

# Municipality of North Cowichan

## Committee of the Whole

### AGENDA

Tuesday, March 9, 2021, 6:00 p.m.  
Electronically

Pages

#### 1. CALL TO ORDER

This meeting, though electronic, is open to the public. All representations to Council will form part of the public record. Proceedings will be streamed live and archived at [www.northcowichan.ca](http://www.northcowichan.ca). Members of the public may join this online meeting and participate virtually during the Public Input and Question Period portions of the agenda.

- To join by computer, smartphone, or tablet, visit [northcowichan.ca/virtualmeeting](http://northcowichan.ca/virtualmeeting) for instructions.
- To join by telephone, dial 1.844.426.4405, enter the meeting ID 133 998 3877, and then press # to join the meeting.

#### 2. APPROVAL OF AGENDA

Recommendation:

That the Committee of the Whole agenda be adopted as circulated [or as amended].

#### 3. ADOPTION OF MINUTES

##### 3.1. Regular Committee of the Whole minutes from February 9, 2021

3 - 6

Recommendation:

That the minutes of the Committee of the Whole meeting held February 9, 2021 be adopted, as circulated.

#### 4. PUBLIC INPUT

Public Input is an opportunity for the public to provide their feedback on matters included on the agenda. The maximum number of speakers to be heard during the public input period is limited to five, with a maximum of three minutes allotted to each speaker. To be added to the speakers list, please:

- click on the 'raise your hand' button, if participating by computer, smartphone, or tablet, or
- dial \*3 on your phone

#### 5. BUSINESS

**5.1. Master Transportation Plan Presentation**

7 - 27

Purpose: Presentation on the Master Transportation Plan project, including strategic plan alignment, background, engagement, coordination with the Official Community Plan and expected outcomes.

**5.2. Bell McKinnon/Paddle Road Park concept - Issues and Considerations**

28 - 52

Purpose: Presentation on the Bell McKinnon Local Area Plan and an overview of issues and considerations associated with its implementation.

**6. NEW BUSINESS**

**7. QUESTION PERIOD**

Question Period is an opportunity for the public to ask brief questions regarding the business discussed during the meeting. To be added to the speakers list, please:

- click on the 'raise your hand' button, if participating by computer, smartphone, or tablet, or
- dial \*3 on your phone

**8. CLOSED SESSION**

**9. ADJOURNMENT**

Recommendation:

That the meeting be adjourned at \_\_\_\_\_ p.m.

# Municipality of North Cowichan Committee of the Whole MINUTES

February 9, 2021, 6:00 p.m.  
Electronically

Members Present           Councillor Tek Manhas, Chair  
                                  Mayor Al Siebring  
                                  Councillor Rob Douglas  
                                  Councillor Christopher Justice  
                                  Councillor Kate Marsh  
                                  Councillor Rosalie Sawrie  
                                  Councillor Debra Toporowski

Staff Present               Ted Swabey, Chief Administrative Officer (CAO)  
                                  Sarah Nixon, Deputy Chief Administrative Officer (D/CAO)  
                                  Mark Frame, General Manager, Financial and Protective Services  
                                  David Conway, Director, Engineering  
                                  Don Stewart, Director, Parks and Recreation  
                                  Shawn Cator, Director, Operations  
                                  George Farkas, Director, Human Resources and Corporate Planning  
                                  Jason Birch, Chief Information Officer  
                                  Megan Jordan, Manager, Communications and Public Engagement  
                                  Michelle Martineau, Corporate Officer  
                                  Tricia Mayea, Deputy Corporate Officer

## 1. CALL TO ORDER

There being a quorum present, the Chair called the meeting to order at 6:00 p.m.

## 2. APPROVAL OF AGENDA

IT WAS MOVED AND SECONDED:

That the Committee of the Whole agenda be adopted as circulated.

CARRIED

## 3. ADOPTION OF MINUTES

**3.1 Regular Committee of the Whole meeting minutes from January 12, 2021**

**3.2 Joint Committee of the Whole meeting minutes from January 21, 2021**

**3.3 Special Committee of the Whole meeting minutes from January 26, 2021**

Council noted an omission to the January 26, 2021 minutes and requested that they be amended to include *"An informal poll to extend the limits on the discussion was taken before the Chair closed the floor to further debate and moved to the next item of the agenda. Three members were in favour of continuing the discussion and 4 were opposed."* to the end of item 4.1

**IT WAS MOVED AND SECONDED:**

That the minutes of the Committee of the Whole meetings held January 12, 2021, January 21, 2021 be adopted as circulated, and the minutes from January 26, 2021 be adopted as amended. CARRIED

**4. PUBLIC INPUT**

Council received no public input regarding agenda items.

**5. BUSINESS**

**5.1 Presentation Budget**

The General Manager, Financial and Protective Services, Mark Frame presented details on the COVID-19 Safe Restart Grant for 2021 and responded to questions of Council. The Director Parks and Recreation, Don Stewart, and the Chief Information Officer, Jason Birch, also responded to questions of Council. A copy of the presentation was appended to the agenda.

**IT WAS MOVED AND SECONDED:**

That the Committee of the Whole recommends that Council allocate the following amounts for 2020 under the COVID-19 Safe Restart Grant:

- the actual revenue shortfalls at the Cowichan Aquatic Centre and Fuller Lake Arena of approximately \$610,000
- the additional operating expenses incurred in 2020 as a result of the pandemic of approximately \$681,000 CARRIED

**IT WAS MOVED AND SECONDED:**

That the Committee of the Whole recommends that Council allocate the following 2021 budget amounts to be claimed under the COVID-19 Safe Restart Grant:

- \$1,128,000 be used to offset decreases in Recreation Revenue in 2021
- up to \$1,308,600 of 2021 expenditures which includes:
  - Additional COVID expenses \$143,300
  - Parks And Recreation \$416,000
  - Two term Bylaw positions \$192,300
  - Information Management/IT \$498,000
  - Vehicle costs – social distancing \$29,000
  - Working from home – Ergo support \$30,000 CARRIED

**IT WAS MOVED AND SECONDED:**

That the Committee of the Whole recommends that Council allocate the following 2022 budget amounts to be claimed under the COVID-19 Safe Restart Grant, up to \$463,700:

- Two term Bylaw positions \$196,100
- Information Management/IT \$228,000
- Vehicle costs – social distancing \$29,600
- Working from home – Ergo support \$10,000 CARRIED

IT WAS MOVED AND SECONDED:

That the Committee of the Whole recommends to Council that any unspent COVID-19 grant funds as of December 31, 2020 be transferred into the COVID-19 Safe Restart Grant reserve fund;

And that COVID-19 grant funds be recognized to offset actual expenditures to a maximum of budget in 2021 and 2022;

And further that the remaining funds in the COVID-19 Restart Reserve as of December 31, 2022 be reallocated for 2023 and future years' budgets. CARRIED

## **5.2 Automated Trucks for Residential Curbside Collection of Solid Waste**

Carey McIver and Jeff Ainge from Carey McIver & Associates provided a presentation on their review of the North Cowichan's curbside collection program that included the purpose of the project, a review of the current collection program, a comparison of manual and automated cart-based collection, collection fleet information, cart sizes and costs, other service considerations with recommendations, and answered questions of Council. A copy of the presentation was appended to the agenda. The Director, Operations, Shawn Cator, and the Chief Administration Officer, Ted Swabey also responded to questions of Council.

IT WAS MOVED AND SECONDED:

That the Committee of the Whole recommends that Council direct staff to prepare a public engagement plan and more detailed cost scenarios to assess public interest in pursuing a solid waste collection automation program for Council approval prior to proceeding with any public engagement. CARRIED

## **5.3 2021 Association of Vancouver Island and Coastal Communities (AVICC) Call for Resolutions**

IT WAS MOVED AND SECONDED:

That the Committee of the Whole recommends that Council refer the following resolution to the Association of Vancouver Island Coastal Communities for consideration at the 2021 Virtual AGM and Convention:

WHEREAS the forest industry in British Columbia has been on a steady decline in recent decades, with mill closures, lost jobs, and once-thriving rural communities experiencing severe economic decline – due in large part to mismanagement, misguided policies, and lack of oversight;

AND WHEREAS many communities across British Columbia and globally have demonstrated that when local people are empowered to manage public forests and other resources through community forest licenses, regional trusts and other community-based governance models, they can enhance environmental sustainability, provide stable and fulfilling employment, and improve equity and fairness;

THEREFORE BE IT RESOLVED that the Association of Vancouver Island and Coastal Communities (AVICC) call on the Province of British Columbia move to establish a de-centralized forest management model for the region of Vancouver Island, Sunshine

Coast, Powell River, the North Coast and the Central Coast ("Vancouver Island and the Coast"), and, as a first step, appoint a Forester General for the region who will undertake the following actions:

- Consult with local communities, workers, industry, First Nations and the broader public on current challenges with the forest sector;
- Carry out an analysis of the opportunities to increase employment and value-add, restrict raw log exports, improve environmental sustainability, and advance reconciliation with First Nations;
- Develop a regional land use plan for Vancouver Island and the Coast based on citizen input; and
- Recommend next steps for empowering Vancouver Island and the Coast in the management of forestry and related resources.

CARRIED

## **6. UNFINISHED BUSINESS**

### **6.1 Request for Funding from the Cowichan Historical Society**

IT WAS MOVED AND SECONDED:

That Council approve the Cowichan Historical Societies funding request for \$15,000.

(Opposed: Douglas, Manhas, Sawrie, Siebring, Toporowski)

DEFEATED

## **7. NEW BUSINESS**

None.

## **8. QUESTION PERIOD**

Council received one question from the public regarding agenda item 5.2 [Automated Trucks for Residential Curbside Collection of Solid Waste].

## **9. ADJOURNMENT**

IT WAS MOVED AND SECONDED:

That the meeting be adjourned at 8:57 p.m.

CARRIED

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Certified by Corporate Officer

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Signed by Mayor

# Master Transportation Plan

Presentation to Council  
March 9, 2021



# Purpose of this presentation

1. To provide COW with information about the Master Transportation Plan (MTP) project that is getting underway
  - Strategic Plan Alignment
  - Background
  - Project Deliverables
  - Engagement
  - Coordination with OCP
  - Check-Ins with Council
  - Expected Outcomes, Vision, Goals over the next 20 years
2. Receive comments and input from COW



# Strategic Plan Alignment

The MTP is in alignment with the Engineering Departmental Business Plan and Council's Strategic Plan priority in the following areas:

- *Maintain opportunities for multi-modal transportation*
- *Complementary to the Rewrite of the Official Community Plan*

# Strategic Plan Alignment Cont'd

- The MTP will bring our transportation policy into alignment with the District's desire to encourage more sustainable forms of transportation, as expressed within Council's Strategic Plan, the Official Community Plan (OCP), and the Climate Action and Energy Plan (CAEP).

# Why a Master Transportation Plan?

- The previous MTP dates to 2000, with an update in 2008
- Will help set goals for future infrastructure
- Active Transportation and alternative transportation need integration in land use planning moving forward
- Development is changing (e.g. Berkeys Corner, Bell McKinnon Local Area Plan, new high school, etc.)
- Design standards need updating
- Informs the Development Cost Charge update

# Why a Master Transportation Plan? Cont'd

- Will guide the District's transportation network over the next 30 years, and will help achieve various greenhouse gas emissions and mode share goals.
- Will improve project planning and asset management:
  - *The MTP will contain clear transportation goals and objectives and provide a road map with concrete, short-term deliverables, including a list of short and medium term capital projects prioritized based on over-arching goals.*

# Background

- Between 2011 and 2016 the population grew by 3 percent to 29,030. Households are expected to grow from 14,145 by 2025 and the population growth rate is forecasted to be 9% between 2019 and 2025 (1.45% per year). *\*January 2021, Housing Needs Assessment Report by GP Rolo & Associates (presented to Council February 2, 2021)*
- Traffic volumes are growing by 1% per year based on counts along major roadways. *\*Annual Engineering Department traffic counts*

# Public Engagement

Public engagement on the development of the MTP is anticipated to include consultation with a comprehensive list of transportation users including:

- *First Nations*
- *CVRD and City of Duncan*
- *MOTI*
- *Industry and Commerce*
- *Community groups (eg Seniors, cycling)*

# Public Engagement Cont'd

## IAP2 spectrum

developed by the international association for public participation

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
<b>PUBLIC PARTICIPATION GOAL</b>	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
<b>PROMISE TO THE PUBLIC</b>	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

# Public Engagement Cont'd

- Draft vision, goals and principles will be tested by gathering feedback from organizations, stakeholders and the public through consultation.
  - *This will be supported by use of existing social media channels, the municipality's email system, newspaper and radio ads*
- A travel survey will be conducted to collect origin-destination information.
  - *This includes trip details such as purpose and mode.*
- The MTP will integrate with consultation on the OCP as both projects should be exploring policies and trade-offs around the same time in 2021.
- Anticipated Environmental Advisory Committee review



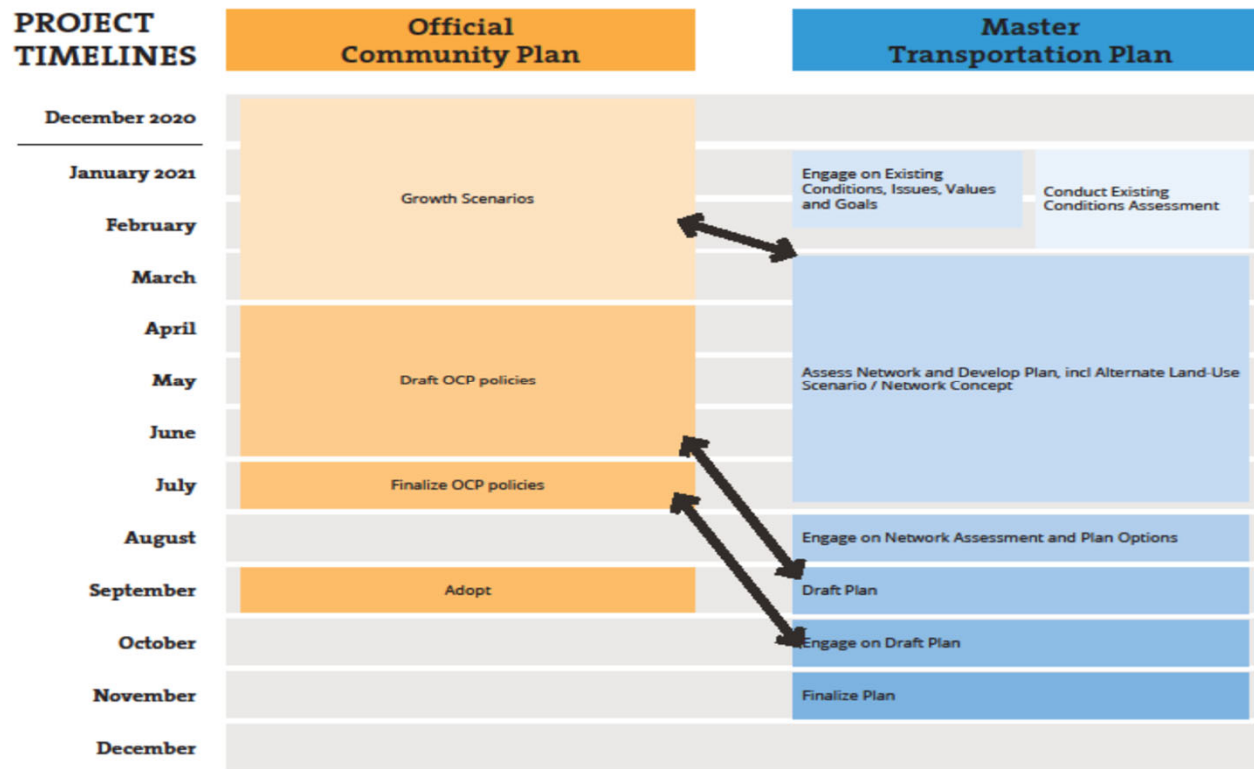
# Public Engagement Cont'd

- Final consultation will serve to confirm the key aspects (big moves) in the MTP.
  - *This will be done through on line open house event(s) with speakers explaining story boards and responding to questions from the audience.*
  - *The information (open house) can be left online for a period of time to allow for additional comments.*
- This information will be considered in the refinement of drafts to arrive at the final version of the MTP.

# Coordination with OCP

- The Master Transportation Plan will inform and be informed by the OCP.
  - Model existing conditions and patterns
  - Identify gaps in network and problem traffic areas (based on transportation data and household surveys)
  - Model impacts of final draft OCP
- Timelines between projects are staggered with overlap during the primary development stages. Refer to the table on the following slide.

# Coordination with OCP Cont'd



*\*project timelines as at December 2020, subject to adjustment as required by OCP project*

# Project Deliverable Highlights

Work on the following project deliverable highlights is expected to be carried out throughout each quarter of 2021:

- Data Collection
  - Traffic data collection
  - On line travel survey (modes, barriers, commutes, demographics)
  - Origin / destination survey (trip details)
- Land use scenarios / network concepts
  - Develop a future network scenario based on land use from the OCP
- Major Road Network
  - Identify functional use and update road classifications
- Transit network and policies
  - Develop actions, strategies and project through collaboration with CVRD and other partners

# Project Deliverable Highlights Cont'd

- Cycling network
  - Develop goals and objectives to improve the cycling network and make it safer, convenient and more enjoyable
- Pedestrian network
  - Identify barriers to pedestrian movement
  - Prioritize areas for improvements that could encourage walking
- Neighbourhood transportation guidelines
  - Develop strategies to make streets a more positive part of neighbourhoods using best practices related to traffic calming, parking , multimodal and connectivity

# Project Deliverable Highlights Cont'd

- Implementation, Prioritization and Financial Impacts
  - Develop prioritized lists for policies, strategies, focus areas and projects

# Check-Ins and Engagement with Council

- Technical Paper 1 on Existing Issues, Draft Vision, Goals and Principles (anticipated Q2)
- Upon development of Network concepts (follows goal setting) (anticipated Q3)
- Presentation of Plan in development stage (anticipated Q3)
- Final Plan (anticipated Q4)

# Expected Outcomes, Vision, Goals over the Next 30 Years

- Transportation Demand Management
  - Strategies and actions identified
- Sustainable Transportation focusing on transit, cycling and pedestrian networks
- Micromobility / New mobility such as e-bike and e-scooter infrastructure, minimize conflicts with traditional active transportation
- Neighbourhood transportation guidelines



# Expected Outcomes, Vision, Goals over the Next 30 Years Cont'd

- Implementation Strategy:
  - Recommendations and priorities
  - Financial implications
  - Potential funding sources
  - Monitoring and evaluation framework

# COW Discussion and Input

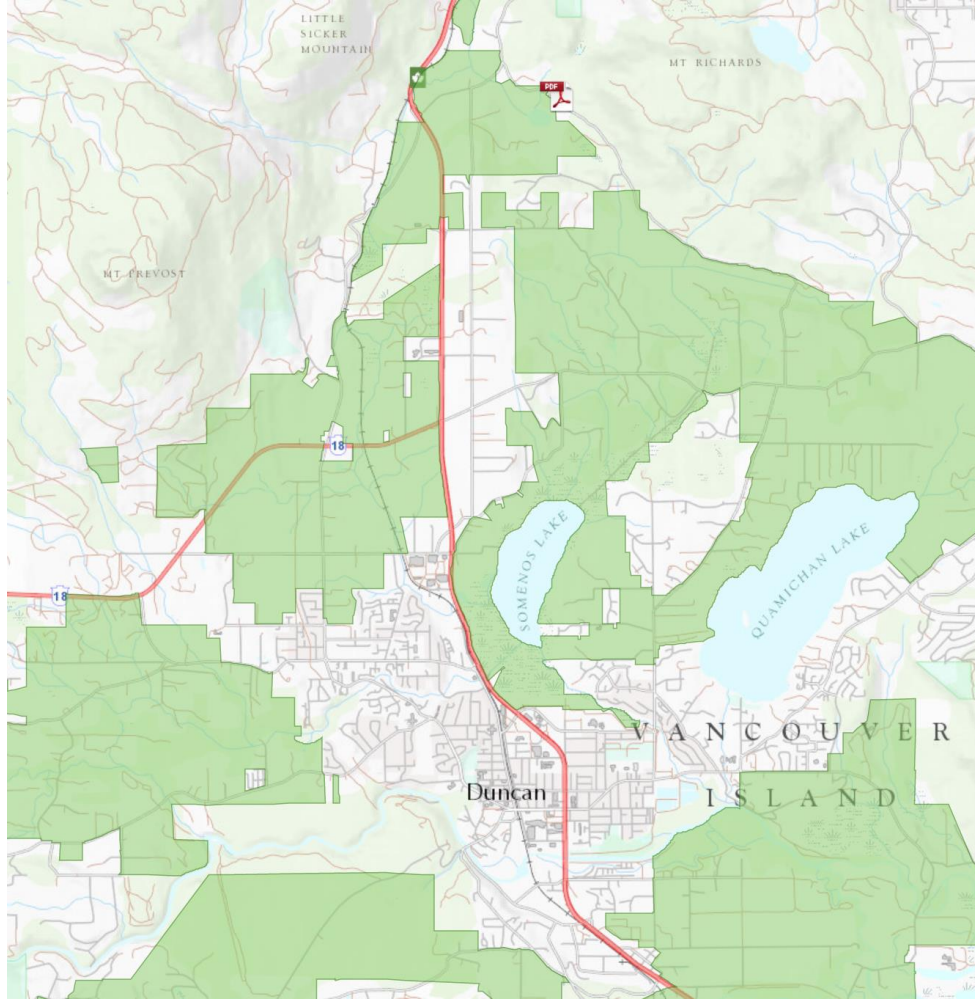
- How does COW feel the MTP aligns with their Strategic Plan?
- How does COW feel with respect to the transportation user public engagement planned?
- What does COW think about the expected long-term outcomes?
- What does COW think is missing with respect to the MTP?

# Questions?

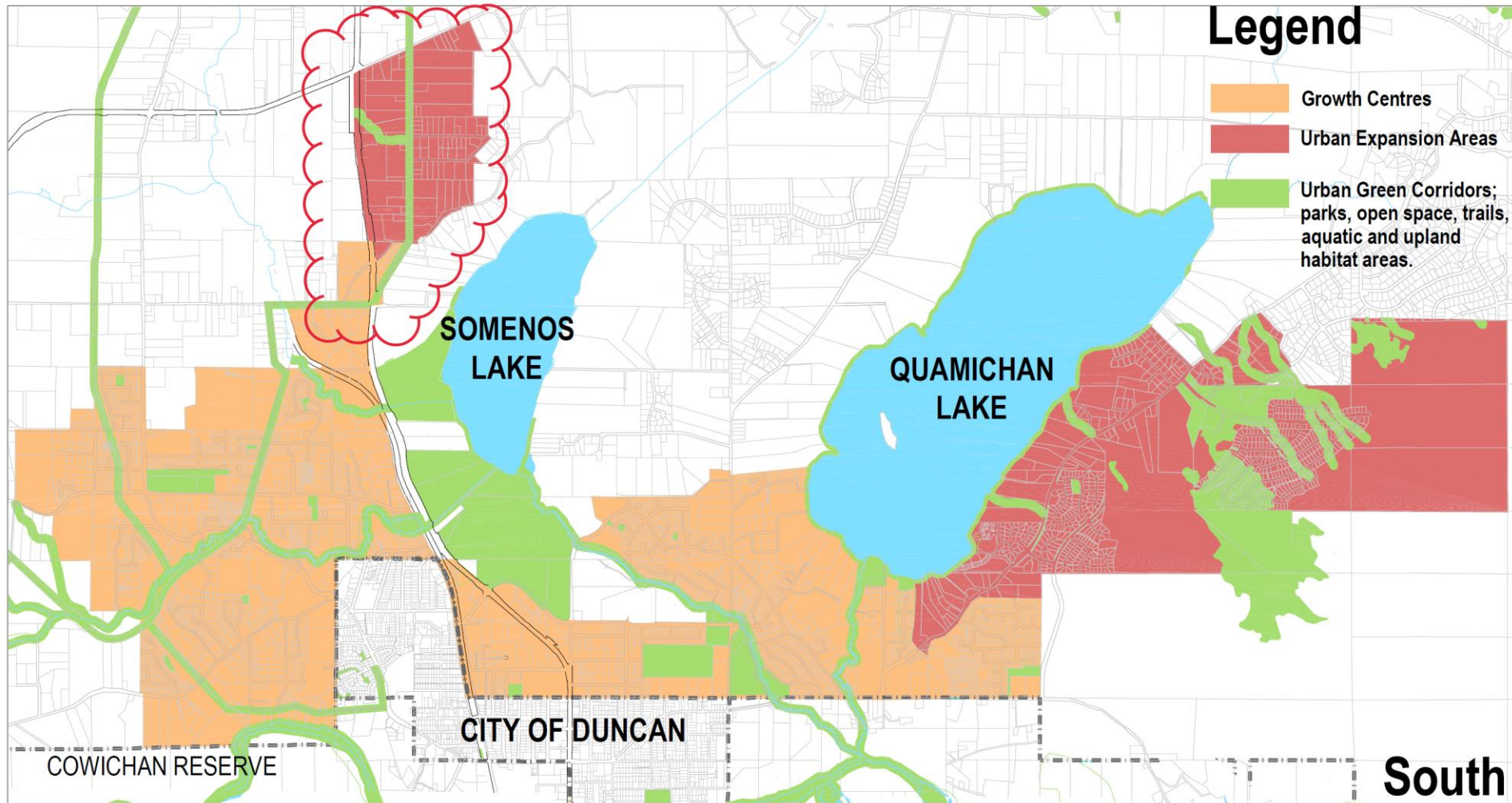
# Presentation Overview

- I. Introduction to Bell McKinnon Local Area Plan
- II. Implementing the Plan
- III. Issues and Considerations
- IV. Council Strategic Plan Priorities

# Agricultural Land Reserve:

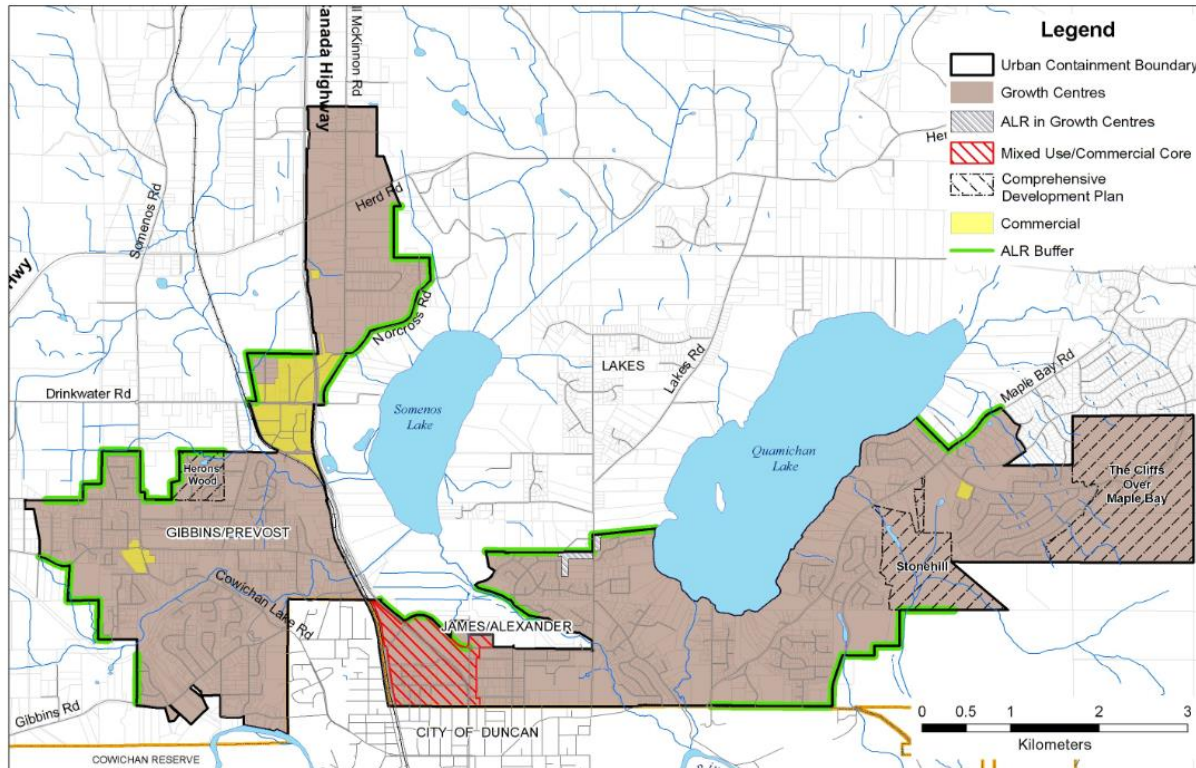


# 2002 Official Community Plan:



South

# 2011 Official Community Plan:



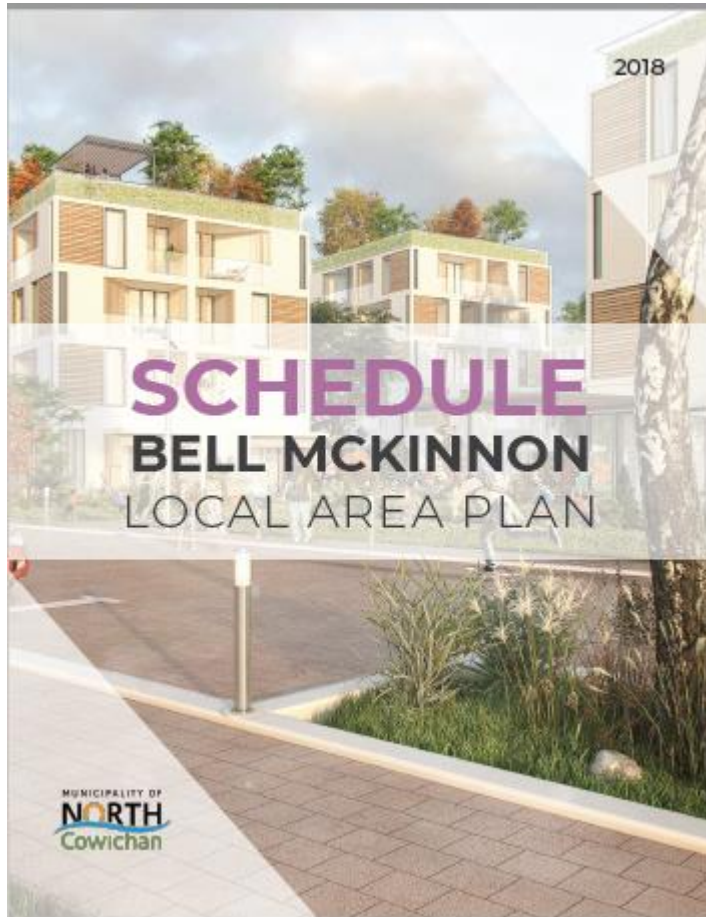
Map 12

## Managing Growth

Source:  
District of North Cowichan

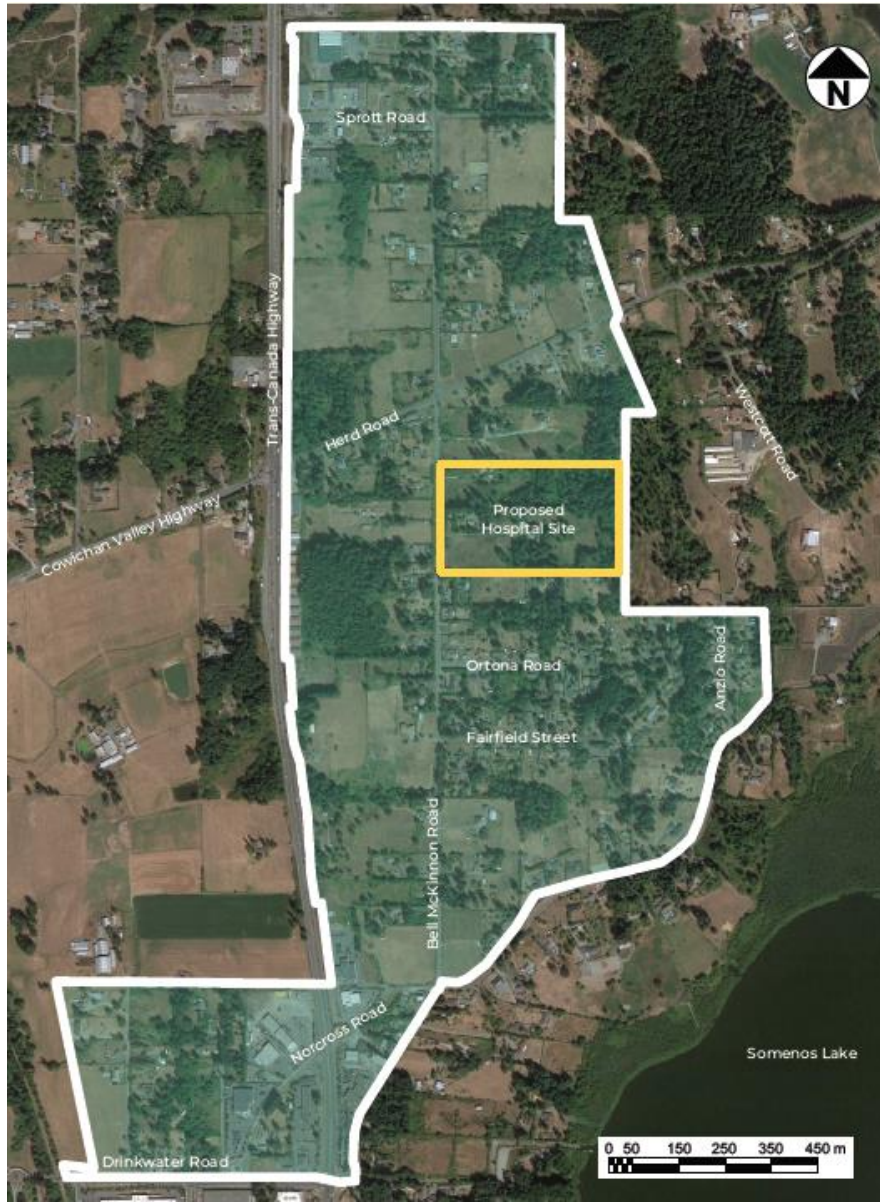


# Background:



- 8.9 ha. Site purchased by CVRHD in 2015.
- Hospital site rezoned to new CD11 Zone – July, 2016.
- Section 219 Covenant registered on property requiring adoption of LAP prior to hospital construction.
- Bell McKinnon LAP commenced in December, 2017.
- Bell McKinnon Local Area Plan Bylaw 3717 adopted by Council on September 5, 2018.





# VISION

A model Green Growth Centre in the Cowichan Valley that is a vibrant, walkable, urban village that facilitates healthy living in all stages of life.

# GOALS

## Live, Work, Play



A neighbourhood where residents can live, work, and play within a 5-minute radius.

## 8 to 80



A neighbourhood where people of all ages feel comfortable and are welcomed.

## Green, not grey



A neighbourhood built on a green network that supports a healthy community and ecosystems.

# PRINCIPLES

## Streets for People



Create streets that are comfortable and safe for all users.

## Smart Growth



Develop compact forms that creates vibrant, walkable places, and protects natural areas.

## Housing Choices



Provide a range of housing types and tenures to serve local residents throughout the lifespan.

## Blue-Green Infrastructure



Develop a blue/green space network that enhances local ecologies and supports a healthy community.

## Life Between Buildings



Layout buildings to define high quality “outdoor rooms”, for people to gather in and enjoy.

## First Floor Focus



Focus on the quality of the interface of public and private spaces at the pedestrian level.

## Human Scale



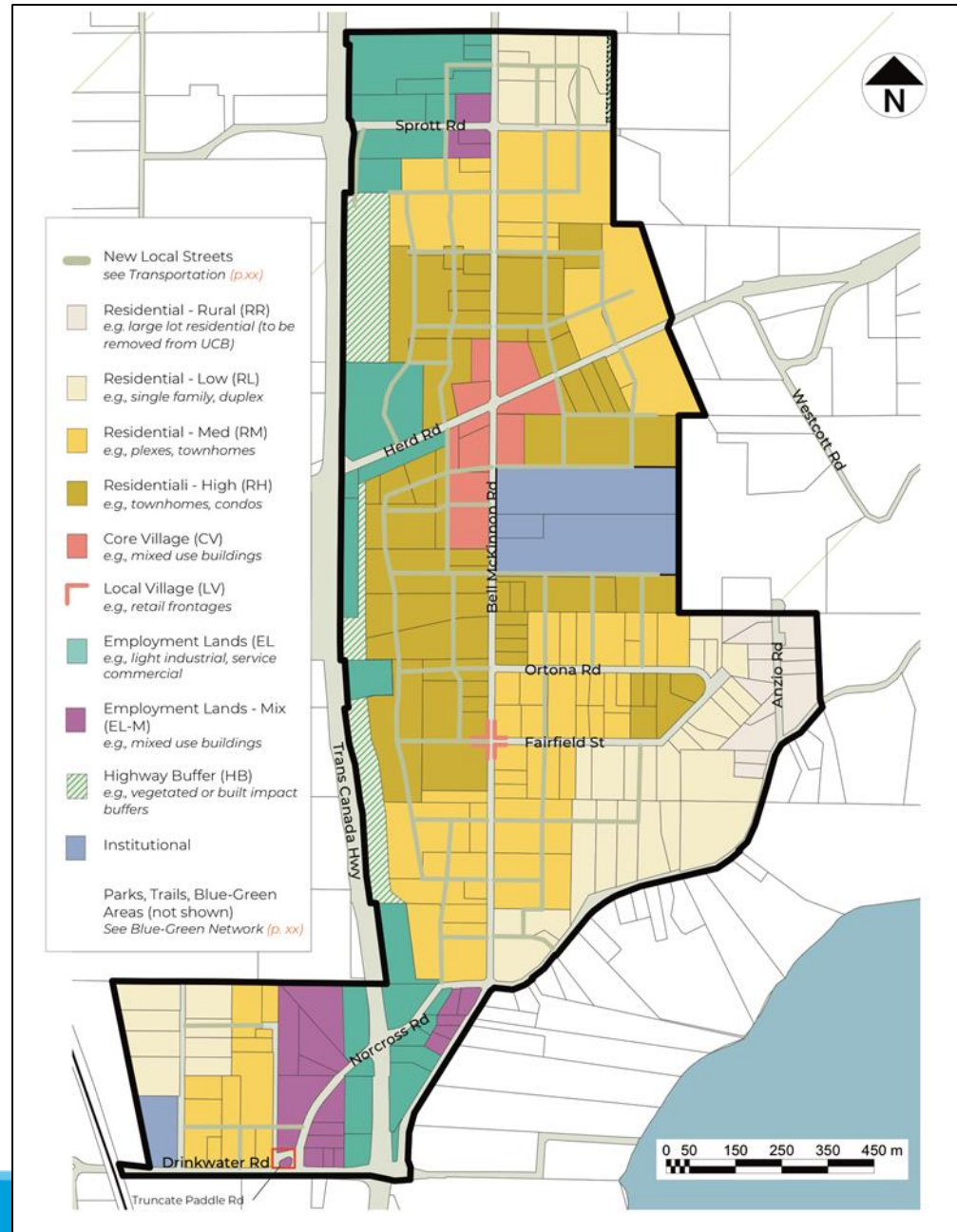
Design buildings and streets to suite pedestrian capacities, rather than vehicles.

## Ecological Design



Integrate natural systems, such as stormwater and ecology, into all landscape design.

# Land Use:



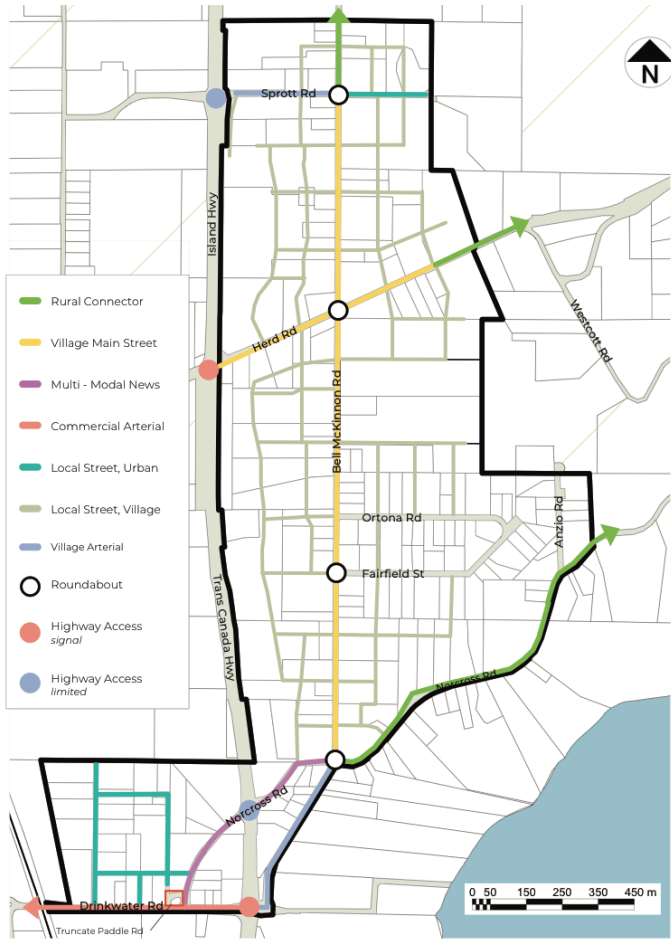
# Key Policies:

## 1. Street network acquisition

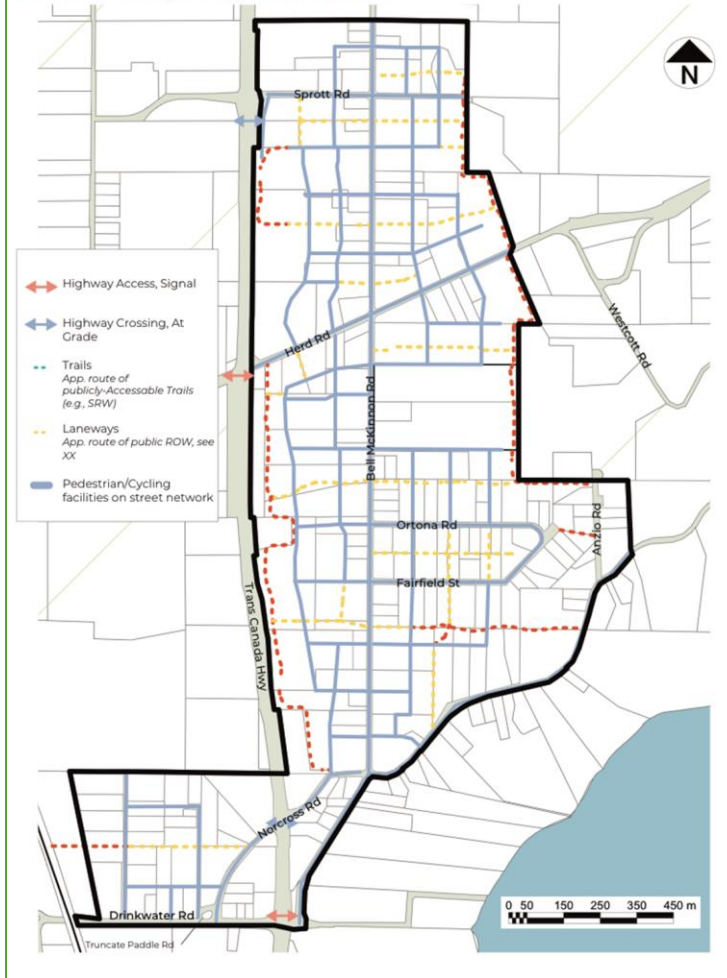


Municipality to acquire a network of new or improved streets as the neighborhood redevelops, with an emphasis on pedestrian comfort and safety.

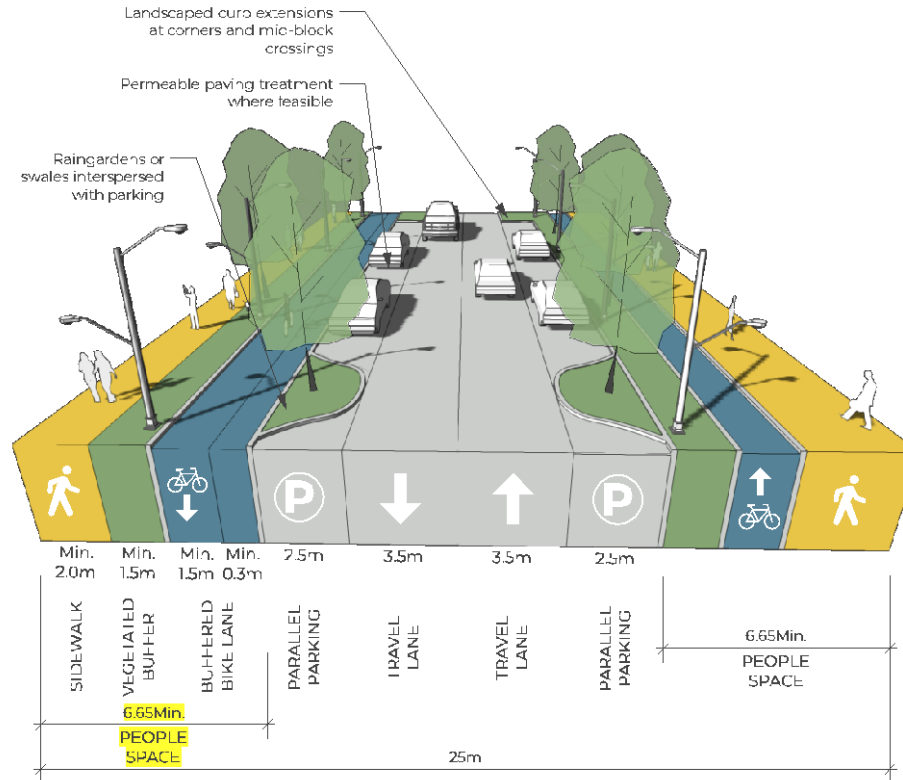
## Street Network



## Active Transportation Network



# Village Main Street



# Key Policies:

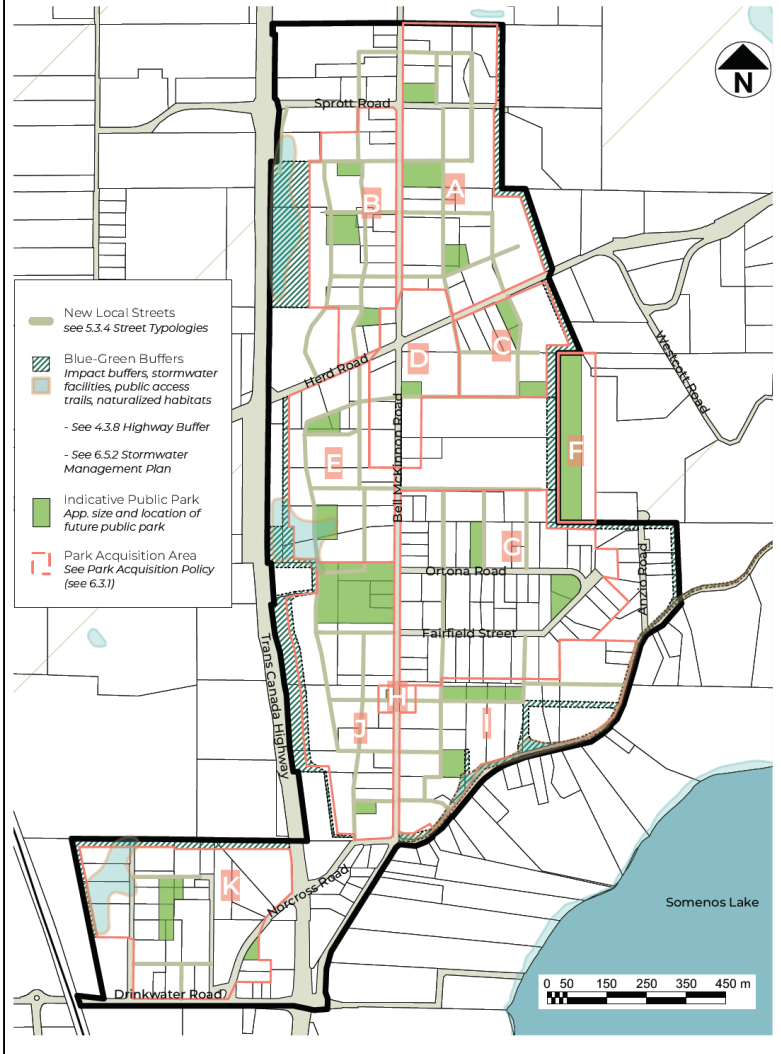
## 2. Parkland acquisition



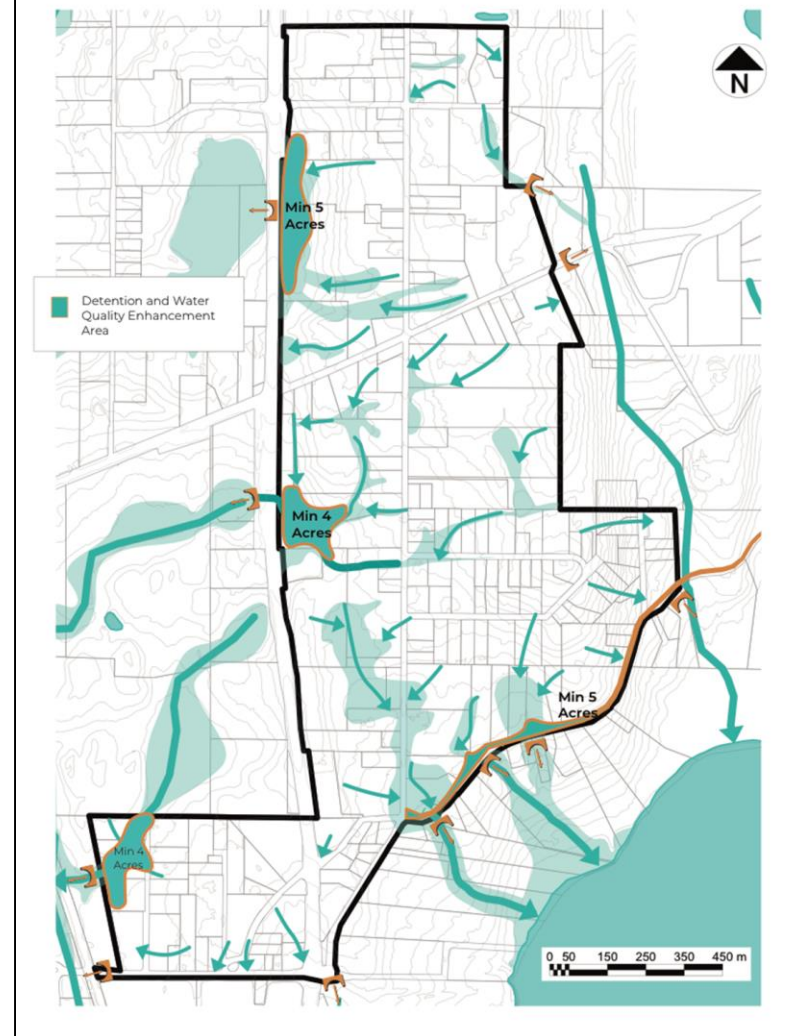
Municipality to acquire new parkland as the neighbourhood redevelops with the target of having all residents within a 5-minute walk of a green space.



### 6.3.2 Blue-Green Network Plan



### Stormwater Management Plan



# Key Policies:

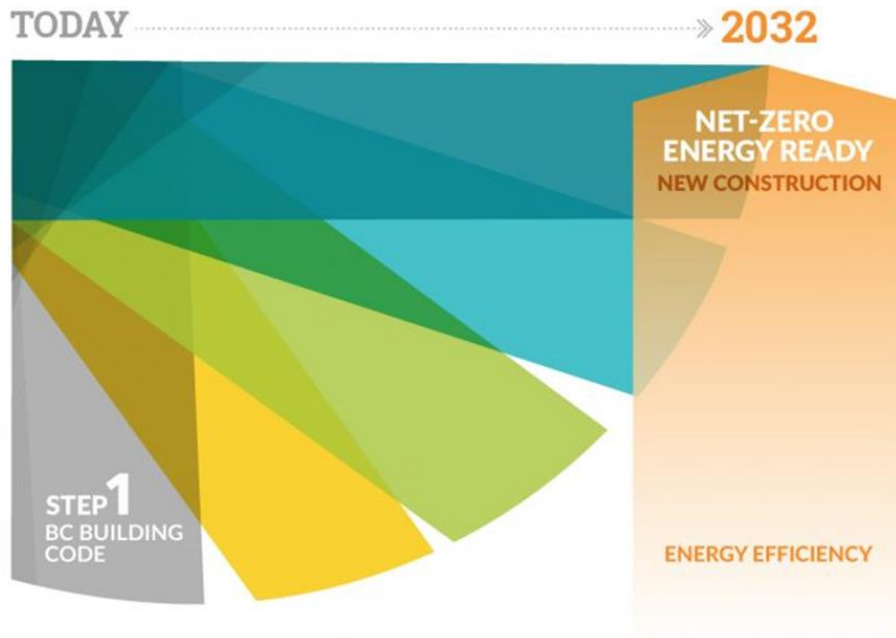
## 3. Developers to provide Community Amenity Contributions (CACs)



Developers to provide Community Amenity Contributions as part of all rezoning processes.

# Key Policies:

## 4. Energy Efficient Buildings



New buildings to be energy efficient, a minimum of Step 3 of the BC Energy Step Code.

# Key Policies:

## 5. Effective Impervious Area



All new development to have a maximum 10% effective impervious area (area that drains to conventional off-site infrastructure) in order to manage stormwater on-site and protect local ecosystems.

## Key Policies:

### 6. Minimum Tree Canopy Coverage



All new development to have a minimum 30% tree canopy coverage in order to create a new urban forest.

# Implementing the Plan (Active):

- Work with developers to acquire streets, trails, parks buffers and other open spaces.
- Work with developers to upgrade existing infrastructure and establish green infrastructure.
- Work with SD 79 to acquire a school site south of Ortona Road and west of Bell McKinnon Road.
- Develop Zoning Bylaw zones consistent with the LAP.

# Implementing the Plan (Pending):

- Undertake a detailed study of the new local street network to inform street development
- Develop and adopt a new amenity policy to inform Community Amenity Contributions and related policies.
- Develop new development permit areas consistent with the Plan.
- Develop detailed policies to inform the Maximum Effective Impervious Area and Minimum Tree Canopy Cover development requirements

# Issues and Considerations

1. Goals, Principles and Key Policies are being applied rigorously.
2. Implementation of some aspects of Plan cannot be achieved through solely through development approvals. Key land acquisitions and infrastructure investments should be considered.
3. A sustained commitment to realizing the vision of the BMLAP is essential to its success.



# Alignment with Council's Strategic Plan Priorities

2019-2022

## STRATEGIC PRIORITIES

Our vision for North Cowichan is based on six strategic priorities:



### ENGAGEMENT

We work collaboratively and productively with all our government and stakeholder partners.



### HOUSING

We provide housing choices for all.



### ENVIRONMENT

We protect and enhance the environment.



### ECONOMY

We have a prosperous municipality.



### COMMUNITY

We have safe, inclusive and inspiring neighbourhoods.



### SERVICE

We have an efficient and well-run municipality.

*Service is a foundational strategic priority, essential for achievement of all other priorities.*

## Service:

- ✓ Maintain opportunities for multi-modal transportation

## Housing:

- ✓ Create opportunities for new forms of housing
- ✓ Explore opportunities for additional housing that meets the needs of the community

## Economy:

- ✓ Support, retain and attract light industry
- ✓ Create conditions that will facilitate the development of specialty services in and around the new Cowichan District Hospital

## Community:

- ✓ Continue to implement existing neighbourhood plans.

# Facilitating Specialty Medical and Health Services:

## Short term:

- Prepare draft zones that are inclusive of medical and health services;
- Encourage development applicants to include provision for specialty medical and health in land use applications.

## Medium Term:

- Consult with industry and Island Health on pre-requisite amenities and resources (e.g. worker housing, servicing, transportation infrastructure)
- Investigate tax and development fee incentives;
- Work with Economic Development Cowichan to develop a medical and health services business attraction strategy.

## Other?:

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# Thank You