). We are currently in the growth scenario phase of the update, and we want to understand your thoughts on how North Cowichan should grow in the future.

Your feedback on this survey will help shape a 20-year vision for North Cowichan and develop priorities for growth management and land-use. Coming to a common understanding about our collective community values will help us “ThinkForward” as we move through this community-driven process.

Growth scenarios are a tool to engage community members on what types of growth patterns they would like to see for North Cowichan. The three scenarios describe different options for how North Cowichan could grow from now until 2040. These scenarios have been developed to provide distinct options for how North Cowichan may grow in the future. These scenarios are not “final”, they seek to outline different strategies around the growth management issue; the final product may well be a blend of these various options. To that end, input from residents on these options and the various perspectives on future growth will be gauged by way of an online survey that will be used to prepare a land use plan and growth management policies for the updated OCP.

Thank you for your time and participation. The survey should take 10-15 minutes to complete. **Let's get started!**

*All survey responses will be confidential. Responses will not be identified by individual, but will be compiled together and analyzed as a group.*



## Three Scenarios for Growth

### SCENARIO 1: BUSINESS AS USUAL | DISPERSED GROWTH

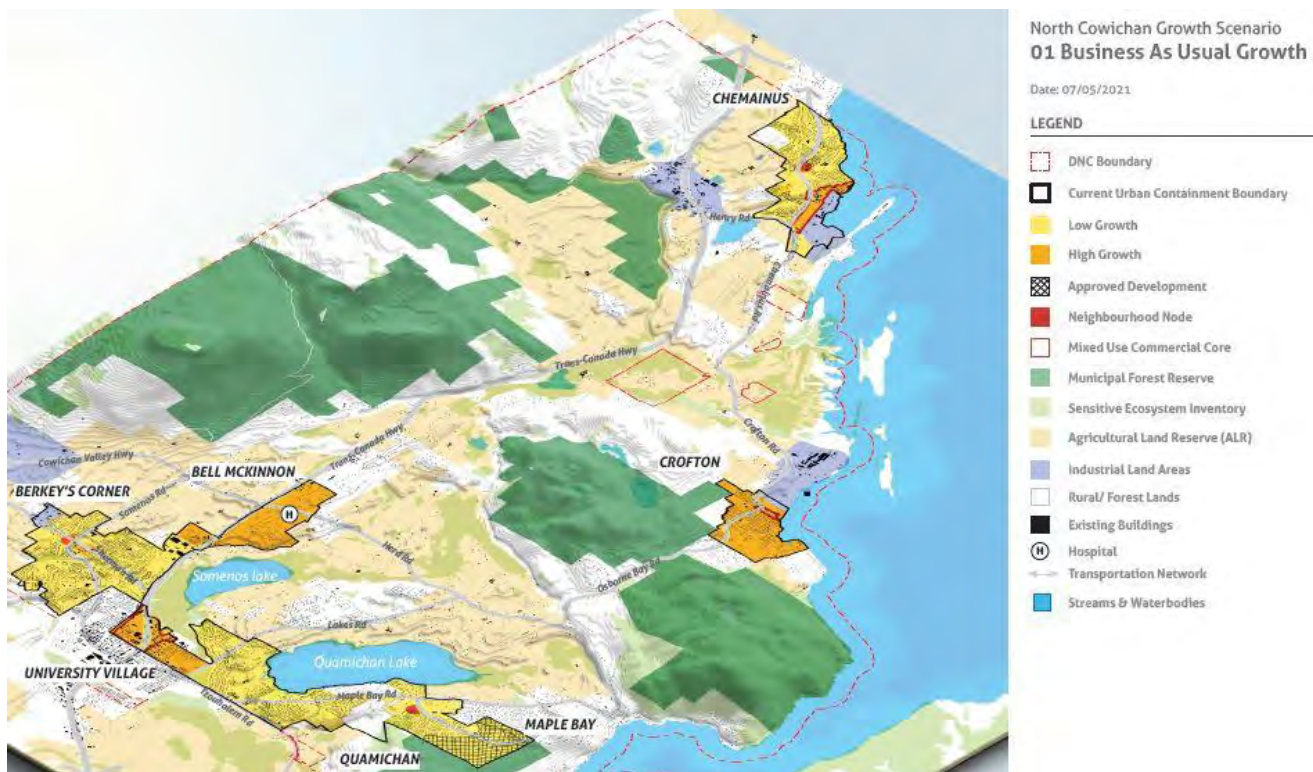
This scenario anticipates growth in the following areas within the existing Urban Containment Boundary (UCB):

1. Bell McKinnon Local Area | High Growth
2. University Village Local Area | High Growth
3. Crofton Local Area | High Growth
4. Chemainus Core | High Growth

#### What Does This Mean for the Future?

- Growth can occur anywhere within the UCB, which mean some development in rural and natural lands within the UCB may occur.
- Growth may be more dispersed at a lower density than in other scenarios.
- More dispersed development means more people are reliant on their cars.
- The majority of new housing units will likely be single-detached homes which tend to be less affordable and use more resources than attached (multi-unit) dwellings.

### Map of North Cowichan Communities



**SCENARIO 2: FOCUSED GROWTH** - This scenario focuses on growth in the following areas. Overall growth is focused in a much smaller area within the existing Urban Containment Boundary (UCB).

1. University Village Local Area | High Growth
2. Berkey's Corner Neighbourhood Node | High Growth

3. Regional Shopping Centre Designation on the TransCanada @ Drinkwater | High Growth
4. Crofton Core Area | High Growth
5. Chemainus Core Area | High Growth

### What Does This Mean for the Future?

- Focused growth in a much smaller area enables the protection of many rural and natural lands from development.
- New land-use designations would permit higher density development in the core of existing communities.
- Less dispersed development means people are less reliant on cars for transportation.
- The majority of new housing units are likely to be in attached, multi-unit buildings (duplexes, townhouses, apartments).
- Bell McKinnon hospital site will proceed with some medical services without the residential growth envisioned by the Local Area Plan.

### Map of North Cowichan Communities



### SCENARIO 3: MULTI-CENTRE GROWTH

This scenario anticipates growth in additional areas to enhance the opportunity for '15-minute neighbourhoods'. The notion of '15-minute neighbourhoods' gained popularity during the COVID-19 pandemic and creates an opportunity for residents to walk or cycle to shops or services 15 minutes from their homes.

This scenario anticipates growth in the following areas. Overall growth is focused in a smaller area within the UCB.

1. University Village Local Area | High Growth

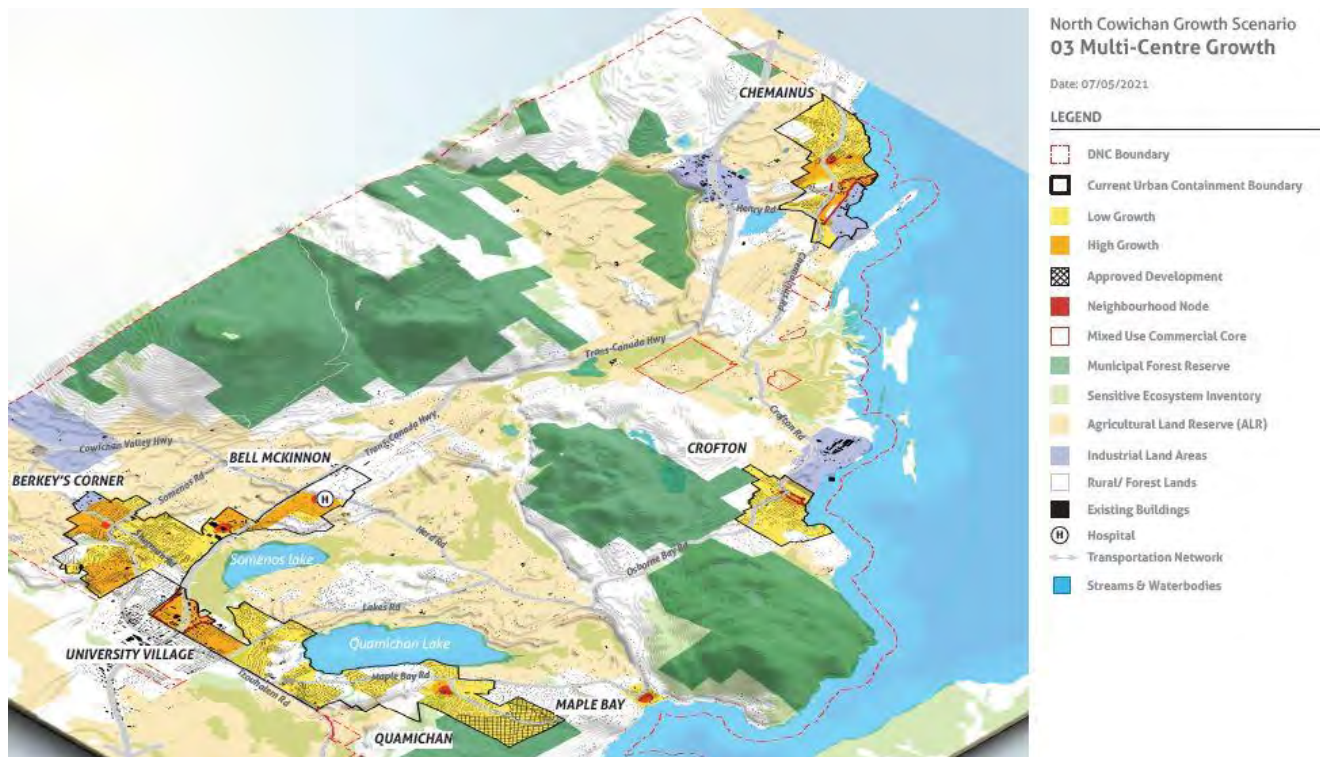


2. Crofton Core Area | High Growth
3. Chemainus Core Area plus Neighbourhood Node | High Growth
4. Bell McKinnon Core Village Area plus Neighbourhood Node | High Growth
5. Quamichan Neighbourhood Node | High Growth
6. Berkey's Corner Neighbourhood Node (two areas) | High Growth
7. Maple Bay Neighbourhood Node | Low Growth

### What Does This Mean for the Future?

- Growth is focused in a smaller area than Business As Usual (BAU), enabling the protection of some rural and natural lands from development.
- New land-use designations would allow increased density in neighbourhood nodes such as ground-oriented multi-unit housing (duplex, triplex, townhomes).
- Increased density around nodes means local commercial opportunities are more viable.
- Denser nodal development means people are less reliant on cars.
- A new neighbourhood may be formed in Bell McKinnon Core Village area.
- Denser development in Maple Bay may not be financially viable due to the lack of connection to municipal sewer service.

### Map of North Cowichan Communities



### 1. Which scenario do you feel would best meet this goal?

In this section, we will ask you to reflect on each of the new draft OCP Goals and consider which scenario you feel would best achieve that goal.

a. Focuses growth and development in established centres to strengthen our vibrant communities while maintaining individual character. Liveable, compact communities will preserve natural and rural areas and encourage climate-friendly and active ways to move around. Development will occur in a low-impact, site adapted manner integrating natural features and ecological systems.

- ☐ Scenario 1: Business as Usual
- ☐ Scenario 2: Focused Growth
- ☐ Scenario 3: Multi-Centre Growth

b. Builds resilient, supportive, inclusive communities that enhance health and well-being and provide opportunities in recreation, arts, culture and access to nature.

- ☐ Scenario 1: Business as Usual
- ☐ Scenario 2: Focused Growth
- ☐ Scenario 3: Multi-Centre Growth

c. Encourages and enables a diverse mix of housing types, tenures and levels of affordability to accommodate the needs of the community.

- ☐ Scenario 1: Business as Usual
- ☐ Scenario 2: Focused Growth
- ☐ Scenario 3: Multi-Centre Growth

d. Enhances our natural environment by protecting and regenerating our rural countryside, forests, rivers, lakes and ocean.

- ☐ Scenario 1: Business as Usual
- ☐ Scenario 2: Focused Growth
- ☐ Scenario 3: Multi-Centre Growth

e. Enhances food security in North Cowichan by encouraging local food production and protecting farmable land.

- ☐ Scenario 1: Business as Usual
- ☐ Scenario 2: Focused Growth
- ☐ Scenario 3: Multi-Centre Growth

f. Supports a thriving economy that focusses on sustainable jobs and local businesses including green technologies and innovative agriculture which leads to meaningful work and prosperity for all and responds to regional economic change.

- ☐ Scenario 1: Business as Usual
- ☐ Scenario 2: Focused Growth
- ☐ Scenario 3: Multi-Centre Growth

g. Addresses the climate emergency by reducing energy consumption and emissions and adapting to climate change.

- ☐ Scenario 1: Business as Usual
- ☐ Scenario 2: Focused Growth
- ☐ Scenario 3: Multi-Centre Growth



## Preferences and Thoughts!

When thinking about North Cowichan overall, what growth scenario do you prefer?

- ☐ Scenario 1: Business as Usual
- ☐ Scenario 2: Focused Growth
- ☐ Scenario 3: Multi-Centre Growth

Why did you choose this scenario?

What would improve it?

## Tell Us About Yourself!

*Personal information is collected by North Cowichan under the authority of s. 26(c) of the Freedom of Information and Protection of Privacy Act for the purpose of the development of a new Master Transportation Plan. Please direct any questions about this to North Cowichan's Privacy Officer, 250-746-3116, 7030 Trans-Canada Highway, Duncan BC V9L 6A1.*

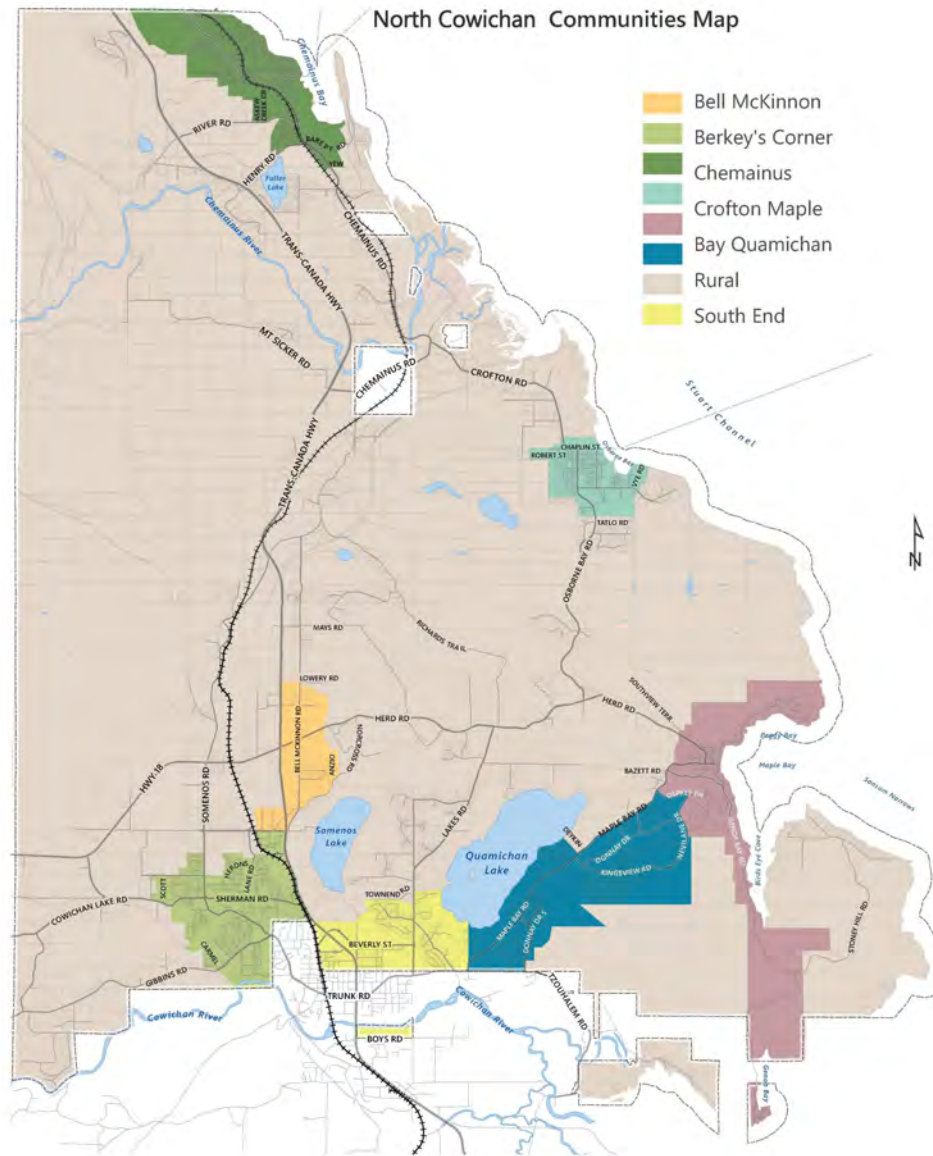
*All survey responses will be confidential. Responses will not be identified by individual, but will be compiled together and analyzed as a group.*

**We would like to ask you a few questions to better understand your answers and to help us more effectively improve transportation in North Cowichan.**

If you reside in North Cowichan, where do you live? Refer to the map below if needed.

- ☐ Bell McKinnon
- ☐ Berkey's Corner
- ☐ Chemainus
- ☐ Crofton
- ☐ Maple Bay
- ☐ Quamichan
- ☐ Rural
- ☐ South End Centre
- ☐ I prefer not to answer
- ☐ Other

Map of North Cowichan Communities



What is your age?

- ☐ Under 10 years
- ☐ 10 - 14 years
- ☐ 15 - 19 years
- ☐ 20 - 29 years
- ☐ 30 - 39 years
- ☐ 40 - 49 years
- ☐ 50 - 59 years
- ☐ 60 - 69 years
- ☐ 70 - 79 years

- ☐ 80 or older
- ☐ I prefer not to answer

## Preferences and Thoughts...

When thinking about your neighbourhood, what growth scenario do you prefer?

- ☐ Scenario 1: Business as Usual
- ☐ Scenario 2: Focused Growth
- ☐ Scenario 3: Multi-Centre Growth

Why did you choose this scenario?

What would improve it?



Thank you for taking the time to share your thoughts!

Your comments, feedback, and preferences on the three growth scenarios will help inform choices when considering new growth management policies.

If you have additional comments, please feel free to share them with us by emailing [communityplanning@northcowichan.ca](mailto:communityplanning@northcowichan.ca) before the survey deadline.

To see the results of this survey and to stay up to date on future engagement opportunities, check out [www.northcowichan.ca/OCP](http://www.northcowichan.ca/OCP)

Powered by [SimpleSurvey](#).

## Attachment: Summary of Public Input

In the lead up to Council of early consideration for application OCP00031 on November 20, 2024, Council received significant correspondence. Note that some individuals may have provided written correspondence and also spoken at the public input session on November 20, 2024.

### Written Correspondence

A total of 116 emails/letters were sent to Council. These are saved to the project file in a consolidated document and can be provided on request.

This correspondence included:

- 2 emails sent by the project proponent (in support of the project)
- 1 letter sent by the Chemainus Business Improvement Association requesting that additional study be completed but not stating a position in favour or opposed to the proposal.
- 59 emails/letters in support of the application
- 54 emails/letters in opposition to the application.

Note that the majority of correspondence (47/59 written in support of the application and 29/54 written in opposition to the application) did not identify an address. Without an address being provided, it is difficult to determine if the comments represent the views of North Cowichan constituents (e.g., residents or property owners) versus others.

For the correspondence where an address was provided the following additional summary is provided:

- **Of the 59 emails/letters in support of the application 12 provided an address:**
  - 2 came from within the Bell McKinnon Growth Area;
  - 2 came from with the Future Growth Area;
  - 5 came from other locations within North Cowichan; and
  - 3 came from outside of North Cowichan.
- **Of the 54 emails/letters in opposition to the application 25 provided an address:**
  - 1 came from within the Bell McKinnon Growth Area;
  - 22 came from other locations within North Cowichan; and
  - 2 came from outside of North Cowichan.

### Public Input Period on November 20, 2024

Twenty-five people spoke at the public input period on [November 20, 2024](#) (Item 5). 11 people spoke in support of the application, this included the project proponent and two people from within the Future Growth Area. 14 people spoke in opposition to the proposal.

## Attachment: Local Government Act Procedural Requirements

The table below sets out the statutory requirements for the Municipality to consider and follow when conducting an OCP amendment.

| LGA Section | Requirement                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | Analysis                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|-------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 473.1(2)    | <p>A local government must consider the most recent housing needs report received by the local government under section 585.31 <i>[when and how housing needs report must be received]</i>, and the housing information on which the report is based,</p> <p>(a)when developing an official community plan,</p> <p>(b)when amending an official community plan in relation to statements and map designations under section 473 (1) (a), or</p> <p>(c)when amending an official community plan in relation to housing policies under section 473 (2) or subsection (4) of this section.</p> | <ul style="list-style-type: none"> <li>• The 2024 Interim Housing Needs Report supplements the 2021 Housing Needs report. Together these make up the current <a href="#">housing needs report</a> which identifies a need 7,023 additional units over the next 20 years.</li> <li>• On August 12, 2025 (see item 9.4), Council confirmed the analysis of staff which identified that build-out of the OCP would allow for more than 23,000 additional units.</li> </ul>                                                                                                                                   |
| 475 (1)+(2) | <p>(1) During the development of an official community plan, or the repeal or amendment of an official community plan, the proposing local government must provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected, and,</p> <p>(2) (a)consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing, and</p> <p>(b)specifically consider whether consultation is required with the following:</p>           | <ul style="list-style-type: none"> <li>• The staff report contains an analysis of public engagement options.</li> <li>• Staff recommend that consultation with the following persons, organizations and authorities should be early, but need not be ongoing, and accordingly that Council refer the proposed amendment to the following for comment, and that additional opportunities for consultation are not needed: <ul style="list-style-type: none"> <li>○ Quw'utsun Nation</li> <li>○ Island Health (due to proximity to hospital)</li> <li>○ Agricultural Land Commission</li> </ul> </li> </ul> |

| LGA Section | Requirement                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Analysis                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|             | (i)the board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan;<br>(ii)the board of any regional district that is adjacent to the area covered by the plan;<br>(iii)the council of any municipality that is adjacent to the area covered by the plan;<br>(iv)first nations;<br>(v)boards of education, greater boards and improvement district boards;<br>(vi)the Provincial and federal governments and their agencies. |                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| 475 (4)     | If the development of an official community plan, or the repeal or amendment of an official community plan, might affect agricultural land, the proposing local government must consult with the Agricultural Land Commission.                                                                                                                                                                                                                                                                       | Although agricultural uses are permitted on properties within the OCP Amendment Bylaw Area, the area is not adjacent to the Agricultural Land Reserve (ALR) and is separated from the ALR by one or more properties to the east and by the Trans-Canada Highway on the west. Therefore, consultation with the Agricultural Land Commission (ALC) is not required, however staff recommend a referral to the ALC per section 475(2)(b)(vi). |
| 476 (1)     | If a local government has adopted, or proposes to adopt or amend, an official community plan for an area that includes the whole or any part of one or more school districts, the local government must consult with the boards of education for those school districts<br>(a)at the time of preparing or amending the official community plan, and<br>(b)in any event, at least once in each calendar year.                                                                                         | <ul style="list-style-type: none"> <li>The amendment bylaw should be referred to the Cowichan Valley School District (No. 79).</li> </ul>                                                                                                                                                                                                                                                                                                  |



| LGA Section | Requirement                                                                                                                                                                                                                                                                                                                                                                                                                         | Analysis                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|-------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 477 (3)     | <p>After first reading of a bylaw under subsection (1), the local government must do the following in the indicated order:</p> <p>(a)first, consider the proposed official community plan in conjunction with</p> <p>(i)its financial plan, and</p> <p>(ii)any waste management plan under Part 3 [Municipal Waste Management] of the Environmental Management Act that is applicable in the municipality or regional district;</p> | <ul style="list-style-type: none"> <li>• North Cowichan’s most recent financial plan is available <a href="#">here</a>.</li> <li>• The applicable waste management plans are: <ul style="list-style-type: none"> <li>○ <a href="#">The CVRD Solid Waste Management Plan Amendment 4 (2018)</a></li> <li>○ <a href="#">The CVRD Central Sector Liquid Waste Management Plan</a></li> </ul> </li> <li>• Note that neither of these two waste management plans have been updated since 2022 and the commentary in Chapter 9: Sustainable Infrastructure of the <a href="#">2022 OCP</a> is helpful for interpreting the two plans.</li> <li>• Council should consider whether approving the draft OCP Amendment Plan: <ul style="list-style-type: none"> <li>○ will impact the Municipality’s finances over the short- and long-term</li> <li>○ aligns with capital planning related to infrastructure; and</li> <li>○ aligns with the CVRDs waste management plans.</li> </ul> </li> </ul> |

# Report

Date November 12, 2025  
Subject BMLAP Implementation – Project Update

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File: SPP00096

## PURPOSE

To provide an update on Bell McKinnon Local Area Plan (BMLAP) implementation.

## BACKGROUND

It has been over a year since the Committee of the Whole (COW) received a general update on implementation of the BMLAP. BMLAP Implementation was the subject of the [October 8, 2024 COW meeting](#), and a summary of the meeting is available in the form of this self-guided “story map” presentation at [northcowichan.ca/BMLAP](http://northcowichan.ca/BMLAP). Following the October 8, 2024 meeting, COW and Council:

- Adopted the Council Policy – [Phasing Plan for the Bell McKinnon Local Area Plan](#);
- Adopted the Council Policy – [Bell McKinnon Local Area Plan Land Acquisition Community Amenity Contribution Policy](#);
- Directed staff to initiate an amendment to the BMLAP (BMLAP Review) with the goals of:
  - a) Implementing the Official Community Plan (OCP) direction;
  - b) Updating the proposed park network; and
  - c) Incorporating changes recommended by the detailed servicing review; and,
- Directed other work related to an Interim Community Amenity Contribution Policy and to developing a new zone to prevent low density development in the BMLAP area (further update provided below).

Since last fall, the BMLAP Review project has been significantly delayed by the deliberations on whether to amend the OCP to expand the “urban containment boundary” (UCB) to include the area north of Herd Road, prompted by application OCP00031 (the associated bylaws are OCP Amendment Bylaws No. 4028 and No. 4029). In-stream development applications in the BMLAP area have also been delayed due to the postponement of the BMLAP Review and infrastructure servicing capacity constraints. This report was prompted in part by questions from Council leading up to the reconsideration of first and second readings of Bylaw Nos. 4028 and 4029 on October 15, 2025.

Council’s review of the application to expand the UCB will continue on November 19, 2025, when North Cowichan will host a Public Hearing for OCP Amendment Bylaw Nos. 4028 and 4029. Following the Public Hearing, Council will consider giving third reading and adopting the bylaws.

This report provides an update on the next steps for the BMLAP Review project, noting that the steps differ depending on whether Council upholds the existing UCB or expands it to include the additional lands.

## DISCUSSION

### **Progression of the application to expand the UCB (OCP00031) has significantly delayed the BMLAP Review project**

One of the goals of the BMLAP Review, per the October 2024 COW resolution, is “implementing the OCP direction.” The existing OCP direction for the BMLAP includes to “amend the Bell McKinnon LAP to exclude [the Future Growth] area” (see OCP section 3.2.15).

Then, on November 20, 2024, Council gave favourable early consideration to OCP Amendment Application OCP00031 (“West Vista Terrace”) to expand the UCB, directing staff to continue processing the application and to review the entire Future Growth Area (FGA). This resolution effectively placed the BMLAP Review project on hold, since:

- The direction to implement the existing OCP directly conflicts with the direction to redesignate the FGA and expand the UCB.
- It does not make sense to do two separate BMLAP review projects for the south and north areas.
- Based on the public input received at the November 20, 2024 council meeting, there are passionate views on both sides about whether the UCB should be expanded. This dynamic would make it difficult/impossible to complete public engagement on a BMLAP review until the UCB boundary question is fully resolved.
- With limited resources (including staff), not all projects can move forward simultaneously. Addressing the servicing capacity constraints and completing the review of the OCP (future growth area and UCB) have been the 2025 priorities related to BMLAP Implementation.<sup>1</sup>

Work on the BMLAP Review project can resume once the Council has made a final decision on the UCB expansion; however, the substance of that decision will significantly impact the timelines that follow.

### **Expanding the UCB will add cost and further delays to the BMLAP Review project.**

In the workplan presented in October 2024, the goal was to complete the BMLAP Review in approximately nine months, wrapping up around the end of Q2 2025. The new timeline depends on the outcome of the UCB decision on November 19, 2025. If the existing UCB is maintained, the project is expected to conclude around Q3 2026. If the UCB is expanded, the project would likely extend into mid-2027. The reason it will take so much longer to complete the BMLAP review if the UCB is expanded is that a significant amount of background work has already been done for the south area, which will now need to be repeated for the area north of Herd Road.

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<sup>1</sup> Other BMLAP Implementation related work this year has included:

- Public and developer engagement on the “Interim Community Amenity Contribution Policy” relating to the “short-term infrastructure fund”. The purpose of the “short-term infrastructure fund” is to help finance infrastructure projects in the short-term until the Development Cost Charge bylaw update is complete and the new bylaw is in full effect;
- Implementing a new Bell McKinnon R1 Zone (adopted July 16, 2025) to prevent low-density development that would make it harder to realize the long-term vision of the BMLAP; and
- Ongoing support for the Cowichan District Hospital Replacement project.

Background work for the BMLAP review includes:

- reviewing the transportation network (modelling, route network review, reviewing topography, reviewing proposed cross sections and road widths);
- reviewing the blue-green network (environmental studies, wildlife corridor considerations, park network review, drainage network); and
- reviewing the water and sanitary systems (network routing, pipe sizes, confirming locations of point infrastructure).

For the area south of Herd Road, most of this background work was initiated or completed in draft form prior to the project being placed on hold in November 2024.

If the OCP Amendment application is defeated on November 19, staff will resume work on the technical review and Local Area Plan Amendments for the area within the existing UCB. This project will include refining and integrating the different components of the technical work, conducting public engagement and incorporating public input, and then completing the statutory process.

If the OCP amendment bylaws are adopted on November 19, the scope of the BMLAP Implementation Project will be expanded to include technical work for the area north of Herd Road. In this case, staff will return to Council to request an additional budget of \$150,000 to complete the extra work. Staff will request early approval for this project in the 2026 budget, allowing the work to begin as soon as possible.

**The delays to the BMLAP Review project have delayed in-stream development applications in the BMLAP.**

In October 2024, the goal was for some development surrounding the hospital to be complete by or shortly after the hospital's opening day in 2027. This now seems unlikely.

The first step to creating a development concept is usually establishing and finalizing the location and dimensions of the roads and parks. In the Bell McKinnon area, this information is provided conceptually in the BMLAP. The BMLAP Review involves revisiting the park and road locations in the plan to transition from conceptual locations to specific, fixed locations around which development site planning can occur. There are good reasons to review these elements of the BMLAP; however, until the review is complete, staff and developers cannot rely entirely on the information shown in the existing BMLAP. Despite staff efforts, the reality is that several major applications have been "on hold" since the spring of 2025, pending the updated direction on the roads and parks network that will come from the BMLAP Review.

Attachment 1 provides a map showing the in-stream development activity in the Bell McKinnon area. Generally, the five "zoning bylaw amendment applications" shown outlined in blue have been impacted by the delays caused by the UCB review. The applications will be delayed further if the OCP is amended to expand the UCB. Of course, development in this area is also significantly affected by the issues with servicing capacity.

More details about how in-stream zoning applications have been impacted by the request to expand the UCB to the area north of Herd is provided in Attachment 2.

## **Lack of capacity in Sanitary Sewer and Water Infrastructure Systems are a significant constraint to development in the BMLAP area**

At the [March 5, 2025 meeting](#), Council received a detailed report that identified existing capacity constraints and indicated that significant upgrades to municipal infrastructure are needed before growth can proceed. There are many infrastructure projects required, and significant complexity is involved in determining how to provide services to in-stream development applications, even ones within the existing UCB. In the Bell McKinnon area, this likely means that staff will recommend against rezoning properties unless the property owner agrees to enter into a “no build” covenant, which defers all development until servicing capacity is available.

By expanding the UCB, North Cowichan is identifying the area north of Herd Road as a preferred location for development in the short-term. It would not make sense to delay other development applications and spend potentially an additional \$150,000+ staff time on planning for the area north of Herd Road unless this is a short-term priority growth area for North Cowichan. This is a direct conflict with the message that servicing capacity is not available for additional new development.

More information about the infrastructure constraints in the Bell McKinnon Area is provided in Attachment 3.

### **A larger UCB leads to more scattered and financially inefficient growth.**

As a reminder, the UCB is the core growth management tool of the OCP. The UCB shows where growth in North Cowichan is welcome and expected. A small UCB means that growth is focused. A large UCB indicates that the new development is spread over a larger area. This diffused growth pattern makes it harder to achieve many planning goals including preserving rural lands for agriculture, conservation, and resource uses as well as achieving meaningful amounts of development/redevelopment in priority neighbourhoods. For example, if a community wanted to revitalize a downtown area (e.g., the University Village), a smaller UCB would encourage more of the new development to occur in the downtown area.

There is a balance to this: if the UCB is too small, it may not provide enough viable development sites which could constrain the market/land economics too much.<sup>2</sup> In North Cowichan, the UCB is already extremely large, with enough capacity for 35,641 additional people. If 100% of growth occurred in the UCB, with none in the rural areas, it would still take 72 years to use up the capacity in the UCB areas.<sup>3</sup> The UCB is far larger than needed to provide the 20–30-year land supply that would be a typical goal for an OCP.

<sup>2</sup> Preventing UCBs from being too small was the aim of “Bill 44” which requires municipalities to ensure there is enough capacity within the UCB to accommodate at least 20 years of housing growth. In North Cowichan, the 20-year housing needs forecast is 7,023 units, while staff have confirmed that the existing UCB (including South End, Crofton and Chemainus) can accommodate at least 23,046 new units. The South End UCB area alone can accommodate up to 17,337 new units.

<sup>3</sup> Based on a linear growth rate of 1.43%/yr (assumes 492 persons per year) from the Licker Geospatial land economics and population forecast report. If only 80.4% of growth occurs within the UCB, the capacity within the UCB is equivalent to 90 years of growth.



With an already large UCB, every further UCB expansion lessens North Cowichan's ability to influence where new development happens.

**Expanding the UCB makes it more difficult and costly to manage the infrastructure capacity issues over both the short- and long-term.**

In North Cowichan today, the existing large UCB and more scattered growth are already creating a significant problem for infrastructure and capital planning, as discussed previously. Development that is not built in an orderly, sequential manner means infrastructure has to be constructed sooner than it otherwise would, and risks having insufficient end users connected to that infrastructure, making the per-user cost to fund operations and maintenance (and ultimately replacement) higher. By the time the area's development catches up, the infrastructure may already be years or decades old.

Good infrastructure planning relies on forecasts of where and when future development will occur to allow for the rightsizing of infrastructure. The larger the UCB, the more challenging it becomes to create such forecasts, as there is a significantly wider range of potential development outcomes. Trying to predict the development trajectory in the context of a large and expanding UCB requires much more guesswork. This is another reason why a UCB is a crucial growth-management tool.

For example, many of North Cowichan's water pipes need to be upgraded to provide sufficient flow to deliver fire-protection for more dense building forms (e.g., apartments, small-scale multi-unit developments on small lots). This is a very important safety issue that must be addressed with every new development. If higher density development is spread across different areas, it is likely that more sections of water pipes need to be upgraded, rather than multiple new apartments benefiting from the same infrastructure upgrades. The application north of Herd Road will trigger the need to construct another sanitary pump station, extend a sanitary trunk main outside the current UCB, and potentially upgrade several sections of water main sooner than otherwise necessary. Even though the development would be dense, compared (for example) to Morgan Maples, it still places an unnecessary burden on future taxpayers with no plan in place to reconcile the current funding shortfall, given that North Cowichan continues to set user fees and parcel taxes lower than needed to manage infrastructure assets properly. See Attachment 3 for more information about how the UCB expansion would impact infrastructure.

In Attachment 3, North Cowichan's Director of Engineering concludes, "Council should consider not supporting applications that encourage the extension of infrastructure outside of the 2022 UCB until more growth has been permitted to occur within the 2022 UCB area, and until some of the existing servicing issues are addressed."

## **Conclusion**

As staff have continuously stated, it is in the public interest to maintain the UCB in its current location with respect to the Bell McKinnon area. Expanding the UCB will potentially be costly to taxpayers and compound the difficulties inherent in infrastructure planning. Expanding the UCB in response to development applications rather than through a comprehensive OCP review prioritizes speculative private land investments over the interests of the broader community.

Between limited resources, high volumes of development applications, infrastructure servicing constraints, and sustained pressure from the provincial government, North Cowichan is facing extremely challenging conditions for facilitating development. As was explained in regard to the "Morgan Maples" application, any unplanned expansion of the UCB or infrastructure will exacerbate the challenges facing North Cowichan further.

This report outlines the next steps for the BMLAP Review and BMLAP Implementation. One of the core goals of BMLAP Implementation is to realize the vision of the BMLAP, which will take coordination and leadership from North Cowichan (as was explained in October 2024). The proposed UCB expansion may jeopardize the timely progression and economic viability of other, more advanced and appropriately located development proposals within the plan area, making it harder to realize the plan's vision. In the case of OCP00031, Council has chosen to proceed with the OCP amendments related to OCP00031 without requiring a financial analysis or conducting public engagement beyond the minimum required by legislation. This means Council is making related decisions with less information, rather than more, despite the significant potential impacts for the community.

Once Council makes its final decision regarding OCP00031 and the UCB expansion, the BMLAP Review project will resume. Staff will provide an update on next steps and timelines, reflecting the outcome of these decisions.

Staff are also working on a report for Council consideration that focuses on the infrastructure requirements and associated costs to facilitate development in various catchment areas.

## RECOMMENDATION

That the Committee of the Whole receives the report for information.

Report prepared by:



Christina Hovey, RPP, MCIP  
Project Planner

Report reviewed by:



Amanda J. Young, MCIP, RPP  
Director, Planning and Building

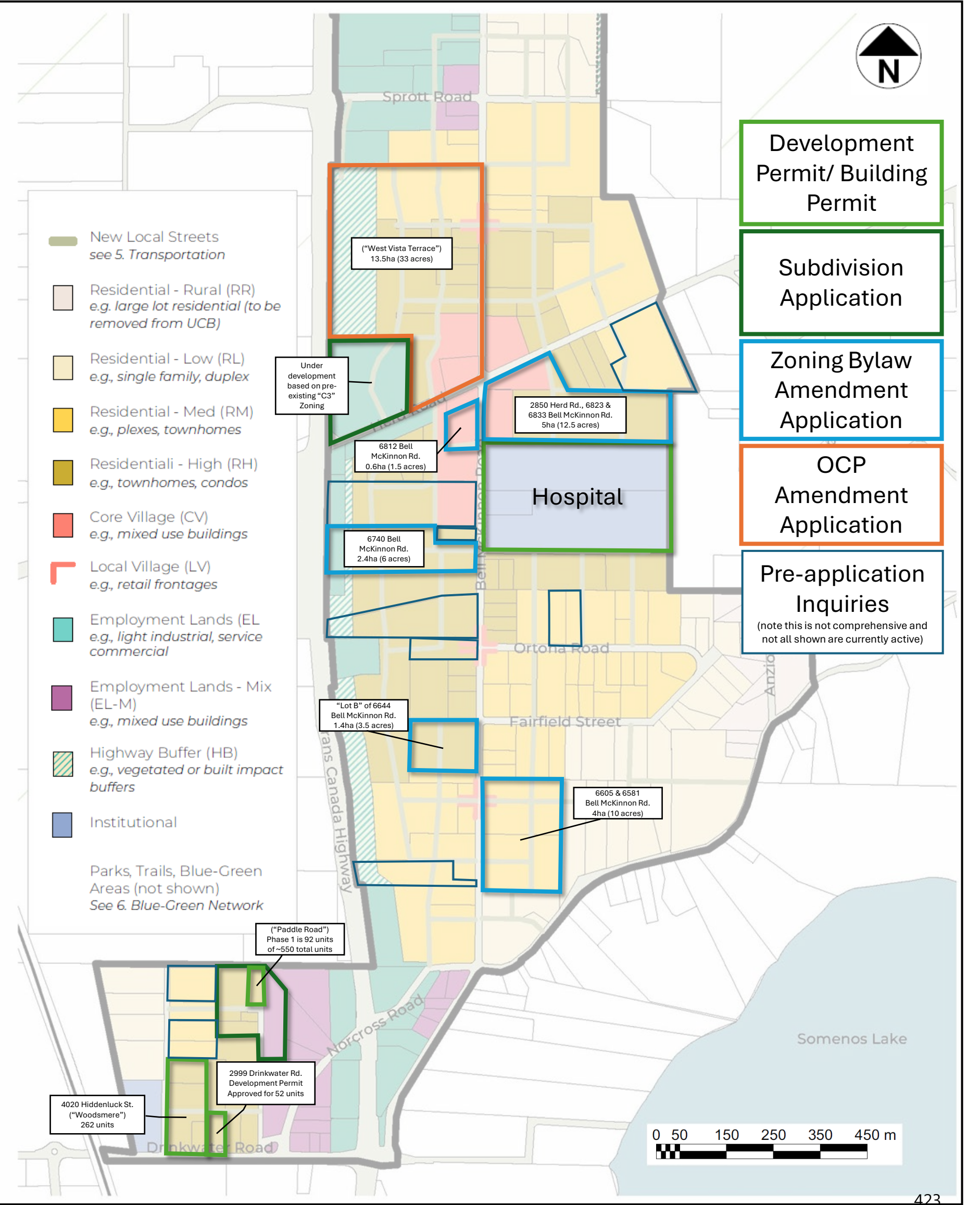
## Approved to be forwarded to Council:



Ted Swabey  
Chief Administrative Officer

### Attachments:

- (1) Development Activity in the Bell McKinnon Area
- (2) Memo - Understanding the Impact of the North of Herd Road OCP Amendment on the BMLAP Implementation Project (Christina Hovey, October 23, 2025)
- (3) Memo - Implications of the BMLAP North of Herd Road Decision re. Servicing Capacity (Clay Reitsma, October 22, 2025)



# Memo

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Date                    October 23, 2023

From                    Christina Hovey, RPP, MCIP, Project Planner

Subject                **Understanding the Impact of the North of Herd Road OCP Amendment  
on the BMLAP Implementation Project**

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The first step of creating a development concept is usually confirming the location and dimensions of the roads and parks. In the Bell McKinnon Area, this information conceptually comes from the Bell McKinnon Local Area Plan (BMLAP).

- The size/location of roads and parks impacts how much land is available for development, where the lot lines will be, and ultimately drives the size and location of the building footprints.
- In the Bell McKinnon Area, there are many
- properties with different owners and developers involved. It is our job as the Municipality to make sure that all the developments are coordinated towards creating a cohesive and functional neighbourhood. This won't happen by itself.
- The main tool for coordinating the different developments and setting up that functional neighbourhood is through the Bell McKinnon Local Area Plan (BMLAP)

However, staff have direction to review the BMLAP, including to revisit the park and road locations in the BMLAP. Until this is complete, staff and developers cannot rely fully on the information shown in the existing BMLAP. There are good reasons for revising the BMLAP, and it will ultimately result in more clarity for developers and make it easier for the Municipality to coordinate/realize the vision for the community.

- Work done since 2018 (when the BMLAP was adopted) resulted in identification of several challenges which led to direction from Council in October 2024 to revise the LAP including revising the road and park networks to better support the long-term vision of the community.
- As a key example of a challenge in the existing BMLAP, the "blue-green network" is one of the key components of the plan but, the "wildlife corridors" described in the text of the BMLAP are not shown on the maps, and the "conceptual park network" did not provide clarity on the preferred locations of parks, and recommends almost 20 separate parks in the area – which would be operationally challenging.
- For more information, this "Story Map" from October 2024, provides a visual step-by-step explanation of the challenges and recommendations for moving forward:  
<https://www.northcowichan.ca/BMLAP>

**Council direction to proceed with the OCP Amendment request for the property North of Herd Road and to review the Future Growth Area (FGA) in November 2024 forced the BMLAP Review project to be put on hold.**

- The direction from the OCP adopted in August 2022, was to remove the “future growth area” (FGA), the area north of Herd Road from the BMLAP.
- In November 20, 2024, Council directed staff to review the Future Growth Area (FGA).
- In the lead up to that meeting and during the “public input period” on November 20, 2024, Council heard from many people on both sides of the issue, showing this to be a controversial issue.
- Staff concluded that it would be impossible to initiate public engagement on the BMLAP Review until the question about the FGA was settled:
  - Asking people to comment on details like the road and park networks would be difficult while focus was on the bigger FGA question.
  - Reviewing and amending the BMLAP a second separate time for the area north of Herd Road would be inefficient and potentially confusing.

**Once the decision is reached for the FGA, the BMLAP Review project will resume.**

**The BMLAP Review project will take longer and require additional budget allocation to include the area north of Herd Road in the study area.**

- Most of the technical background work has already been completed for the area south of Herd Road (e.g., engineering studies for water and sanitary services, wildlife corridor/natural systems review).
- The technical background work will need to be replicated for the area north of Herd Road.
  - Staff are refining the projected budget for the project, but for context, the budget allocated for the technical work in the area south of Herd Road was \$240,000. The area north of Herd Road is smaller than the area to the South, on the other hand, inflation over the past few years has been high for these types of services.
  - The wildlife corridor/natural systems review must be completed before the other technical work, and depending on the weather conditions, may not be possible to complete until the spring.

**Meanwhile, developers in the BMLAP are waiting for the updated direction on the roads and parks network.**

- An early milestone of the BMLAP Review will be a draft of a revised road and park network.
  - Although nothing would be “final” until/unless a revised BMLAP is adopted by Council, in many cases the draft information would be enough to allow developers and staff to move applications forward.
  - As with the project overall, it will take longer to reach this milestone if the project includes the FGA.

- Although staff have attempted to keep the project moving, the reality is that several major applications (e.g., multiple buildings/phases) have been effectively “on hold” since spring of 2025.
  - Note that the wait for the BMLAP Review Project has not been the only complicating factor for these applications, which are also seriously impacted by servicing constraints.

#### **Implications of the North of Herd Road Decision on the 2024 Phasing Plan for the BMLAP**

- The existing [Council Policy – Phasing Plan for the Bell McKinnon Local Area Plan](#), was adopted by Council in October 2024.
- The existing Phasing Plan also states the following (subsection 6.2):  
 “Policies for internal phasing for the area within the Future Growth Phase should be developed concurrently with any OCP Amendment which brings all or part of the Future Growth Area into the UCB.”
- Accordingly, if the UCB is being amended, and to support the original objectives of the Phasing Plan, the Phasing Plan must be revised to properly incorporate the Future Growth Area (FGA). Council gave staff direction to report back on amendments to the Phasing Plan on September 3, 2025, when they gave first two readings to the OCP amendment bylaws related to the north of Herd Road application and the FGA.
- Incorporating the Future Growth Area into the Phasing Plan will require balancing each of the phases and adding a fourth phase (which was formerly the entirety of the area north of Herd Road). This may mean that as some of the properties north of Herd Road move into earlier phases, other properties south of Herd Road will need to move into later phases. More details will be provided in the upcoming staff report.



### Timeline of North of Herd Road Application (West Vista Terrace) and the FGA Review:

- *Sept 3, 2025 – Council gives 1<sup>st</sup> and 2<sup>nd</sup> Readings and directs staff to schedule a Public Hearing for OCP amendment bylaws for the application and the entirety of the Future Growth Area.*
- *June 18, 2025 – Council Direction to proceed to bylaw amendment readings without requiring an FIA.*
- *March/April 2025 – Applicant requests that information not be required for OCP amendment.*
- *December 18, 2024 – Staff requests additional information from applicant (Economic and Fiscal Impact Assessment (FIA)).*
- *November 20, 2024 – Council directed staff to proceed with processing OCP amendment application and with reviewing the Future Growth Area.*
- *April 30, 2024 – Reapplication for OCP amendment was received including payment.*
- *February 21, 2024 – Council denied application for OCP amendment.*
- *September 2023 – New application for OCP amendment for subject property was received.*
- *September 2022 – Original application was withdrawn following adoption of the 2022 OCP.*
- *August 2022 – Council adopts new OCP with area north of Herd Road shown as "Future Growth Area".*
- *December 2020 – Original application received for the subject property (this was a zoning bylaw amendment since, at the time the property was within the Bell McKinnon Growth Centre).*

# Memo

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Date                      October 22, 2025

From                     Clay Reitsma, M.Eng., P. Eng, Director of Engineering

Subject                 **Implications of the BMLAP North of Herd Road Decision re. Servicing Capacity**

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## Contents

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## Implications of the North of Herd Road Decision on the Development Cost Charges Bylaw Review Project

The area north of Herd Rd along with the Kingsview Comprehensive Development Plan (CDP) area were included in the population modelling as if they were still within the UCB. The reasons for taking this approach are different but are both related to servicing implications.

- 1) **Re the BMLAP North Area:** The significant loading that this area represents along with its designation as a future growth area warranted treating it differently from other areas outside of the UCB from a servicing perspective because it has a higher likelihood of advancing once buildout is approached within the 2022 UCB area. Further, in order to properly plan for offsite/downstream infrastructure, an area with such a large potential load needs to be factored into the sizing of infrastructure that will be built well in advance of the said area developing but will be used by the BMLAP North area.
- 2) **Re the Kingsview CDP Area:** This significant loading that this area represents, along with the Municipality committing to the said development through the Kingsview Phased Development Agreement, necessitated including this area as a load for infrastructure planning purposes.

Given that the loading for the said areas have been included in our master planning models, the resultant project lists making up the Develop Cost Charge (DCC) bylaws include allowances for the said areas.

HOWEVER, even with the said areas being included as loads in the infrastructure modelling, it is good practice to not develop areas more remote from existing infrastructure. For example the Kingsview development, one of the largest development areas in North Cowichan is growing from the lower elevations, nearer to existing servicing, followed by up the mountain, building the servicing as the development proceeds up the mountain. The BMLAP phasing plan adopted in October 2024, adopts these principles by proposing that development proceed radially out from Bell McKinnon Rd where there are existing trunk mains in place to service that development. Further the phasing plan generally contains development in the southern-most part of the BMLAP area, with the area north of Herd Road designated as a future growth area. Development that is not built in an orderly, sequential manner, means that major trunk mains have to be constructed sooner than they otherwise would with some risk that there may not be enough funds in the Municipality's DCC reserves to construct the said infrastructure.

### **Significant Servicing Implications of Moving the Urban Containment Boundary**

#### ***Sanitary: Berkley Pump Station***

The Berkley Pump Station (PS) is a constraint to growth. While work has progressed to increase the capacity of the Berkley PS, there is a limit to how much the capacity can be increased due to significant downstream constraints in the Duncan sanitary collection system (lack of pipe capacity and constraints at the Marchmont PS). After upgrades the capacity will be expanded to allow for another 1,300 ERUs of land development.

Figure 1 shows the capacity remaining in Berkley PS based on ENCUMBERED applications (design loading basis) AFTER the upgrades are constructed (red bars show capacity remaining). There is insufficient capacity to service the entire Bell McKinnon and Berkeys Corner areas. There is just enough capacity to service the Bell McKinnon West and Berkeys Corner areas.

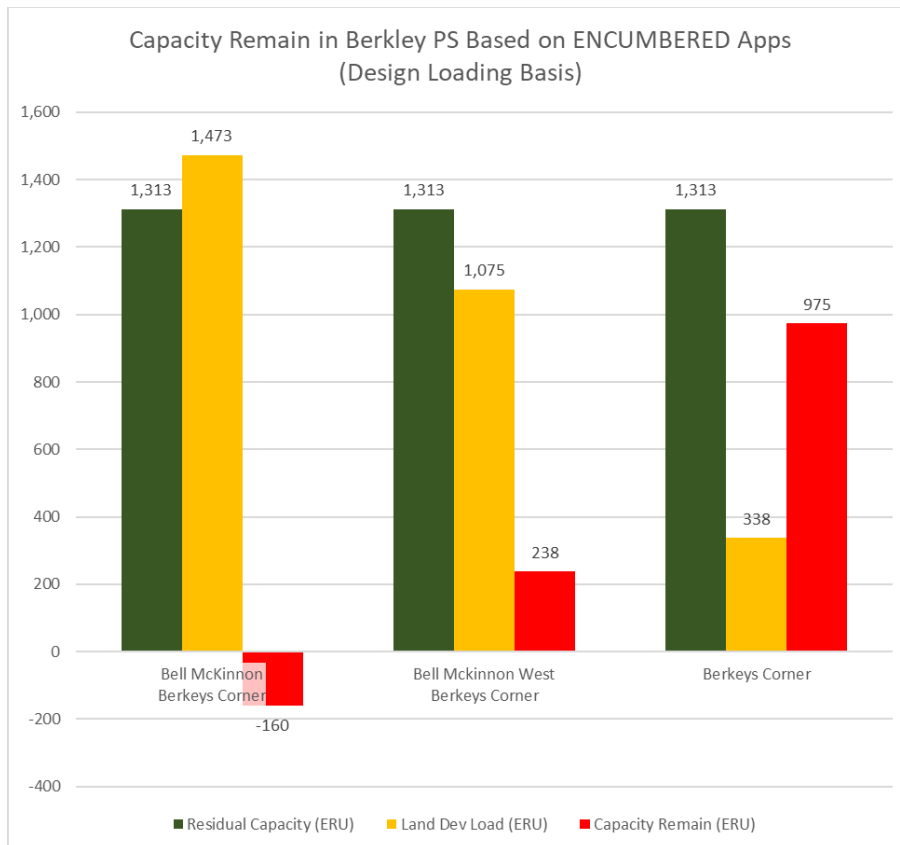


Figure 1 Capacity remaining in Berkley PS after upgrades (encumbered applications; design loading basis).

Figure 2 shows the capacity remaining in Berkley PS based on ALL applications (design loading basis) AFTER the upgrades are constructed (red bars show capacity remaining). There is insufficient capacity to service the entire Bell McKinnon and Berkeys Corner areas or even the Bell McKinnon West and Berkeys Corner areas. There is barely enough capacity to service just the Berkeys Corner area.

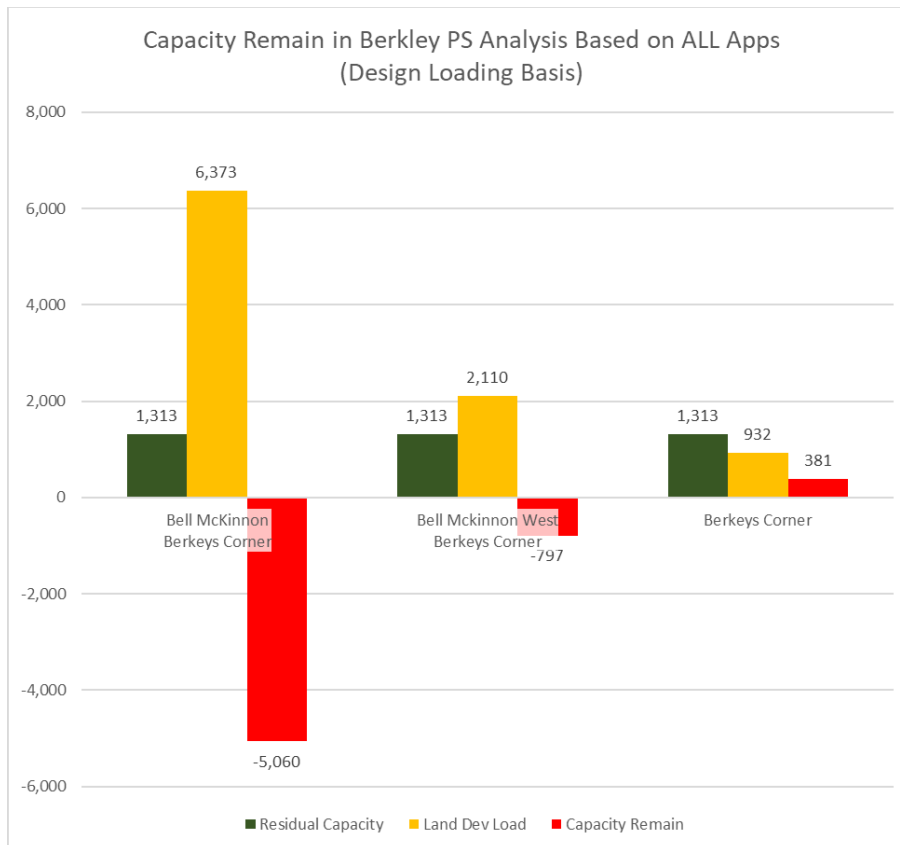


Figure 2 Capacity remaining in Berkley PS after upgrades (all applications; design loading basis).

In order to unlock development in the Bell McKinnon area (particularly in the section to the east of the TCH) it will be necessary to construct a new pump station. The new pump station would be designed to service the Bell McKinnon East area, the Bell McKinnon West area and the northern-most section of the Berkley area. to service the Bell McKinnon area. The pump station, the inlet gravity pipe and the outlet forcemain will cost in the order of \$33.0 M.

### ***Sanitary: JUB Sewage Treatment Plant***

There is currently a \$4.5M expansion underway to increase the capacity of the JUB STP by installing additional aeration headers in Cell 1 and a new blower. Once the upgrades are completed (estimated early 2026) the capacity status is shown in Table 1

Table 1 JUB STP capacity status after 2025 expansion (design load basis).

| Scenario        | Residual Capacity (ERU) | Load (ERU) | Capacity Remain (ER) |
|-----------------|-------------------------|------------|----------------------|
| Encumbered Apps | 6,592                   | 3,399      | 3,193                |
| All Apps        | 6,592                   | 8,505      | -1,913               |

While all of the applications will not connect in the near term, the significant number of applications suggests that it will be necessary to start planning for upgrades to Cell 2 which are currently estimated to be in the \$13.8 M range.

### ***Water: Pressure Zone 1 Reservoir Capacity***

Design will be commencing shortly on the new Mt. Prevost Reservoir to accommodate increased water demand in the lower pressure zone where the Bell McKinnon, Berkeys Corner and University Village areas are located. The current status of the reservoir storage capacity for Pressure Zone 1 is provided in Table 2.

Table 2 South End Pressure Zone reservoir storage assessment (design load basis).

| Scenario        | Residual Capacity (ERU) | Load (ERU) | Capacity Remain (ER) |
|-----------------|-------------------------|------------|----------------------|
| Encumbered Apps | 3,344                   | 2,019      | 1,325                |
| All Apps        | 3,344                   | 7,111      | -3,767               |

The cost of the reservoir, inlet piping, outlet piping, booster pump station and pressure reducing station is approximately \$24.0 M.

### ***Water: Boys Rd Pump Station***

Of more concern is the capacity of the Boys Rd PS. The current status of the Boys Rd PS capacity is provided in Table 3.

Table 3 Boys Rd Pump Station capacity assessment (design load basis).

| Scenario        | Residual Capacity (ERU) | Load (ERU) | Capacity Remain (ER) |
|-----------------|-------------------------|------------|----------------------|
| Encumbered Apps | 3,701                   | 3,385      | 316                  |
| All Apps        | 3,701                   | 9,396      | -5,695               |

The residual capacity is limited. There are concerns around increasing the station capacity given its close proximity to the Cowichan River. Therefore, staff will be including a line item in the 2026 budget to identify an additional supply at a location that is not as close to the Cowichan River (see the section on the status of the South End Water Licence).

### ***Water: South End Water Licence***

The most pressing concern is the status of the South End Water Licence. The current status is provided in Table 4.



Table 4 South End Water licence capacity assessment (design load basis; average day demand limit).

| Scenario        | Residual Capacity (ERU) | Load (ERU) | Capacity Remain (ER) |
|-----------------|-------------------------|------------|----------------------|
| Encumbered Apps | 3,882                   | 3,255      | 627                  |
| All Apps        | 3,882                   | 9,396      | -5,194               |

See commentary in the section on Boys Rd Pump Station. Securing additional water license capacity will likely be a lengthy exercise due to the need to provide sufficient data to the Province showing no net negative impact to aquifer and surface water sources.

### ***In Closing***

There are currently a very large number of encumbered applications that are stressing our utilities. When the unit count is considered for all applications in-stream there is clearly insufficient capacity in our utilities. There are high number of non-encumbered applications already in-stream that reside within the 2022 UCB boundary. It makes no sense to allow applications to advance outside of the 2022 UCB given this situation. See also the section on available land for development within the UCB for further explanation.

The application north of Herd Road that is under reconsideration is proposing in the order of 2,400 ERUs. If allow to proceed, the said development will consume capacity that will not be available to other applications that are proceeding in sequence in a manner that is consistent with the adopted BMLAP phasing plan.

### **Quantity of Developable Land Within the South End 2022 UCB**

There is little rationale for allowing a large development located outside the 2022 UCB to proceed out of sequence given the amount of land available for development within the 2022 UCB area. Even after consideration is given to the amount of land development in-stream, whether encumbered or not, there is still a significant amount of developable land within the 2022 UCB for additional applications. Even a conservative estimate shows that the 2022 UCB can accommodate close to three times the 20-year housing needs projection of 7,023 units. Further, the potential load to the Municipality's utilities is far more than the utilities can accommodate without significant upgrades are discussed previously. Note also that the upgrades listed are only the point assets and associated pipe upgrades. The potential costs for water main upgrades are significant.

The charts shown in Figure 3, Figure 4, and Figure 5 show the ERUs of growth that can be accommodated on the land in the South End 2022 UCB area based on the existing land designations in the OCP considering a non-Bill 44 buildout scenario (e.g., without considering that each single-family lot now has zoning permission for 4 residential units). The charts shown

in Figure 6, Figure 7, and Figure 8 show the ERUs of growth remaining in the South End 2022 UCB area based on a Bill 44 buildout scenario.

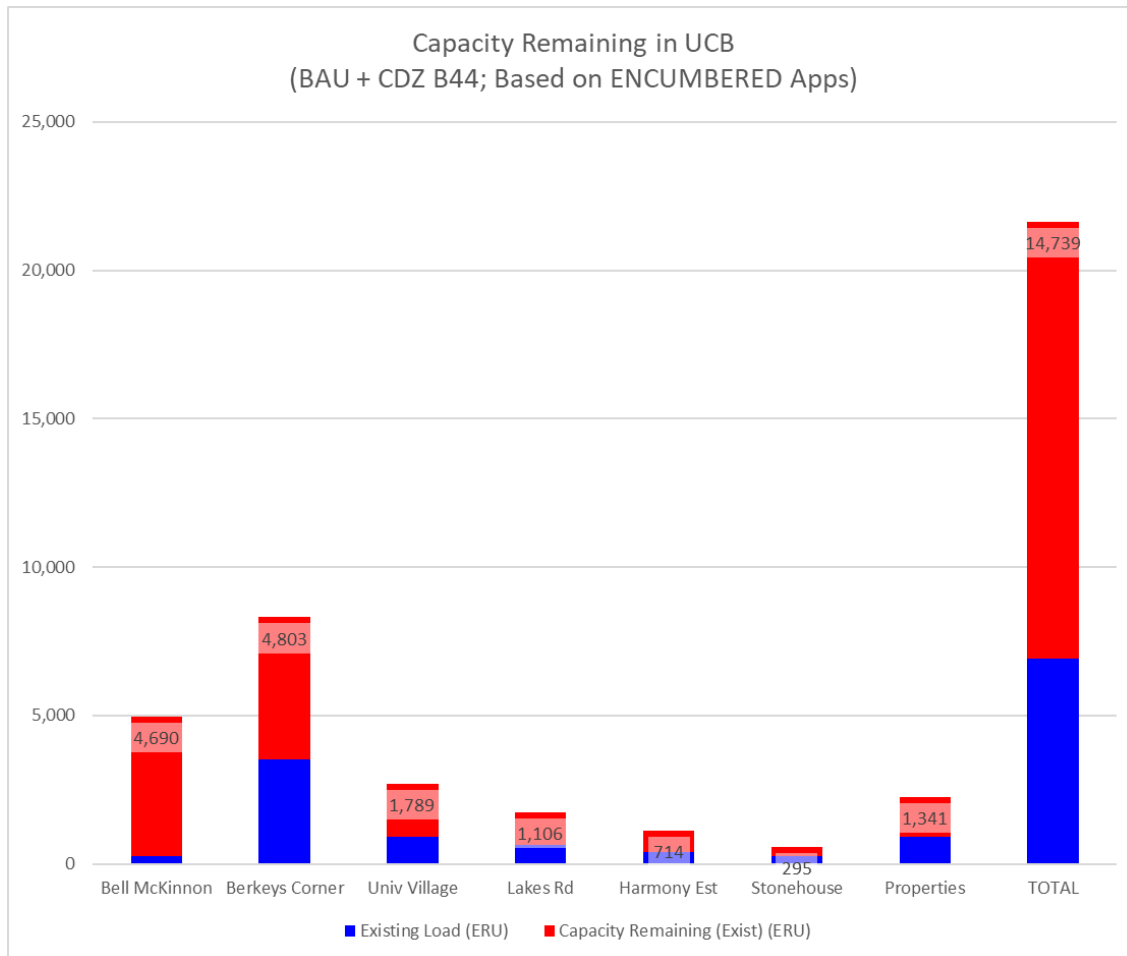


Figure 3 Growth that can be accommodated within the South End 2022 UCB area existing OCP land use designations (based on non-Bill 44 case and EXISTING connections).

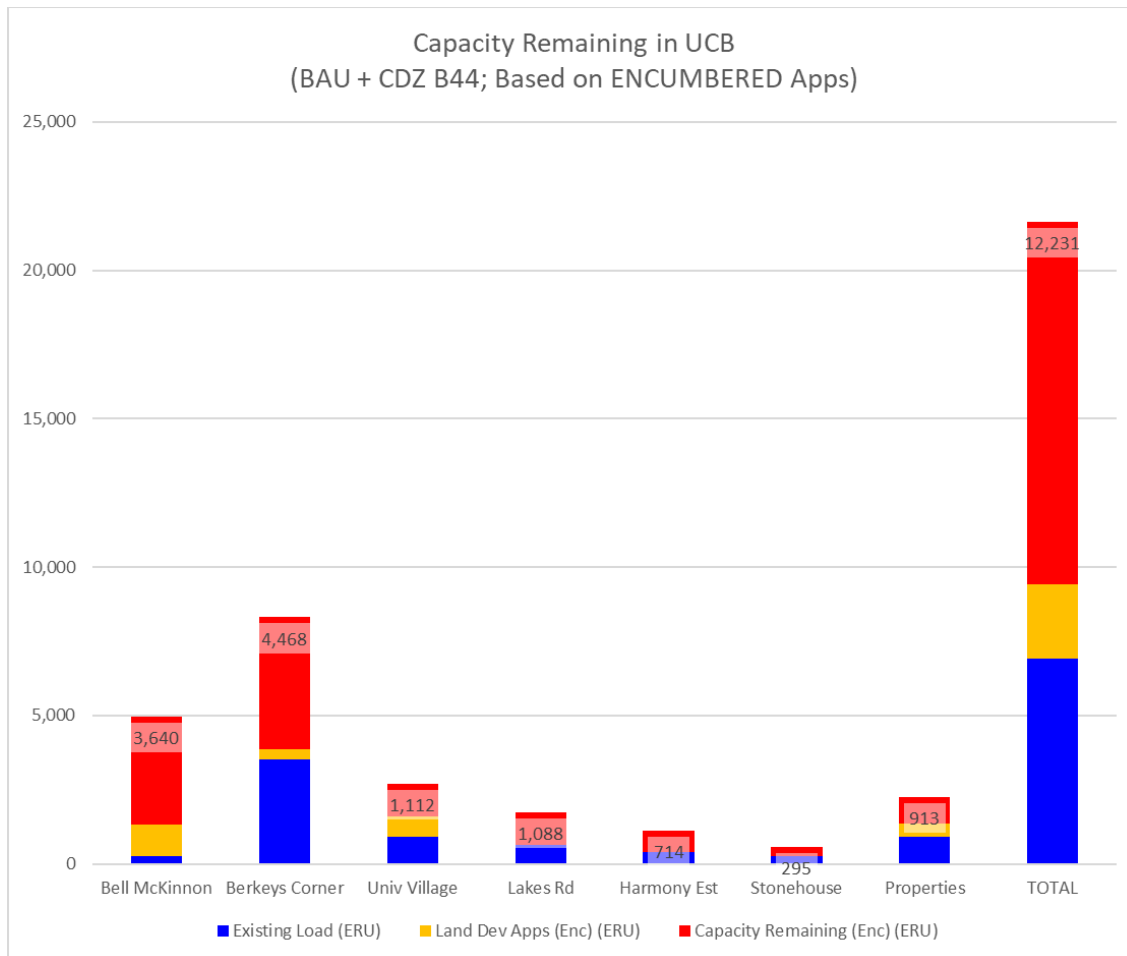


Figure 4 Growth that can be accommodated within the South End 2022 UCB area existing OCP land use designations (based on non-Bill 44 case and ENCUMBERED applications).

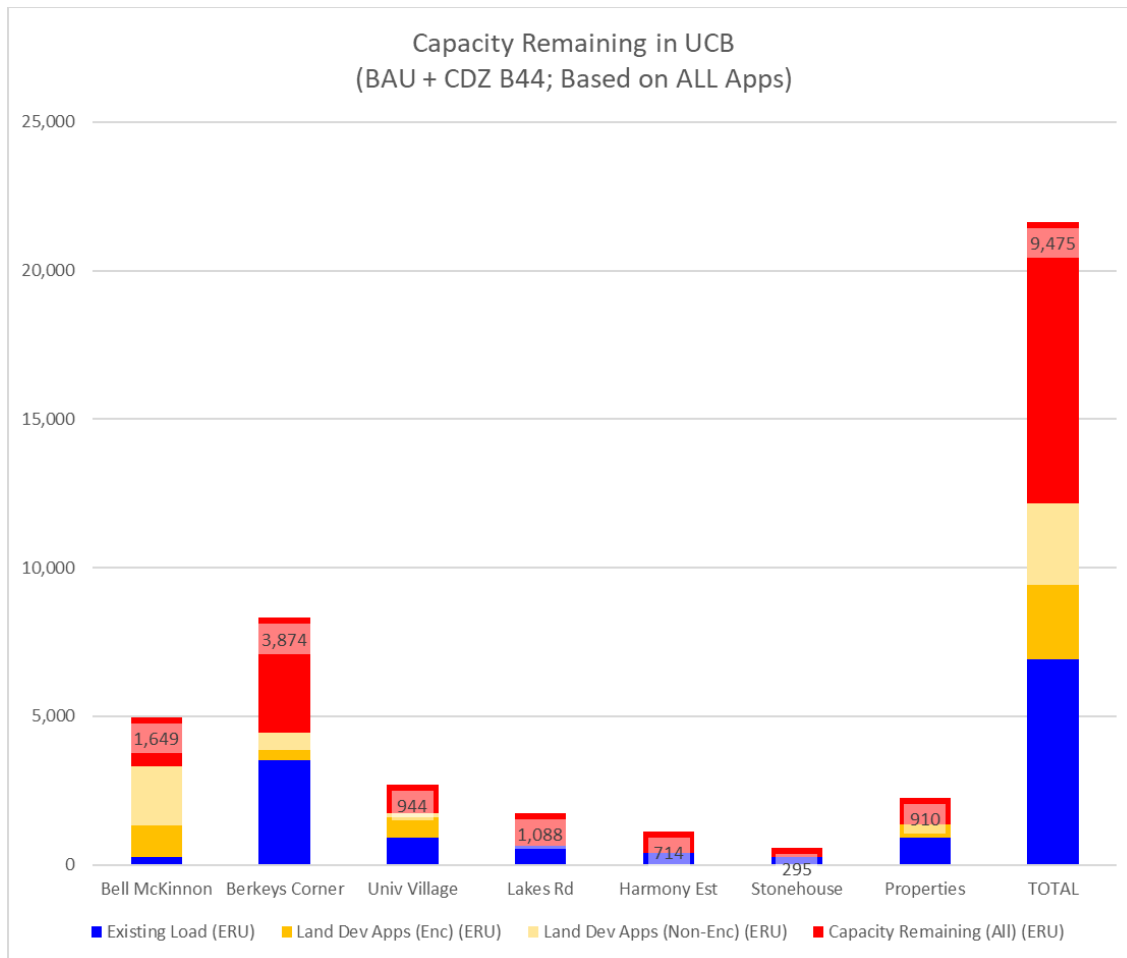
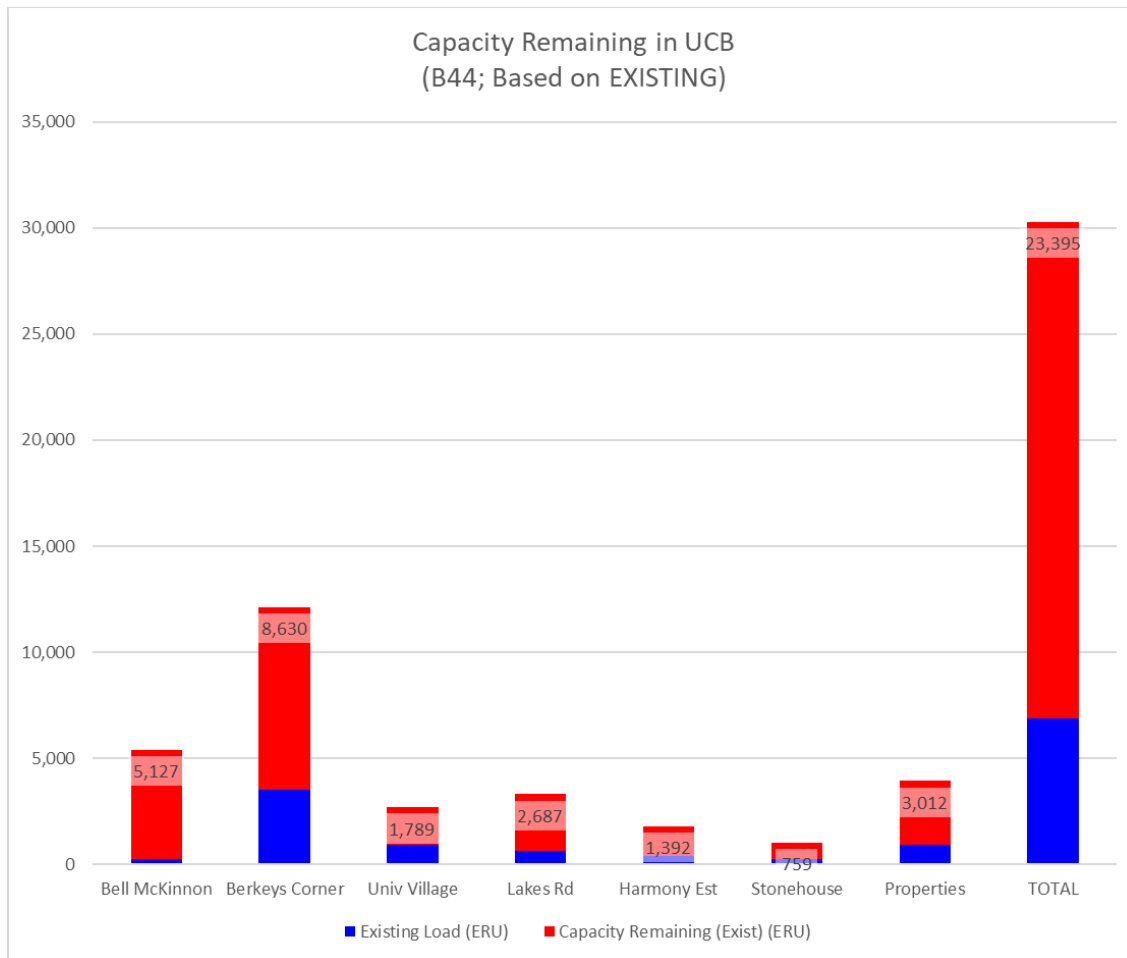


Figure 5 Growth remaining within the South End 2022 UCB area (based on non-Bill 44 case and ALL applications).



**Figure 6** Growth remaining within the South End 2022 UCB area (based on Bill 44 case and EXISTING connections).

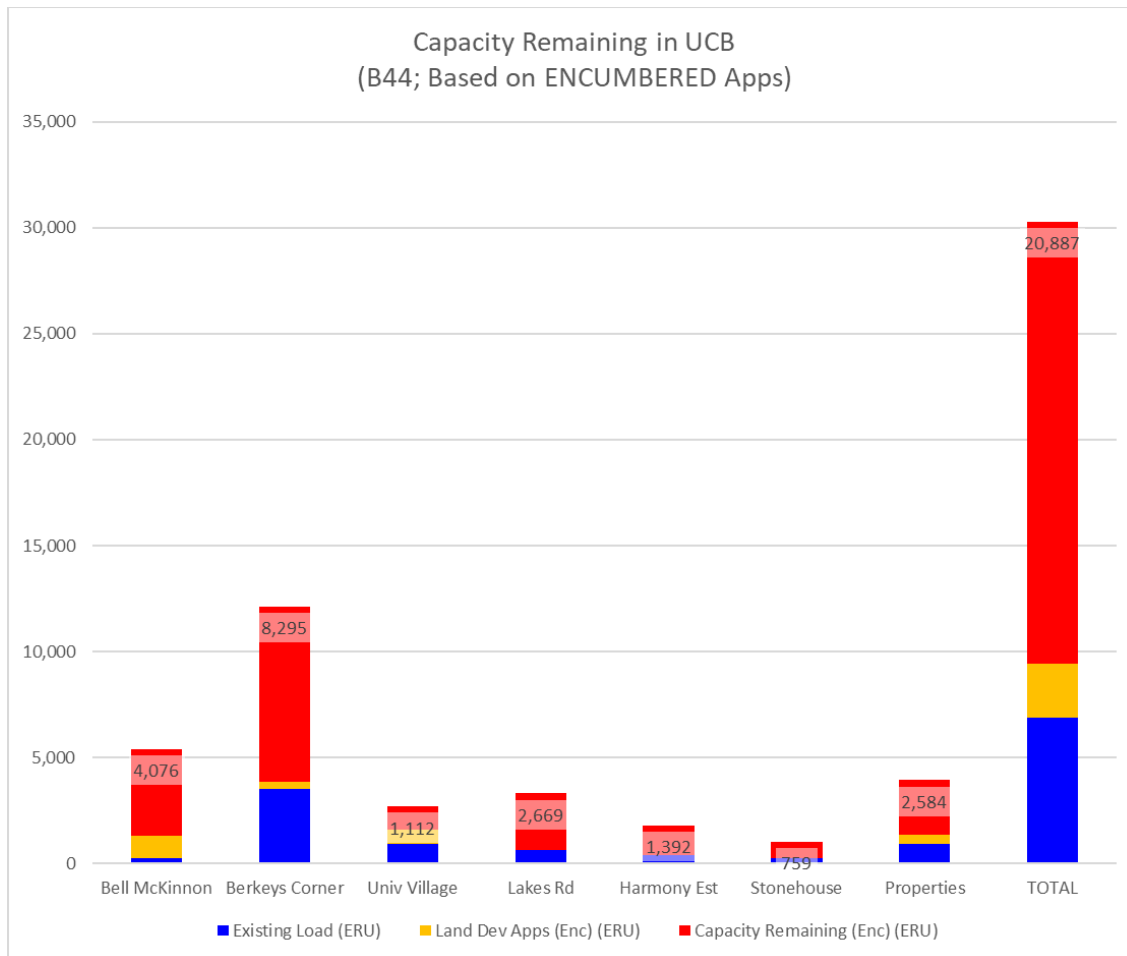


Figure 7 Growth remaining within the South End 2022 UCB area (based on Bill 44 case and ENCUMBERED applications).



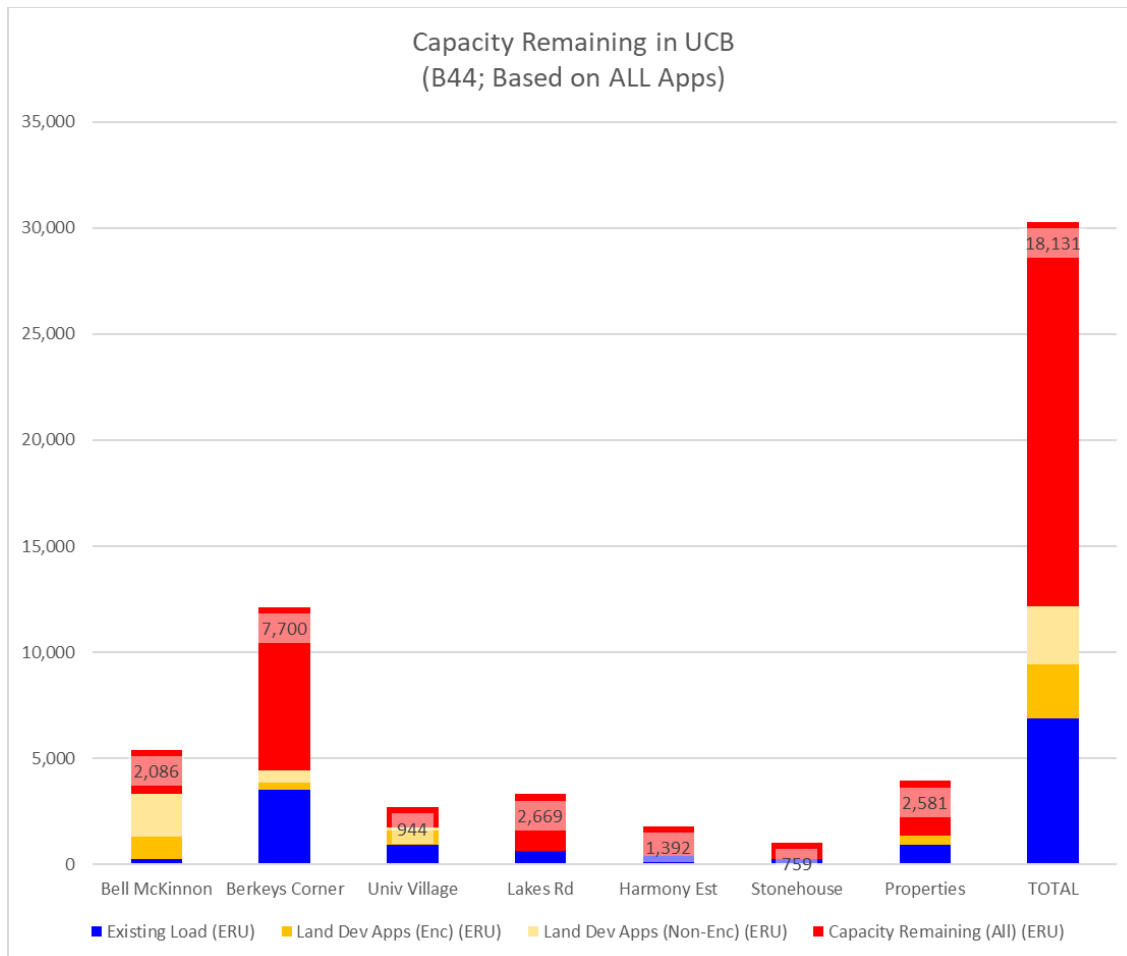


Figure 8 Growth remaining within the South End 2022 UCB area (based on Bill 44 case and ALL applications).

Even when one considers all applications in-stream, there is a significant amount of developable capacity available (red bars) within the existing OCP's land use designations. There is no need to allow for out-of-sequence development outside of the South End 2022 UCB given the amount of developable land available within the UCB and in consideration of the servicing constraints associated with our utilities.

Council should also consider that many developers have developed their pro-forma on the basis of the sites that they have chosen reside within what they thought was Councils direction on where it wanted the majority of growth to be focused; that is to say within the South End 2022 UCB area. Allowing development to occur outside the South End 2022 UCB has the potential to compromise the efficacy of their pro-forma and further will consume residual capacity within out utilities and triggering upgrades sooner and out of sequence.

## **On the Matter of Land Development Paying for Itself**

There are reasons to want to encourage land development; for example to increase the amount of housing stock in an attempt to provide more affordable housing. While higher density housing has more chance of paying for itself in the sense that it tends to have a smaller footprint, higher density, variety, at current tax rates NO DEVELOPMENT is paying its way when one looks at it from a lifecycle cost basis (that is to say when one assumes not only the initial capital cost, but also the ongoing maintenance and capital renewal costs). While it is true that a denser form of development will tend to result in a lower total tax burden to cover maintenance/capital renewal costs, the current tax rates are too low so ANY new development will place a burden on future taxpayers who must bear not only the underfunding of existing assets, but also the underfunding of future assets.

Land development, even denser development, that occurs out of sequence and outside the UCB will make the aforementioned situation worse. The recent Morgan Maples application is a prime example of how a dense pocket of development will place a higher burden on future taxpayers due to the potential need to construct a relatively expensive sewage treatment plant and lengthy trunk main in the future to service the said development. The said infrastructure will have to be maintained, and eventually replaced, at a significant cost per door to build, and with insufficient revenue to maintain and replace the infrastructure due to its relatively high per door cost. In the case of the application north of Herd Rd the same would apply (albeit in a less obvious way due to its' relatively close proximity to the UCB) through the need to construct another sanitary pump station, extend a sanitary trunk main outside the UCB, and potentially upgrade several sections of water main sooner than necessary. Even though the said development would be denser in nature, compared to Morgan Maples, it still places an unfunded burden on future taxpayers that will eventually need to be reconciled. Figure 9 shows the infrastructure that is expected to be necessary to service the BMLAP Future Growth Area (red text boxes refer to sanitary infrastructure, blue text boxes refer water infrastructure). The projects north of Herd Rd are ADDITIONAL projects that are not needed, to service the developments south of Herd Road.

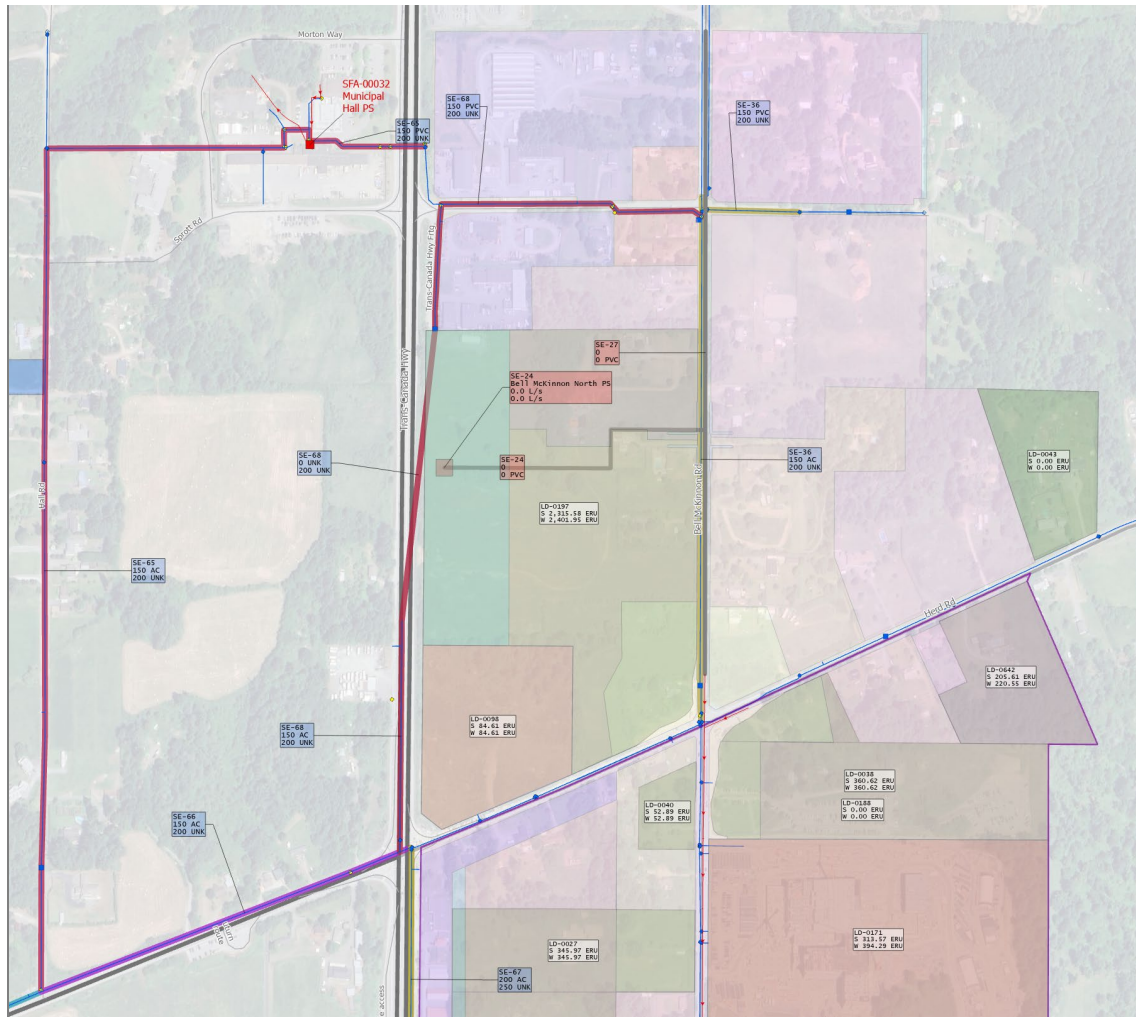


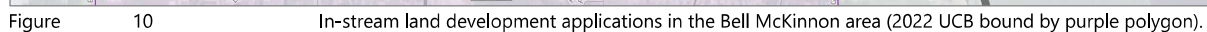
Figure 9 Water and sanitary infrastructure within the BMLAP Future Growth Area that will be necessary to service future development.

To be clear, for the most part development covers the cost of new infrastructure built solely for development, although at times such new infrastructure can offer benefit to existing users in terms of capacity. The costs are covered through the developer outright paying for the frontage infrastructure and the payment of DCC charges. Further, if the Benefit Factor for DCC projects are set properly then development would be made to pay its fair share for upgraded infrastructure as well. In such circumstances, development IS paying its way in the sense that it is fairly paying for the capital cost of infrastructure.

The issue we face is the long-term maintenance/capital renewal costs that are imposed on the taxpayers who subsequently live in those developments and use that infrastructure to its' end of life. These costs should not be paid for by developers. Rather, users of the infrastructure should be paying through the setting of appropriate user fees and parcel taxes to cover the usage and replacement.

Council should consider not supporting applications that encourage the extension of infrastructure outside of the 2022 UCB until more growth has been permitted to occur within the 2022 UCB area, and until some of the existing servicing issues are addressed.

## **APPENDIX A: South End Land Development Application Maps**





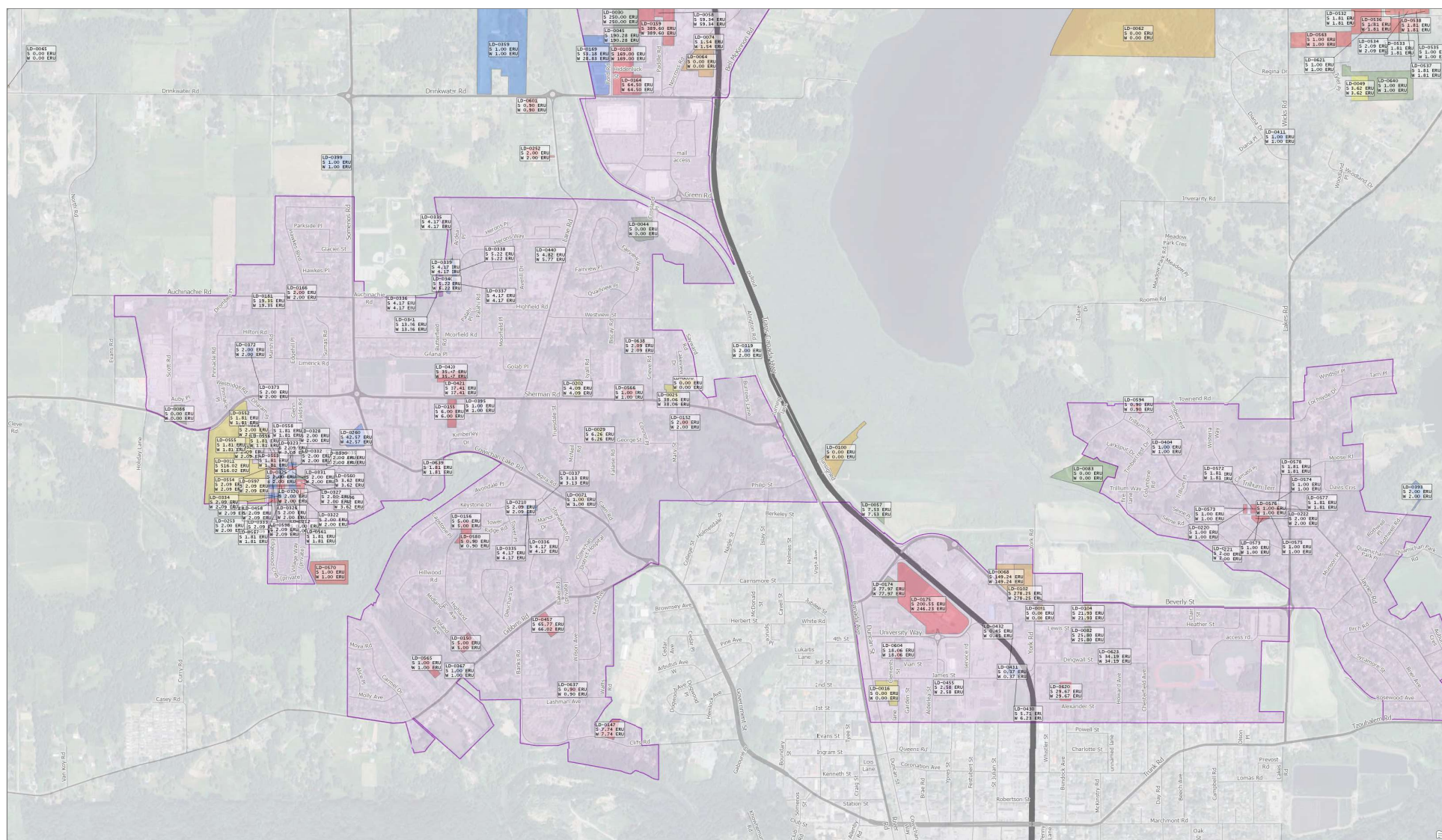
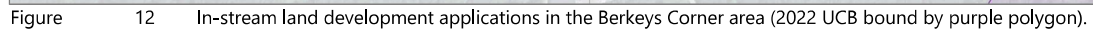


Figure 11 In-stream land development applications in the Berkeys Corner, University Village and Lakes Rd areas (2022 UCB bound by purple polygon).





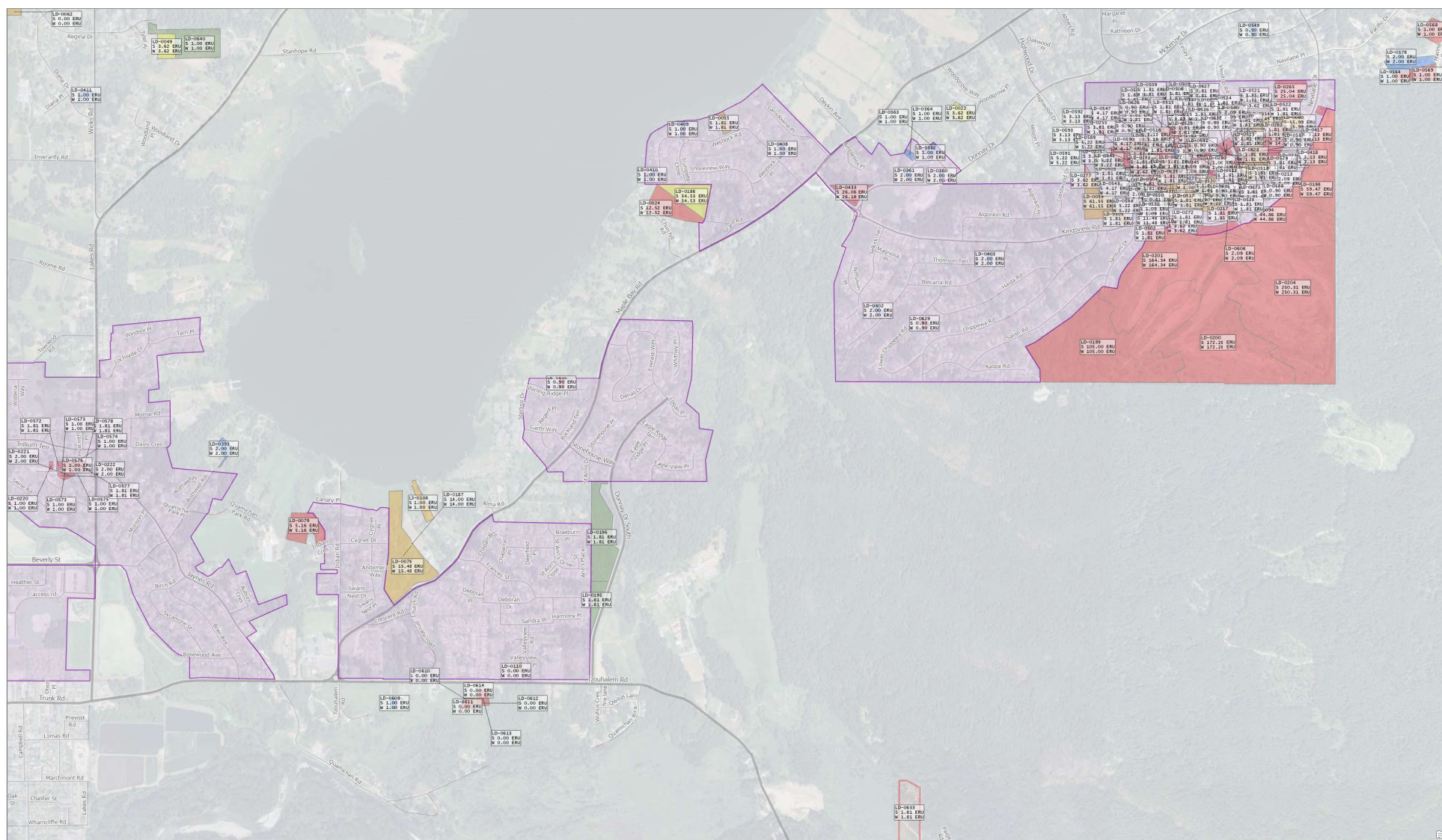
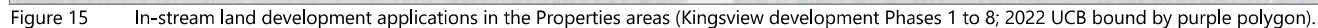


Figure 13 In-stream land development applications in the Lakes Rd, Harmony Estates, Stonehill, and Properties areas (2022 UCB bound by purple polygon).









# **COUNCIL RESOLUTIONS**



5. Develop a minor municipal gateway sign design and install at key border points and/or as markers to village boundaries and incorporate this into the 2027 business planning and budget process, up to \$75,000, and additional locations in subsequent years, as funding permits.
6. Develop a complete North Cowichan wayfinding sign strategy as part of the 2027 business planning and budget process, up to \$95,000. (Opposed: Justice)  
CARRIED

IT WAS MOVED AND SECONDED:

THAT Council directs staff to seek further direction to consider alternative locations for the gateway sign on highway 1 for northbound traffic, to be included in business planning. CARRIED

IT WAS MOVED AND SECONDED:

That Council include the City of Duncan entry signs for discussion at the next joint meeting with the City of Duncan. (Opposed: Justice)  
CARRIED

IT WAS MOVED AND SECONDED:

That Council authorize the Mayor to write a letter to the City of Duncan, requesting that they relocated their City of Duncan signs to within their boundaries. (Opposed: Justice)  
CARRIED

## 9.2 Cowichan Neighbourhood House Association – 2025 Grant-in-Aid

IT WAS MOVED AND SECONDED:

THAT Council approve the annual grant-in-aid amount of \$45,000 to the Cowichan Neighbourhood House Association for 2025. (Opposed: Caljouw, Findlay, Manhas)  
DEFEATED

IT WAS MOVED AND SECONDED:

THAT Council approve the annual grant-in-aid amount of \$41,000 to the Cowichan Neighbourhood House Association for 2025. CARRIED

## 9.3 OCP Amendment Application for 12.5 Ha Area North of Herd Road

IT WAS MOVED AND SECONDED:

THAT Council directs staff to:

- a. proceed with processing application OCP00031 and draft an amendment to Official Community Plan Bylaw No. 3900, 2022, for consideration by Council, and
- b. initiate a separate OCP amendment respecting the remainder of the "Future Growth Area" designation in the Official Community Plan. (Opposed: Douglas, Justice)  
CARRIED

The meeting recessed at 6:59 p.m. and reconvened at 7:07 p.m.

## 9.4 Duncan Paving Contract – Recommendation to Award

IT WAS MOVED AND SECONDED:

THAT Council authorize the Mayor and Corporate Officer to sign a two-year contract between the Municipality of North Cowichan and Duncan Paving, with an option to extend for an additional two years by mutual agreement, to provide paving services. CARRIED

## 11. REPORTS

### 11.1 2024 North Cowichan Annual Report

The Corporate Officer provided the following summary: The Annual Report was posted to the website and printed copies were available for inspection at the front counter on June 3, 2025. Notice seeking public comments on the Annual Report was posted to the noticeboard, website and social media on May 28, 2025 and in the local newspaper on June 4, 2025.

The Corporate Officer advised that one submission was received from a resident who congratulated staff on an exceptional Annual Report, and with a question related to revenues where grants fell short of expectations. The question was what is the outlook for the entire revenue category going forward?

The Mayor provided the public with an opportunity to comment or ask questions about the annual report. Council received no comments or questions about the Annual Report.

IT WAS MOVED AND SECONDED:

THAT Council accepts the 2024 Annual Report.

CARRIED

Council recessed the meeting at 6:55 p.m. and reconvened at 8:05 p.m.

### 11.2 Early Consideration - Official Community Plan Amendment 3499 Henry Road

IT WAS MOVED AND SECONDED:

THAT Council directs staff to proceed with processing application OCP00033 and to draft amendments to both Official Community Plan Bylaw No. 3900, 2022 and Zoning Bylaw No. 2950, 1997, for consideration by Council, subject to a new land use designation specific to this property (3499 Henry Road).

NO VOTE WAS TAKEN

IT WAS MOVED AND SECONDED:

THAT Council refers the following motion, that was moved and seconded only, to staff to prepare a report on how to implement a new land use designation site specific to 3499 Henry Road; and to clarify the issues around Bill 44, and other issues associated with how this would be implemented:

*THAT Council directs staff to proceed with processing application OCP00033 and to draft amendments to both Official Community Plan Bylaw No. 3900, 2022 and Zoning Bylaw No. 2950, 1997, for consideration by Council, subject to a new land use designation specific to this property (3499 Henry Road).*

(Opposed: Douglas)

CARRIED

### 11.3 OCP Application North of Herd Road – Request for Information

THAT Council directs staff to bring forward a bylaw to amendment to Official Community Plan No. 3900, 2022 to expand the urban containment boundary and change the land use designation to facilitate rezoning for the subject property consisting of PIDs: 005-830-061; 005-649-404; 024-188- 404; 024-188-891; 000-961-744; 014-547-368; and 012-019-143.

(Opposed: Douglas)

CARRIED

**10.1 Delegation of Authority Amendment Bylaw No. 4009, 2025 for adoption**

IT WAS MOVED AND SECONDED:

That Council adopt Delegation of Authority Amendment Bylaw No. 4009, 2025.

CARRIED

**10.2 Zoning Amendment Bylaw No. 4017, 2025 for adoption**

IT WAS MOVED AND SECONDED:

THAT Council adopt Zoning Amendment Bylaw No. 4017, 2025.

CARRIED

**10.4 Bell McKinnon Local Area Plan Implementation – OCP Review – Future Growth Area**

IT WAS MOVED AND SECONDED:

1. THAT Council, having considered Section 475 of the *Local Government Act*, and in particular the matters set out in subsections (2)(a) and (b), resolves that:
  - a. the following entities are the only persons, organizations and authorities that require opportunities for consultation:
    - i. Quw'utsun Nation
    - ii. Island Health (due to proximity to the hospital)
    - iii. Agricultural Land Commission
  - b. consultation should be early but need not be ongoing;
  - c. staff be directed to refer Official Plan Amendment Bylaws No. 4028 and No. 4029 to the listed entities; and,
  - d. the described referral constitutes a sufficient consultation process for Bylaws No. 4028 and No. 4029.
2. THAT Council directs staff to refer Bylaws No. 4028 and No. 4029 to the Cowichan Valley School District pursuant to Section 476 of the *Local Government Act*,
3. THAT Council, having considered the housing needs report pursuant to Section 473.1(2) of the *Local Government Act*, gives first and second reading to Official Community Plan Amendment Bylaw No. 4028, 2025 and Official Community Plan Amendment Bylaw No. 4029, 2025.
4. THAT Council considers Bylaws No. 4028 and No. 4029 in conjunction with the 2025-2029 Financial Plan, the Cowichan Valley Regional District Solid Waste Management Plan and the Cowichan Valley Regional District Central Sector Liquid Waste Management Plan.
5. THAT Council directs staff to schedule a Public Hearing for Bylaws No. 4028 and No. 4029 pursuant to Section 464(1) of the *Local Government Act*.
6. THAT Council directs staff to provide a report on amending the "Council Policy: Phasing Plan for the Bell McKinnon Local Area Plan".

(Opposed: Douglas, Istace, Justice)

CARRIED

**10.5 Building Bylaw Amendment Bylaw No. 4032, 2025 for first three readings**

IT WAS MOVED AND SECONDED:

THAT Council gives first, second and third reading to Building Bylaw Amendment Bylaw No. 4032, 2025.

(Opposed: Douglas, Istace, Justice)

CARRIED

### 3.2 Changes to Order of Business

IT WAS MOVED AND SECONDED:

THAT the agenda be adopted as circulated.

CARRIED

## 4. MAYOR'S REPORT

Mayor Douglas provided a verbal update on meetings and activities he recently attended.

## 5. PUBLIC INPUT ON AGENDA ITEMS

Council received public input from 8 members of the public regarding agenda items #2.1.3, 2.2.1, 7.1, 9.2, 9.3 10.2 and 11.3.

## 6. PRESENTATIONS AND PETITIONS

### 6.1 Presenters

#### 6.1.1 A Stronger Future Through Partnership - MP Jeff Kibble

MP Jeff Kibble provided a presentation to share his priorities and answered questions from Council.

## 7. UNFINISHED AND POSTPONED BUSINESS

### 7.1 Reconsideration of Bell McKinnon Local Area Plan Implementation – OCP Review – Future Growth Area

Mayor Douglas exercised the authority granted under s. 131 of the *Community Charter* to require Council to reconsider and vote again on this item, which was originally passed at the September 3, 2025 regular Council meeting.

IT WAS MOVED AND SECONDED:

THAT Council consider deferring this item until after staff have provided a report on the establishment of North Cowichan's infrastructure phasing plan.

(Opposed: Douglas, Caljouw, Findlay, Hogg, Istace, Justice)

DEFEATED

IT WAS MOVED AND SECONDED:

1. THAT Council, having considered Section 475 of the Local Government Act, and in particular the matters set out in subsections (2)(a) and (b), resolves that:
  - a. the following entities are the only persons, organizations and authorities that require opportunities for consultation:
    - i. Quw'utsun Nation
    - ii. Island Health (due to proximity to the hospital)
    - iii. Agricultural Land Commission
  - b. consultation should be early but need not be ongoing;
  - c. staff be directed to refer Official Plan Amendment Bylaws No. 4028 and No. 4029 to the listed entities; and,
  - d. the described referral constitutes a sufficient consultation process for Bylaws No. 4028 and No. 4029.

2. THAT Council directs staff to refer Bylaws No. 4028 and No. 4029 to the Cowichan Valley School District pursuant to Section 476 of the Local Government Act,
3. THAT Council, having considered the housing needs report pursuant to Section 473.1(2) of the Local Government Act, gives first and second reading to Official Community Plan Amendment Bylaw No. 4028, 2025 and Official Community Plan Amendment Bylaw No. 4029, 2025.
4. THAT Council considers Bylaws No. 4028 and No. 4029 in conjunction with the 2025-2029 Financial Plan, the Cowichan Valley Regional District Solid Waste Management Plan and the Cowichan Valley Regional District Central Sector Liquid Waste Management Plan.
5. THAT Council directs staff to schedule a Public Hearing for Bylaws No. 4028 and No. 4029 pursuant to Section 464(1) of the Local Government Act.
6. THAT Council directs staff to provide a report on amending the "Council Policy: Phasing Plan for the Bell McKinnon Local Area Plan.

(Opposed: Douglas, Istace, Justice)

CARRIED

## 8. BYLAWS

### 8.1 Zoning Amendment Bylaw No. 4018, 2025 for adoption

IT WAS MOVED AND SECONDED:

THAT Council adopt Zoning Amendment Bylaw No. 4018, 2025.

CARRIED

### 8.2 Zoning Amendment Bylaw No. 4027, 2025 for adoption

IT WAS MOVED AND SECONDED:

THAT Council adopt Zoning Amendment Bylaw No. 4027, 2025.

CARRIED

### 8.3 Animal Responsibility Amendment Bylaw 4036, 2025, for adoption

IT WAS MOVED AND SECONDED:

THAT Council adopt Animal Responsibility Amendment Bylaw No. 4036, 2025.

CARRIED

### 8.4 Zoning Amendment Bylaw No. 4014, 2025 for first three readings

IT WAS MOVED AND SECONDED:

THAT Council gives first, second, and third reading to Zoning Amendment Bylaw No. 4014, 2025.

CARRIED

### 8.5 Zoning Amendment Bylaw No. 4038, 2025 for first and second reading

IT WAS MOVED AND SECONDED:

THAT Council:

1. Gives first and second readings to Zoning Amendment Bylaw No. 4038, 2025, to increase the maximum occupancy of an assisted living facility on 6682 Norcross Road from 10 to 20 residents; and
2. Directs staff to schedule a public hearing after the applicant holds a public information meeting.

CARRIED