

## 2.4 ENCOURAGE ECONOMIC OPPORTUNITIES

North Cowichan's economy is directly affected by changes in world events and markets, in technology, in its natural resource base, and in the skills and needs of its residents. National and international forces continue to influence the shift away from primary production. The changes that began decades ago are still underway. The knowledge-based economy is revolutionizing our work and business activities. The role of the service and administrative sectors of the economy is greater than ever because of: demands for higher levels of education to fully function in the modern world; lifestyle changes; greater relative affluence across the population; and the changing patterns of human health and longevity.

No longer can we expect that the traditional resource-based economies that have sustained North Cowichan in the past will meet future needs. The average income here is below the provincial average. Young families are moving away to find suitable work. It is therefore imperative that we support and sustain what job opportunities we do offer and actively seek new opportunities. The Municipality has a significant role to play in promoting economic vibrancy in North Cowichan. A strong economy generates incomes for residents, as well as a tax base to support public services and amenities.

North Cowichan's top strengths as a place to do business:

- Lifestyle
- Access to markets
- Natural setting

Source: *Planning for a Strong Economy* (2009)

Notable among North Cowichan's key economic development assets is the lifestyle possibility it presents: a place where one can gain ready access to the natural environment, enjoy short commutes between home and work, and pursue a home-based business. For businesses that do not require specific proximity to markets or

resources, these assets make locating here an attractive prospect.

Reliance on the "movement economy" has directed development at major arteries such as the Trans-Canada Highway and deep sea ports, such as the ones located in Crofton and Chemainus. With good urban design and excellent management, revitalized neighbourhood town centres can attract and retain visitors and residents. Key to good town centres is an excellent mix within them of well-designed public, institutional, residential, commercial, and light industrial uses.

While a strong economy is vital to the quality of life in North Cowichan, residents are clear that having this cannot be at any cost. New businesses that residents prefer use sustainable practices and are environmentally friendly. These include enterprises in the areas of eco-tourism, clean and green technologies, value-added production within the traditional economic sectors (agriculture, forestry and fisheries), knowledge-based industries, alternative sources of energy generation, and small-scale local operations.

## 2.4.1 Economic development environment

North Cowichan has a clear role to play in establishing and encouraging a supportive climate to attract new businesses to the area. This is best expressed through specific policies for economic development, a transparent administrative process and the provision of infrastructure necessary to allow local businesses to grow and prosper.

During the public consultation process, the community strongly supported the following approaches to economic development for the municipality:

- Providing adequate infrastructure; and
- Developing liveable communities.

Source: Policy Direction Report from OCP Review Community Meetings, February–March 2009

Background studies conducted during the course of the review of this OCP indicate that the supply of commercially and industrially zoned lands in North Cowichan is plentiful and can easily accommodate demand for the foreseeable future – even more so when combined with “smart growth” principles to encourage mixed-use redevelopment, and with infill or other ways of increasing land use efficiencies.

Good land use planning tied directly to healthy economic growth is supported by the community at large.

Inconsistency and uncertainty create a poor investment environment. North Cowichan addresses such impediments by developing clear and predictable land use policies to guide decision-makers and to provide investors with the confidence they require to do business here.

To support economic development within North Cowichan and the Cowichan Region overall, it is vital that the Municipality enhance and market the attributes of its liveable communities and the advantages available here for industrial and commercial enterprises. It is also vital that the Municipality work closely and effectively with the various economic development authorities and business organizations in the region.

### **Objective**

Establish a welcoming atmosphere for economic development in North Cowichan while maintaining a high quality of life and high environmental quality.

Progress will be measured by:

- Numbers of business licences issued each year, distinguishing home-based businesses from other commercial activity,
- Rate of employment,
- Types of employment by industry,
- Value of non-residential building permits issued.

**Policy Direction/Commitment**

The Municipality will:

- Promote a business-friendly environment.

<b>Promote a business-friendly environment</b>	
<b>2.4.1.1 The Municipality will exercise leadership for economic development in North Cowichan.</b>	
a)	Based on North Cowichan's many assets, including quality of life, the Municipality will pursue strategic business attraction and development opportunities to diversify the local economy.
b)	The Municipality will ensure that local permitting is transparent and timely, with a solution-based, customer driven philosophy.
c)	The Municipality will maintain a property tax structure that is competitive with other British Columbia coastal communities of similar size.
<b>2.4.1.2 The Municipality will take a regional approach to economic development including partnership opportunities with First Nations.</b>	
<b>2.4.1.3 The Municipality will link economic development with community planning.</b>	
a)	The Municipality will promote good urban design and undertake investment in the public realm to build the local economy and create more liveable communities.
b)	In neighbourhood and community planning and design processes, the Municipality considers area revitalization and the protection of existing investment by businesses in the area to be priorities.
c)	The Municipality commits to developing clear and predictable land use policies that will result in consistent decision-making and improved certainty for investors.
d)	The Municipality recognizes and supports the economic goals of community commercial cores and of neighbourhood commercial nodes.
e)	The Municipality envisions its commercial core mixed use areas as the areas of highest density. The Municipality will create density to support commercial core areas by encouraging a mix of uses on-site, including residential and public facilities.

f)	The Municipality will focus efforts of redevelopment within urban centres, to support each commercial core.
g)	Preference will be given to the development or redevelopment of existing sites within commercial core areas or designated industrial areas. Development of new commercial or industrial sites outside of “urban containment boundaries” (see Section 2.5) will be discouraged.
h)	Should sites be identified for retail commercial purposes outside of growth centres, an OCP amendment will be required. This policy does not apply to small-scale commercial ventures in rural areas intended to serve the rural community or as part of a permitted rural use (e.g., agri-tourism).
i)	Brownfield redevelopment is a municipal priority.
j)	The Municipality will make land available for commercial and industrial purposes in a manner consistent with good planning practices and with the goals of the OCP.
<b>2.4.1.4 The Municipality will balance economic growth with other community priorities.</b>	
a)	The Municipality will communicate openly with prospective investors and the community about how economic development initiatives are balanced with other community priorities.

## 2.4.2 Rural- and environmental-based economic opportunities

Beyond the traditional activities associated with farming and forestry, the rural and natural areas of the municipality provide opportunities for other economic activity and revenue sources. The extensive oceanfront, large areas in municipal forests, the natural setting and our location close to major urban centres are all important attractions.

Recent tourism studies highlighted the outdoor setting (ocean, forests, lakes and rivers), arts and culture (notably, First Nations culture), agriculture and viticulture, golf, fishing and other sports, and marine facilities as the foundation for a revitalized tourism sector in the Cowichan Region. Maximizing the economic return on these community and regional assets might involve increasing directional signage and festival advertising, designing targeted events (e.g., geocaching competitions and arts festivals), and developing tourism packages with themes ranging from health and wellness to various experience-based recreational opportunities.

Providing extensive walking and biking holiday alternatives to travel by car as a strategy for reducing greenhouse gas emissions might also attract tourism, especially if connected with bike-friendly B&Bs and similar businesses.

### **Objective**

Encourage and promote economic activities that support the values of the rural and natural environment

Progress will be measured by:

- Value of local agricultural activity,
- Number of permits issued for non-timber forestry use,
- Number of environmental farm management plans,
- Annual attendance at fairs, markets and other venues supporting rural economic activity,
- Progress in achieving the actions identified in the Municipality's Strategic Agricultural Plan.

### **Policy Direction/Commitment**

The Municipality will:

- Encourage new, and support existing, rural- and environmental-based businesses.

See also Agriculture (2.1.1) and Forestry (2.1.2).

**Encourage new, and support existing, rural- and environmental-based businesses**

**2.4.2.1 The Municipality supports and encourages the development of new rural and environmentally based businesses, including those that enhance the productivity of the natural environment and link climate change strategies to economic opportunities.**

**2.4.2.2 The Municipality supports and encourages existing rural and environmentally based businesses, including those that expand on existing agri-tourism and eco-tourism opportunities.**

**2.4.2.3 The Municipality recognizes that a different standard for home-based businesses may be appropriate for rural areas, in terms of size and type of operations permitted.**

### 2.4.3 New technologies

New technologies are changing the way we live and how business is conducted. They introduce significant new economic opportunities. Many of these are knowledge- and value-added businesses that are largely independent of material resource inputs. Many can be conducted from any location around the world; some can be home based; others benefit from co-locating with similar enterprises; and still others prefer locating close to universities and other advanced education institutions.

Worldwide efforts to address environmental problems such as climate change, air pollution, water pollution, and energy consumption are on the rise. At the same time, advances in technology, research methods, manufacturing, and communications have lowered the costs of developing and implementing environmentally sensitive technologies. This combination makes “cleantech” a promising sector for future growth. A number of studies have indicated that although cleantech is in its infancy in the Cowichan Region, it is nevertheless already found locally in the use of smart building materials, in wastewater treatment and energy production, and in the heating controls and agriculture industries. Furthermore, while the sector may be modest in size now, the participants are at the forefront in applying new technologies. The region also has strong potential to develop an industry around biomass fuel densification – that is, using woody waste to create high-energy wood pellets or briquettes as a new energy source.

To capture the opportunities associated with high-tech or cleantech industries and green businesses it is important for the Municipality to understand and meet the key needs of these enterprises. Permitting home-based businesses for these enterprises and developing special business parks are two means of doing this.

Establishing a new business focus like this is a long-term project, requiring long-term commitment.

#### **Objective**

Encourage high-tech and green businesses to establish and grow in North Cowichan

Progress will be measured by:

- Number of permits issued for projects that incorporate green measures (e.g., Build Green or LEED),
- Number of businesses that take advantage of incentives available for achieving energy efficiencies.

#### **Policy Direction/Commitment**

The Municipality will:

- Meet the needs of high-tech and green businesses.

**Meet the needs of high-tech and green businesses**

**2.4.3.1 The Municipality will work closely with the Economic Development Commission to research and respond to technological innovation and the needs of the green economy.**

**2.4.3.2 The Municipality will ensure good infrastructure to support technological innovation in the information economy.**

## 2.4.4 Waterfront commercial and industrial development

North Cowichan's 40+ kilometres of oceanfront is part of the municipality's diversity and identity. This asset provides access for ships docking to load and unload industrial products, as well as moorage for ferries, commercial fish boats and pleasure craft. Numerous marinas and a full range of related commercial enterprises are located on the waterfront. Most of the existing commercial and industrial waterfront uses in North Cowichan have a long history here.

The waterfront is also a place for people to play on beaches or shoreline, fish, scuba dive, kayak and pursue a wide range of other recreational activities. The water's edge contains many important natural features including estuaries, stream mouths, salt-water marshes and intertidal areas, all of which are also fertile places for wildlife.

As well, the waterfront is a focus for North Cowichan's network of recreational and environmentally significant areas, yet is the location of its heaviest industry too. Balancing the multiple uses of the waterfront presents constant challenges, requiring strong municipal leadership to ensure that conflicts are avoided. The distinct character or specific requirements of waterfront areas must be respected.

**Genoa Bay Village:** Genoa Bay's waterfront is predominantly used for commercial marina purposes and includes some float homes as well as retail and restaurant services. The small land base and limited infrastructure provides a practical limitation to the scale of development that is feasible on the foreshore here.

**Sansum Narrows (Stoney Hill and Maple Mountain):** This area has significant natural values, including extensive tracts of Municipal Forest Reserve, most of which can be viewed by boaters on the water. A few private acreages, with restricted road access, overlook the narrows. Limited fish farm activity and private moorage are currently the only uses of the foreshore.

**Maple Bay Village:** Extending from Arbutus Point southward, the Maple Bay and Birds Eye Cove waterfront is a mix of marine-oriented residential, recreational, commercial and light industrial activity. The bay is the most convenient water access point for many area residents and the area is expected to grow in popularity. A future challenge will be maintaining a balance between the village atmosphere that residents have come to enjoy and the growing demands for water-related activities including pleasure boating, scuba diving, sport fishing, kayaking and floatplane use.

**Crofton Community Waterfront:** The Crofton Waterfront extends from Sansum Narrows at the base of Maple Mountain to the Chemainus Estuary. Significant impacts from a smelter (early 1900s), pulp mill (1957 – present), and log sort (1980s – present) have left behind only hints of what was a rich and pristine bay that supported a large clam and oyster fishery as well as a large white-sand beach. Crofton residents wish to

see future development that enhances and maintains the pedestrian experience embodied in its much-loved seawalk as well as opportunities to expand recreational and tourism-based commercial activity.

**Crofton and Chemainus Industrial Waterfronts:** Two deepwater ports are located in North Cowichan: one at the Crofton mill site and the other at the Chemainus mill site. Both sites are privately owned and used primarily for the shipment of processed goods from the two mills and from other forest industry manufacturers.

**Chemainus Community Waterfront:** The Chemainus waterfront extends from the northerly municipal boundary near Dogwood Street south to Bare Point. Much of the beachfront is used for residential and recreational purposes, including pleasure boating, sport fishing, and scuba diving. From the public wharf, the Chemainus Harbour is predominantly in industrial use. Being a protected inlet that receives little run-off and limited flushing, the harbour has become badly degraded. Current users of the harbour are encouraged to help reduce the impacts that potentially environmentally degrading activities they undertake (involving, for example, log storage or waste disposal) might have.

#### **Objective**

Accommodate legitimate waterfront activity while reducing environmental impacts and reducing conflict between land uses

Progress will be measured by:

- Number of waterfront development permit applications received.<sup>21</sup>

#### **Policy Direction/Commitment**

The Municipality will:

- Balance industrial and commercial uses with residential, recreational and environmental requirements,
- Concentrate marine commercial and industrial uses,
- Recognize distinct needs of neighbourhoods and areas along the waterfront.

See also Guard Our Environment (2.2), and Build Strong Communities (2.5).

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<sup>21</sup> A positive measure is that we're issuing less of these permits not more.

Balance industrial and commercial uses with residential, recreational and environmental requirements	
<b>2.4.4.1 The Municipality will provide for all legitimate waterfront uses, including commercial and industrial uses.</b>	
a)	The foreshore and waterfront areas are an integral part of the community and form a major destination for leisure, commercial and recreational pursuits. The Municipality will make provision for all legitimate waterfront uses, including commercial and industrial uses (see Map 10). However, not all uses are appropriate to be located on the waterfront. The Municipality reduces conflict between uses by keeping incompatible uses separate from each other. There will be no attempt to provide for all uses in all parts of the waterfront.
b)	<p>All areas along the waterfront are designated as Development Permit Areas under Section 919.1 of the <i>Local Government Act</i> for the purposes of:</p> <p>establishing objectives and providing guidelines for the form and character that revitalized commercial, industrial or multi-family residential development should take; and</p> <p>protecting the natural environment, its ecosystems and biological diversity. [see also Goal 2]</p> <p>All proposed activities in and along the waterfront will require a Development Permit, and will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Areas 2 (Marine Waterfront) and 3 (Environmentally Sensitive Areas).</p>
c)	When considering development permit and rezoning applications, the Municipality may require that the proponent provide an overall site development plan for the property that indicates the scale and scope of the proposed development. The site plan will address servicing issues, environmental impacts, and provision for upland support facilities. Facilities will include public amenities such as pedestrian walkways along the edge and boat-launching facilities.
d)	As part of any waterfront development, the Municipality will review development applications to ensure that provision is made for safe public access and viewing. Options for ensuring public access include land dedication and the provision of statutory rights-of-way.
e)	The Municipality will review water lot lease applications for: environmental benefits or impacts; conformance to waterfront designations (see Map 10); and adequacy of upland facilities to accommodate water lot use.

f)	The Municipality encourages the phasing of out of water-based log storage and pursuit of alternative opportunities for log sorts on dry land.
g)	In reviewing new lease applications, the Municipality will encourage provisions for clean-up of industrial sites when industry moves away from the waterfront. A condition of new leases or lease renewals will be the requirement to complete a remediation plan to clean up and rehabilitate waterfront industrial sites upon departure of the industry. Bonding may be required.
h)	The Municipality supports aquaculture (e.g., shellfish farming and closed container or upland finfish farming) where the operation can be proven to be environmentally benign.
i)	The Municipality will generally not support land uses or operations that do not need to be along the waterfront or adjacent uplands .
<b>Concentrate marine commercial and industrial uses</b>	
<b>2.4.4.2 The Municipality will maintain the functions of the Crofton and Chemainus Industrial Waterfronts.</b>	
a)	The Municipality will encourage the owners of the respective docks to make facilities available to outside users in support of industrial growth in the area.
b)	Expansion of port facilities may be considered. Subject to approval by other government agencies (e.g., B.C.'s Integrated Land Management Bureau and the federal Department of Fisheries and Oceans), the placement of fill may be permitted to provide a secure bulkhead and sheet piling at the point of pier contact. Groins, breakwaters, dredging and filling activities that could interfere with tidal drift patterns will be permitted only when alternative techniques are shown to be unsuitable, cost prohibitive, or the environmental impact will be negligible.
c)	If industry leaves Chemainus or Crofton waterfronts remediation of any contaminated site is required to be completed and a waterfront planning process undertaken.
d)	When the tenure for the Crofton causeway to the Shoal Islands expires, the Municipality will seek to improve tidal flows and replace the causeway with a footbridge or other means to permit pedestrian access to the islands from Crofton. <sup>22</sup>
e)	The Crofton Wharf, under management by the Municipality, is designated as the principal facility for commercial fish boats (involved in shrimp, crab and other marine harvesting) in North Cowichan for so long as the federal government maintains a federal fisheries interest in this facility.
f)	The Municipality will support BC Ferries' community consultation process which aims to improve passenger and vehicular access and reduce traffic congestion and parking issues in Crofton and Chemainus.

<sup>22</sup> Tenure relationship is between the Crown and the tenure holder.

<b>2.4.4.3 The Municipality will manage Maple Bay's development to maintain its community and natural character.</b>	
a)	Maple Bay's primary land base for marine-based tourism, commerce, industry, and recreational boating will focus around the existing marinas and yacht club located on Birds Eye Cove, where adequate upland exists to support the marine activity.
<b>Recognize distinct needs of neighbourhoods and areas along the waterfront</b>	
<b>2.4.4.4 The Municipality will protect the natural values of the Cowichan estuary and Cowichan Bay foreshore.</b>	
a)	The Municipality supports the Cowichan Estuary Management Plan (1986, as updated) and will refer development applications to the Management Committee for review, and will provide ongoing monitoring and representation to the Management Committee charged with administering the plan.
b)	Together with the Ministry of Environment and the Cowichan Valley Regional District, the Municipality will continue to work towards meeting the objectives of the Cowichan Estuary Management Plan and find joint long-term solutions to ensure ongoing protection of the estuary.
<b>2.4.4.5 The Municipality will protect the environmental features of Chemainus River estuary.</b>	
a)	The Municipality will support Ducks Unlimited in the development of a public management plan for its land holdings in the Chemainus estuary in partnership with other stakeholders.
b)	The Municipality will discourage private development and new leases in the Chemainus estuary unless those are part of a rehabilitation or environmental restoration project.
c)	The Municipality permits passive, non-invasive recreational activities such as kayaking and ecotourism.
<b>2.4.4.6 The Municipality will protect the character of Genoa Bay Village.</b>	
a)	The Municipality will permit limited marina redevelopment as long as there is an adequate upland support area for the marina activity (e.g., adequate water supply and available wastewater treatment), containment on land of fuel and waste products, and public access (see <i>Development Permit Guidelines</i> for DP Areas 1, 2 and 3).
b)	Given the proximity and availability of marina services, the Municipality will discourage foreshore leases for private moorage purposes for upland property.
<b>2.4.4.7 The Municipality will maintain the natural values of Sansum Narrows Resource Foreshore (Maple Mountain and Stoney Hill).</b>	
a)	In general, the Municipality will support foreshore lease applications for private moorage primarily for parcels with limited or no public road access.

<b>2.4.4.8 The Municipality will maintain the village atmosphere of Maple Bay.</b>	
a)	The primary use of the Maple Bay Village waterfront is passive recreational beachfront.
b)	The Municipality will continue to maintain public facilities at Maple Bay such as the government dock and municipal boat launch.
c)	In the long term, public boat launch facilities may be integrated with private marinas or clubs since current parking and upland support facilities for that use are inadequate.
<b>2.4.4.9 The Municipality supports community access to the Crofton Community Waterfront.</b>	
a)	The Municipality will secure the use and development of the waterfront for public benefit. This includes completing the Sea Walk and other projects that may also provide economic stimulus to the community.
b)	The Municipality will continue to maintain public facilities such as the government dock at the Crofton waterfront. The Municipality will also pursue opportunities to secure the Crofton boat launch for public benefit.
c)	Clean-up of the small craft harbour is a priority and will be pursued as opportunities arise.
d)	Connectivity of Crofton with the rest of North Cowichan is a priority. Development of a waterfront hiking trail providing a continuous link from Maple Bay to Crofton is envisioned.
e)	The Municipality will establish a waterfront stakeholders working group to oversee the development of a comprehensive community waterfront plan. The working group will be made up of representatives from waterfront landowners, community groups, municipality, BC Ferries, Catalyst, and the Province.
<b>2.4.4.10 The Municipality will maintain community access to the Chemainus Waterfront.</b>	
a)	The Municipality will ensure that each new development (except industrial) will be designed to provide public access and to allow people to travel the length of the waterfront on a public pedestrian walkway. Care will be taken to ensure that public access does not damage important intertidal or foreshore areas. [see also Goal 2 re access to waterfront]
b)	The Municipality will encourage development of information features, signage, building design and other means of highlighting the waterfront's historic and cultural points of interest.
c)	The Municipality will continue to maintain public facilities at Kin Park such as the municipal boat launch.

## 2.4.5 Commerce

Commerce is the day-to-day business that occurs within the community. Commerce provides residents with the goods and services they require and provides income for business owners and their employees.

Commercial activity has a huge impact on a region, its communities and neighbourhoods. Commercial operations influence traffic patterns. Through their signage, storefronts and overall property look, they also significantly influence our visual environment. Accessibility and parking are important issues for many commercial enterprises and their customers.

The location and vitality of commercial retail can largely determine a community's character. The Municipality therefore supports a variety of types of commercial areas: local, neighbourhood, commercial cores, service commercial, and regional shopping centre.

Together with the City of Duncan and Cowichan Tribes, the North Cowichan's South End area provides commercial services to the region. Regional cooperation and coordination of commercial development and associated public realm development is vital for success.

### **Objective**

Protect and promote the economic viability of existing commercial enterprises in North Cowichan; attract new and emerging service, retail and other commercial businesses; and encourage diverse types of commercial activity

Progress will be measured by:

- Numbers of commercial Development Permits issued each year,
- Numbers of commercial Temporary Use Permits issued each year,
- Numbers of businesses paying commercial taxes each year,
- Value of commercial building permits each year,
- Use (as a percentage) of existing commercially zoned land.

### **Policy Direction/Commitment**

The Municipality will:

- Support the economic viability of existing businesses,
- Provide clear policies guiding the location and operation of commercial enterprises,
- Ensure the availability of adequate commercially zoned land.

<b>Support the economic viability of existing businesses</b>	
<b>2.4.5.1 The Municipality will encourage a broad range of commercial activity.</b>	
a)	The Municipality supports complementary commercial development and mixed uses in commercial areas that attract customers and improve commercial services within existing commercial areas.
b)	The Municipality supports commercial infill and intensification of existing commercial areas. Emphasis will be given to the redevelopment or intensification of use on existing commercial sites over the designation of new commercial lands on "green field" sites. Increased density within existing commercial areas makes more efficient use of land and infrastructure, encourages transit and alternative transit modes, and promotes pedestrian-oriented development.
c)	The Municipality will continue the use of Temporary Commercial Use Permits to allow low-impact commercial uses in other zones on a temporary and/or seasonal basis. Temporary Commercial Use Permits may also be used to encourage the establishment of small businesses in North Cowichan and to allow entrepreneurs to capitalize on short-term development opportunities by allowing commercial uses not normally permitted within a particular commercial zone. Guidelines for the issuance of Temporary Commercial Use Permits are outlined in Schedule 1.
d)	<p>The Municipality encourages and supports mixed commercial and residential uses. The Municipality has designated lands for mixed commercial and residential use in the following areas, to accommodate future commercial development:</p> <p>The area bounded by Cowichan Lake Road, Marsh Road and Skinner Road in the Berkey's Corner area currently zoned R3-Residential One and Two Family Zone</p> <p>The Chemainus "bench lands," currently zoned Heavy Industrial</p> <p>The Paddle Road area west of the Norcross Road commercial area, north of Drinkwater Road and abutting Cowichan Commons, currently zoned R1-Residential Rural Zone [see also policy re buffering of agricultural lands]</p> <p>Properties on the north side of Chaplin Street zoned Industrial</p> <p>Brownfield land along the Trans-Canada Highway in the Chemainus corridor area currently zoned Industrial, but may additionally be used for commercial purposes</p> <p>The Beverly Street/James Street/York Road neighbourhood, currently zoned Commercial</p>
e)	The Municipality will encourage residential uses above ground-floor commercial use in commercial cores and neighbourhood commercial centres where sewer service is available.

<b>Provide clear policies guiding the location and operation of commercial enterprises</b>
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<b>2.4.5.2 The Municipality encourages a range of commercial facilities from local to regional in scope.</b>
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<b>2.4.5.3 The Municipality will take the following into consideration for zoning to permit <i>local commercial</i> development:</b>
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The proposed use is for businesses selling convenience type goods or services to meet the needs of the immediate neighbourhood.

Consideration is given to residential or office use above ground-floor commercial use

The proposed use is close to schools, parks and higher density areas.

The maximum aggregate commercial zoned areas is 500 square metres (5,380 sq. ft.)

The business is located on an existing or proposed major road, preferably at an intersection.

There is safe and convenient pedestrian and cycling access to the location.

There is appropriate screening along property lines that abut residential areas.

<b>2.4.5.4 The Municipality will take the following into consideration for zoning to permit <i>neighbourhood commercial</i> development:</b>
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Areas zoned to permit neighbourhood commercial centres have been designated at Berkey's Corner, The Properties and Maple Bay.

Permitted uses in those areas include: small-scale shops that allow local residents easy walking access to convenience stores; and limited personal service businesses.

These areas include mixed residential and commercial development, where sewer service is available. They do not include uses that serve a regional market or that generate excessive traffic volumes.

The area identified in The Properties Land Use Contract as designated for a neighbourhood commercial centre will require:

local commercial or convenience focus;

scale and character in keeping with the adjacent residential area;

screening of commercially developed area from abutting residential uses;

provision of sufficient on-site parking; and

residential or office use above ground-floor commercial use is strongly encouraged.

<b>2.4.5.5 The Municipality will take the following into consideration for zoning to permit <i>commercial cores</i> development:</b>
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North Cowichan's designated commercial cores are Chemainus, Crofton and the James Street/York Road/Beverly Street area in North Cowichan's South End, adjacent to the City of Duncan's downtown.

A broad range of uses typical of a downtown will be included (e.g. shopping services, financial and business uses, government and institutional uses, leisure and recreational facilities, churches and residential uses).

Pedestrian-oriented development is a priority.

**2.4.5.6 To ensure that commercial development in North Cowichan's South End<sup>23</sup> complements the City of Duncan's commercial core, the Municipality will:**

develop, in cooperation with the City of Duncan, complementary land use and zoning policies for adjacent commercial and residential neighbourhoods;

coordinate infrastructure improvements in the South End with the City of Duncan; and

collaborate with the City of Duncan, Vancouver Island University, and School District #79 to maintain the economic and social health of Duncan's commercial core and the commercial area extending from Duncan to adjacent lands in North Cowichan.

**2.4.5.7 The Municipality will continue to collaborate with the City of Duncan, Vancouver Island University, and School District #79 to improve the appearance and function of the South End commercial area. The following objectives will be pursued:**

Minimize highway access points and streamline local traffic circulation patterns and parking arrangements.

Establish *Development Permit Guidelines* for signage for a more unified and attractive appearance.

Encourage tree planting and other landscaping along the highway corridor.

Designate the highway corridor as a revitalization area.

**2.4.5.8 The commercial cores of Chemainus and Crofton are designated Development Permit Areas, in accordance with *Local Government Act* Section 919.1. Applications for development permits will be reviewed in accordance with the *Development Permit Guidelines* for DPA- 1.**

**2.4.5.9 The Municipality will, in cooperation with the Chemainus business community, regularly review the management of parking in downtown Chemainus.**

**2.4.5.10 The Municipality supports the development of cruise ship facilities and similar tourist-related waterfront developments in Chemainus as long as they do not unduly interfere with established marine traffic and have suitable upland support area and access provisions.**

**2.4.5.11 The Municipality will take the following into consideration for zoning to permit *service commercial* development:**

The zoning accommodates those uses that are automobile oriented and require convenient access to major transportation corridors (tourist accommodation, drive-through restaurants, automotive sales and service, entertainment, and small-scale repair and warehousing facilities).

Service commercial uses will be considered within the Chemainus Industrial Park at the Henry Road/Trans-Canada Highway intersection.

<sup>23</sup> Urban Systems, "Trans Canada Highway Corridor Management Plan, Drinkwater Rd to Cowichan Bay Rd", October 2005.

**2.4.5.12 The Municipality will take the following into consideration for zoning to permit *highway service commercial* development:**

Land use along the Trans-Canada Highway will be governed by highway service commercial zone and policy. [see also 2.5.6.10 & Map 11]

Commercial land along the highway should be protected for highway commercial uses. A new zone shall be created to distinguish highway service commercial from other service commercial uses.

Additional highway service commercial development will only be permitted in those areas designated as urban or transition, per Map 11.

The Municipality will generally not support the designation of further areas for highway service commercial development in North Cowichan.

Highway service commercial lands shown on Map 8 and 11 are designated Development Permit Areas under Section 919.1 of the *Local Government Act* for the purposes of revitalizing an area for commercial uses, establishing objectives for form and character of commercial, industrial or multi-family residential, promoting energy and water conservation and the reduction of greenhouse gas emissions. All proposed activities on these lands will be evaluated on the basis of the *Development Permit Guidelines* for Development Permit Area (DPA- 1).

**Ensure the availability of adequate commercially zoned land**

**2.4.5.13 The Municipality will maintain sufficient commercial land inventory levels.**

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| a) | The Municipality will provide additional commercial land when required. Increased site density for commercial lands are encouraged. Criteria for provision of additional commercially zoned land may include: current inventories are at 80% development; a new use or development requires a large area of serviced land; and lands developed at a lower density are unlikely to be redeveloped. |
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## 2.4.6 Industry

Historically, industrial activity has played a formative role in North Cowichan. The continued strength of this economic sector remains critical to the vitality of North Cowichan. Activities range from light manufacturing and specialized crafts through to heavy industry involved in primary production. The needs of industry are unique: siting and operational requirements, such as access to material inputs and product shipping, demand careful consideration. Factors such as noise, air quality, hours of operation and traffic can influence the quality of life far beyond the industrial site. Some industries require buffering to mute their impact, while others can function side-by-side with their neighbours.

The Municipality has a key role to play in assisting industry to find a welcoming home. Policies that support industry and allow business to confidently invest in the community can be a catalyst to attract new investment and jobs. The designation and servicing of sufficient industrial land is a basic requirement. Equally important are clarity, consistency and timely decisions about how industry fits with other community values and aspirations.

### **Objective**

Encourage sustained and diverse industrial activity within North Cowichan.

Progress will be measured by:

- Number of industrial development permits issued each year,
- Numbers of industrial Temporary Use Permits issued each year,
- Number of businesses paying industrial taxes each year,
- Value of industrial building permits each year,
- Use (as a percentage) of existing industrially zoned land.

### **Policy Direction/Commitment**

The Municipality will:

- Promote a healthy industrial sector,
- Ensure the availability of industrially zoned land,
- Reduce the potential for conflicts between industrial and other lands uses.

See also Amenities policy (Section 3, Municipal Management).

<b>Promote a healthy industrial sector</b>	
<b>2.4.6.1 The Municipality will promote a healthy industrial sector.</b>	
a)	The Municipality will protect and promote the economic viability of existing industry.
b)	The Municipality will encourage the establishment of small-scale industrial enterprises.
c)	The Municipality will support the development of light industrial sites suitable to small-scale food processing in rural or industrial areas, as appropriate. This may include greenhouses.
d)	The Municipality will encourage and attract new and emerging forms of industrial enterprise to the community.
e)	The Municipality will continue the use of Temporary Industrial Use Permits to allow low-impact industrial uses in non-industrial zones on a temporary basis. Temporary Industrial Use Permits will be used to encourage the establishment of small businesses in North Cowichan, and to allow entrepreneurs to capitalize on short-term development opportunities. Guidelines for the issuance of Temporary Industrial Use Permits are outlined in Schedule 1.
<b>Ensure the availability of industrially zoned land</b>	
<b>2.4.6.2 The Municipality will ensure that sufficient industrially zoned land is available.</b>	
a)	In considering new locations for industry, The Municipality will consider: potential impacts on adjacent uses in terms of traffic, noise and other nuisances; proximity to transportation and servicing infrastructure; and the current supply of vacant industrially zoned land within North Cowichan.
<b>2.4.6.3 The Municipality will protect the existing stock of industrial land and optimize its use.</b>	
a)	The Municipality will maintain an inventory of vacant and developed industrially zoned land in order to monitor the industrial land supply and facilitate the movement of industry to North Cowichan.
b)	The Municipality will encourage the infill and maximum use of existing industrial land, including the redevelopment of underutilized lands in urban centres, including: developing brownfield and grey-field industrial sites; pursuing intensification of underutilized sites; and encouraging mixed-use developments and live/work developments as appropriate.

c)	The Municipality will support limited retail sales in industrial areas as long as the retail use is clearly ancillary to the industrial use or the retail use is intended to service adjacent industrial enterprises.
d)	The Municipality will consider development of live/work units in industrial areas outside of the urban containment boundary, on a case-by-case basis where there is clear evidence that the proposed industrial use requires it and servicing is not an issue, and as long as the primary land use continues to be industrial or the service commercial and/or residential use remain a subordinate use of the land.
e)	The Municipality will enable on-site servicing of underdeveloped land, particularly industrial, with related cost-recovery methods, to promote mixed use, denser site use, diversity and more effective land use.
<b>Reduce the potential for conflicts between industrial and other lands uses</b>	
<b>2.4.6.4 The Municipality supports sensitive integration of industry into the community.</b>	
a)	The Municipality will identify measurable objectives to encourage sustainable approaches to industrial development (e.g., reductions in single-occupant vehicle commuting, use of advanced building techniques, and use of adaptive rainwater management).
b)	Industrially zoned lands are designated as a Development Permit Area to maintain orderly and attractive industrial development and to reduce conflict with adjacent land uses. These lands are designated under Section 919.1 of the <i>Local Government Act</i> for the purposes of revitalizing an area for commercial uses, establishing objectives for form and character of commercial, industrial or multi-family residential, promoting energy and water conservation and the reduction of greenhouse gas emissions. All proposed activities on these lands will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Area (DPA- 1). Applications that conform to the guidelines will be approved expeditiously.
<b>2.4.6.5 The Municipality will assist with managing industrial zones in unserved areas.</b>	
a)	Where municipal servicing is not an option, the Municipality will consider the use of alternative, advanced sewage treatment technology to improve the efficient use of mixed-use and industrial lands. Such development must be consistent with other plan policies and there must be no anticipated downstream impacts on natural systems (e.g., watercourses).