

# Municipality of North Cowichan

## Crofton Local Area Plan

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**Proposed Plan**  
May 2015





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1

**OVERVIEW**





## 1.0 OVERVIEW

### 1.1 What is a Local Area Plan?

A Local Area Plan (LAP) is a land use planning policy plan for geographic areas of a Municipality where there is a need to provide a more detailed level of planning and design at a neighborhood and community scale. The LAP provides guidance for future decisions related to issues including land use, urban form, mobility and infrastructure. The LAP is intended to provide a framework and level of strategic planning, over a 30 year timeline.

This local area plan (LAP) was undertaken for the community of Crofton to anticipate change which will come to the community regardless of planning efforts. Climate change, demographic change, technological change and economic change all steer the inevitable changes which happen in any community. By respecting the past (cultural heritage of a community), embracing the present (current trends in community development and planning) and anticipating the future, the citizens of Crofton can have a say in the outcome of the inevitable forces of change placed on their community.

### 1.2 Purpose of the LAP

The purpose of the Crofton Local Area Plan is to provide a detailed policy framework and implementation strategy. Crofton is identified as one of three growth centres within the Municipality of North Cowichan's (MNC's) OCP. In addition to this, the Climate Action and Energy Plan (CAEP) for MNC recognized the opportunities to deliver energy savings and greenhouse gas (GHG) reductions, through new higher density and compact housing forms, improved transportation strategies and the ability to grow and sell food in the growth centres.

### 1.3 Interpretation of the Plan

The Crofton Local Area Plan is a conceptual document intended to work as a guide for citizens, developers and municipal staff when contemplating development proposals and community initiatives. The plan is also intended to inform OCP Policy and to give certainty to the community of Crofton on the future direction of the community as it grows and changes over the coming years.

All plans are conceptual in nature and are intended to demonstrate possible outcomes of the plan's policies. The boundaries and locations of any symbols or areas shown on a figure are approximate only and shall be interpreted as such. They are not intended to define exact locations except where they coincide with clearly recognizable physical features or fixed boundaries, such as property lines.

Unless otherwise specified within the LAP, where actual quantities or numerical standards are contained within a figure, drawing or diagram, these quantities or standards are



Left:  
Existing Crofton  
Sea Walk

to be interpreted as conceptual only and will be determined in the detailed design stage or through other regulatory documents such as the Zoning Bylaw or the Development Permit Guidelines.

## 1.4 Structure of the Plan

The LAP begins with references to higher level planning documents which have been reviewed and used as guiding documents which have informed the LAP planning process, including the North Cowichan Official Community Plan and the North Cowichan Climate Action and Energy Plan.



Right:  
Crofton Hotel

Section 2 of the LAP provides the context for the LAP and a summary of baseline documents. A number of supporting maps illustrate a foundation for the design stage of the planning process.

Section 3 of the LAP provides a summary of the community's vision and presents the process used to define this vision and the associated guiding principles.

Section 4 of the LAP presents the neighbourhood concept plans and designs including:

- A demonstration plan for the Commercial Core Focus Area;
- Design studies for York Avenue, and entrance to Crofton.
- A concept plan for existing greenfield sites;
- Examples of mature villages which may provide direction for proponents wishing to develop within Crofton.

Section 5 of the plan presents the general policies which will guide future private and public investment within Crofton concerning:

- Land Use;
- Built Form;
- Mobility;
- Open Space and
- Public Realm.

Section 6 presents the regulating plan and associated charts.

Section 7 presents strategies for the implementation and administration of the LAP including a discussion on:

- key partners of the plan; and
- the next steps required to move the plan forward.

## 1.5 Acknowledgments

The Plan was prepared by JWT Design Ltd. with assistance from Hall Engineering and Planning, Inc., Land Use Economics and Dennis Carlsen Consulting. Valuable input into this plan document was gathered from the Municipality of North Cowichan, key stakeholders such as BC Ferries and Catalyst Paper and the public.

The overall planning process was steered by the Crofton Community Advisory Working Group and included the broader community at key input stages. The Advisory Working Group consisted of individuals with a variety of backgrounds that represent a cross section of interests and views to help guide the future. The group was formed in 2013.

## 1.6 Disclaimer

The policies and guidelines in the LAP are not intended to be interpreted as an approval for a use on a specific site as the policies do not address specific issues, bylaws or conditions for each site within the Plan area. Taking this into consideration it should be noted that no representation is made herein that any particular site is suitable for a particular purpose, as the site conditions or limitations (including environmental contamination or remediation) must be assessed on a case-by-case basis as part of an application for subdivision, rezoning or development permit approval.

## 1.7 The Plan Area

The LAP matches the Urban Containment Boundary (UCB) as defined by the OCP. In general it encompasses the “urbanized” area within Crofton, bounded by the waterfront to the east, the Catalyst industrial lands and Agricultural Land Reserve (ALR) lands to the north, Municipal Forest Reserve lands to the west and Tatlo Road and Agricultural Land Reserve (ALR) lands to the south. The UCB is shown on applicable maps as a dashed line and labeled accordingly. Refer to **Figure 1 LAP Study Area** for a graphic illustration of the study area boundaries.

Within the UCB, and identified in the OCP is a mixed use commercial core focus area. It is generally defined by the Catalyst industrial lands to the north, the waterfront to the east, Joan Avenue and south laneway to the south, and the north entry to Crofton and the intersection of at Crofton Road and all of Chaplin Street to the west.

## 1.8 How the Plan Relates to Other Municipal Policies

Two important higher level guiding documents have been reviewed in developing this LAP. They are the North Cowichan OCP and North Cowichan Climate Action and Energy Plan. This section provides a broad overview of their relevance and implications in relation to the LAP.

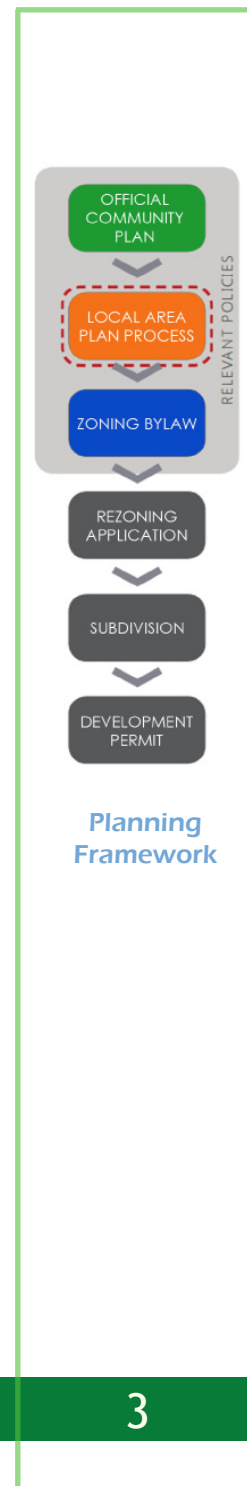
### 1.8.1 Municipality of North Cowichan Official Community Plan (2011)

Official Community Plans (OCPs) are the overarching planning documents that set out the community vision and values that will guide decision-making about the future direction of each municipality. They also provide clarity for residents, businesses and institutions on the primary goals, objectives, and supporting policies that help the Municipality to meet its goals.

North Cowichan’s OCP is based on 5 key principles and 5 key goals, that provide strategic context and direction for the Crofton Local Area Plan:

Principles	Goals
Sustainability	Preserve our rural setting
Economic opportunity	Guard our environment
Smart growth	Adjust to climate change
Healthy and safe community	Encourage economic opportunities
Community engagement	Build strong communities

The OCP identifies Crofton as one of three growth centres within North Cowichan. By focusing development in growth centres, growth can be accommodated more efficiently. It also minimizes short and long term costs to the community and take advantage of the facilities that are already in place.





# LAP STUDY Area

+/- 187 Hectares/ 462 Acres

\* Indicates major existing features



The study area includes two boundaries. The first being the urban containment boundary for Crofton (one of three growth centres within the Municipality of North Cowichan). This is the boundary of the Local Area Plan. The second boundary is the focus area of the study in which more detailed design took place during the design charette.



Figure 1. LAP Study Area

Growth centres are the core areas and infrastructure of each of these communities and contain municipal services, commercial and retail activities, schools, and other facilities that are the foundation of community.

The preparation of local area plans for its growth centres is a priority for the Municipality. It is recognized that the Crofton LAP will be more fine grained and will include specific goals and objectives than the overarching strategic policies of the OCP. It is also expected that the Crofton LAP will conform to and align with the overarching policies contained in the OCP and the Climate Action Energy Plan (CAEP).

### Key OCP Themes Affecting the LAP

The following excerpts from the OCP summarize the policy direction of elements that are relevant for the Crofton LAP. Some excerpts have been slightly modified to fit the Crofton context. Both the general overarching OCP policies and specific Crofton policies form the foundation of the Crofton LAP. The direction of the OCP and the LAP is multifaceted and requires an integrated approach in order to develop a resilient and sustainable community that incorporates the OCP principles and goals.

**Housing:** Meet the housing needs of North Cowichan residents in terms of housing type, size, cost and location.

**Public Realm:** Create attractive public spaces that meet the diverse needs of residents and that preserve heritage and environmental values.

**Safe and Healthy Community:** Enable residents of all ages and diverse backgrounds to live a safe and healthy life in Crofton.

**Community and Neighbourhood:** Help residents to promote and enhance Crofton's unique identity and community spirit.

**Transportation:** Provide a choice of efficient, safe, multi-

modal transportation options that meet the needs of Crofton residents.

**Infrastructure:** Provide the necessary infrastructure that meets the highest standards of public health and safety, protects the environment, emphasizes conservation and is cost-effective.

**Parks and Recreation:** Ensure Crofton is well serviced with recreation facilities, including a system of parks, trails and open space that provide opportunities for residents of all ages.

**Economy:** Establish a welcoming atmosphere for economic development while maintaining a high quality of life and high environmental quality by promoting good urban design, investing in the public realm and downtown revitalization, and protecting investments made by existing businesses.

**Environment:** Protect local ecosystems including fresh and marine water and terrestrial environments and where opportunities arise, restore these ecosystems to maintain biodiversity, ecological health and integrity. In particular, protect and enhance the unique and special characteristics of ocean foreshores and other waterfront areas.



Right:  
Crofton  
Elementary  
School Playing  
Fields



In addition to the general principles, goals, and policies of the OCP, the following are policy excerpts specifically related to Crofton:

### **Crofton Environment and Waterfront**

The Municipality recognizes and will protect the unique and special characteristics of ocean foreshores and other waterfront areas. Development that would alienate the foreshore from public access or negatively impact on the natural environment will be discouraged. Public access to and along the waterfront is a priority consideration in the review of all development proposals. Provision will be made for access through or around any structure that extends below the high watermark (except along industrially designated shorelines).

The OCP supports community access to the Crofton Waterfront including:

- Securing the use and development of the waterfront for public benefit;
- Maintaining public facilities such as the government dock;
- Cleaning-up of the small craft harbour and
- Connecting Crofton to the rest of North Cowichan.

### **Consistency with the Official Community Plan**

To meet and compliment the OCP Goals, Principles, Objectives and Policies the Crofton LAP should:

- Encourage various forms of housing for a range of incomes and demographics;
- Enhance the public realm to create attractive streetscapes and public spaces where people can gather;
- Focus density to enable more compact development and more efficient use of infrastructure;
- Facilitate a multi-modal transportation with increased trail linkages, greater access to public transit, and safer

- pedestrian routes to encourage active transportation;
- Enhance the waterfront for commercial and marine related businesses and activities to locate here and to enable greater public access;
- Create an attractive commercial centre to enhance existing businesses and encourage new businesses to locate here.

### **1.8.2 Climate Action & Energy Plan**

The Municipality of North Cowichan's Climate Action and Energy Plan (CAEP) was prepared to address issues in relation to climate change and energy consumption. The CAEP inventories community and corporate energy use and GHG emissions and identifies future trends in energy consumption and emissions through policy, actions, and other mechanisms.

The Municipality of North Cowichan is striving to reduce air pollution, GHG emissions and energy consumption through resource conservation and recovery and the application of smart growth principles. By reducing sprawl, by increasing density within serviceable areas and developing along existing corridors, communities can reduce energy consumption and GHG emissions.

The CAEP includes a series of recommended climate mitigation and adaptation actions that support the goals and objectives contained in the OCP regarding growth centres such as Crofton.



### 1.8.3 Development Permit Area (DPA) Guidelines

The OCP designates five Development Permit Areas, DPA 1 - General, DPA 2 - Marine Waterfronts, DPA 3 - Natural Environment, DPA 4 - Hazard Lands, and DPA 5 - Farm Land Protection. DPA guidelines reflect the policies of the OCP and help Council and staff to evaluate development proposals. DPAs have been developed to guide the form and character of commercial, industrial and multi-family development, protect the natural environment and areas of hazardous conditions, encourage water and energy conservation and reduce Greenhouse Gas emissions and protect farming.

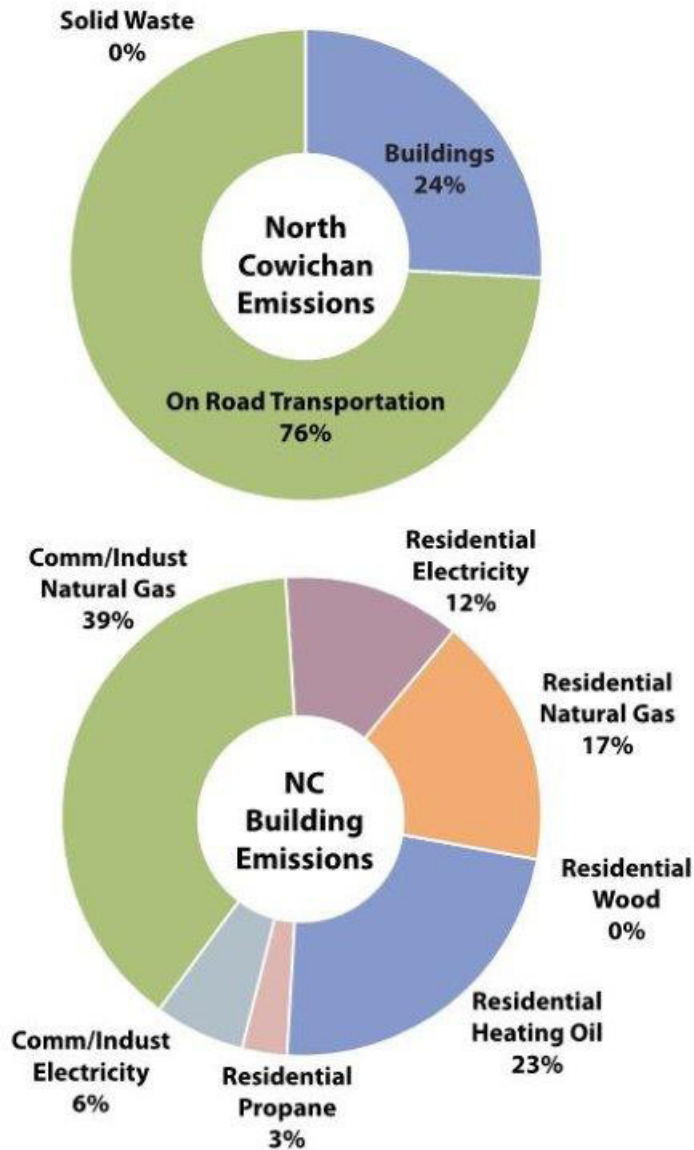


Figure 2. Municipality of North Cowichan  
GHG Emissions  
Source: 2007 CEEI





2



**CONTEXT**







### Quick Fact:

Crofton's Growth Centre contains about +/- 182 Ha and contains roughly 760 dwelling units. This equates to a settlement density of 4.2 Units/ Ha.

## 2.0 CONTEXT

Two comprehensive baseline reports have been completed as part of this study. They are the **Crofton Community Local Area Plan Stage 2 Draft Report** (the precursor to this report which also documents the public planning process) and the **Summary Market Overview, Community of Crofton, British Columbia Report** prepared by Land Use Economics LLC. These reports examine the existing situation within the planning study area and adjacent planning context and they identify issues affecting the design and planning of the Crofton LAP. This section provides a brief overview of the key findings from those reports.

### 2.1 Existing Crofton Characteristics

As illustrated in the photograph above, Crofton enjoys an idyllic coastal location. There are numerous other coastal communities along the eastern edge of Vancouver Island,

most with similar water access and water views, but most of the other communities do not contain a topographic 'bowl like' setting that provides ocean and sunrise views from much of the developed portions of the community. In addition, the existing grid road system and gentle slopes in the developed centre of the community creates a highly walkable, pedestrian friendly, village scale and feel. As illustrated in **Figure 3, the LAP Context and Existing Features Map**, Crofton has a somewhat 'remote' feel, being surrounded on the south by low density rural agricultural uses, on the west by Municipal Forest Reserve (MFR), and on the north by Agricultural Land Reserve (ALR) and the large industrial zone that abuts the north edge of Chaplin Street.

This study's focus area includes two full blocks and 4 ½ blocks of commercially zoned land. Some of this land is vacant, much of it is occupied by solely residential uses. Commercial retail uses are not concentrated in one location

# LEGEND

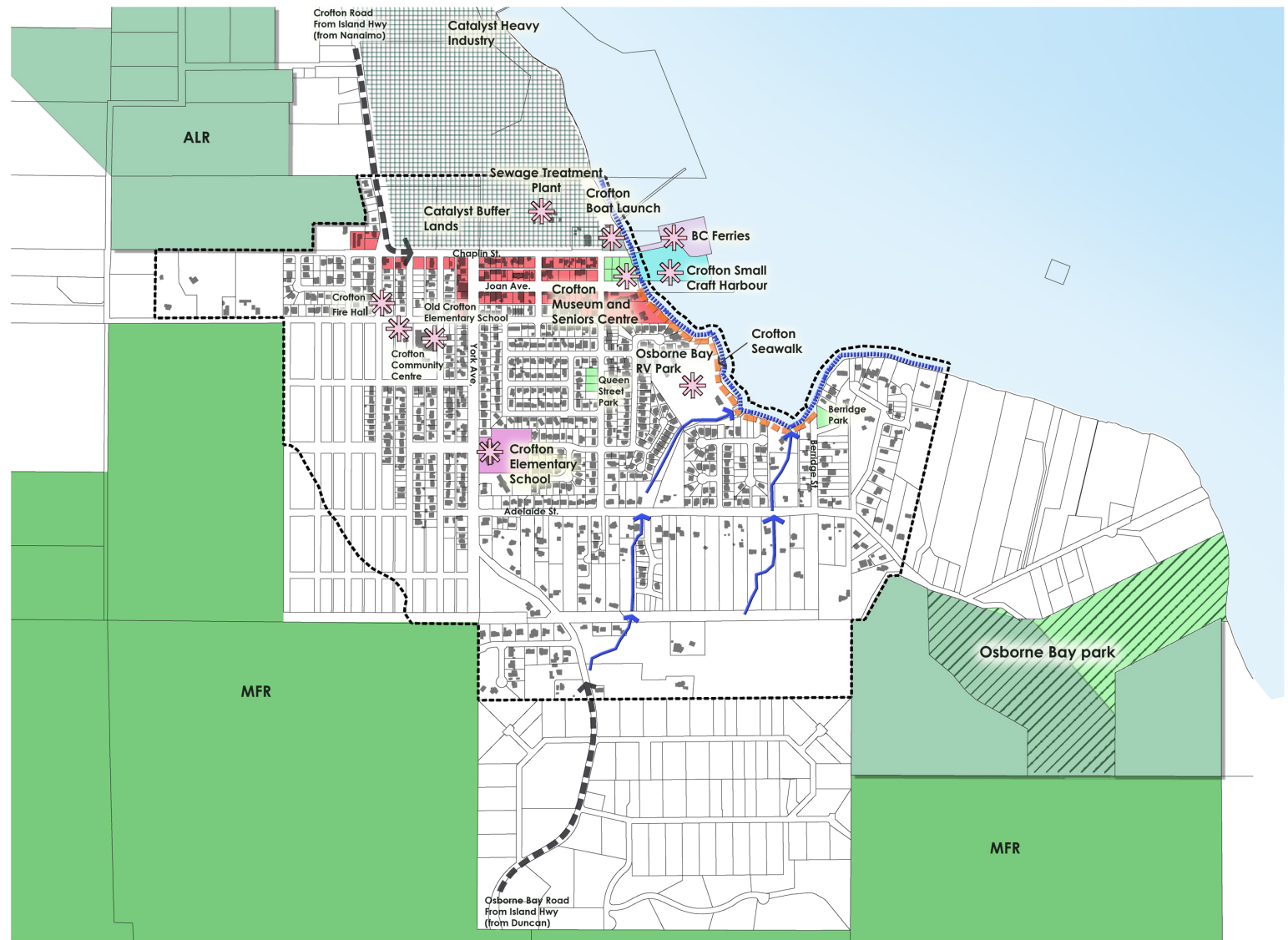
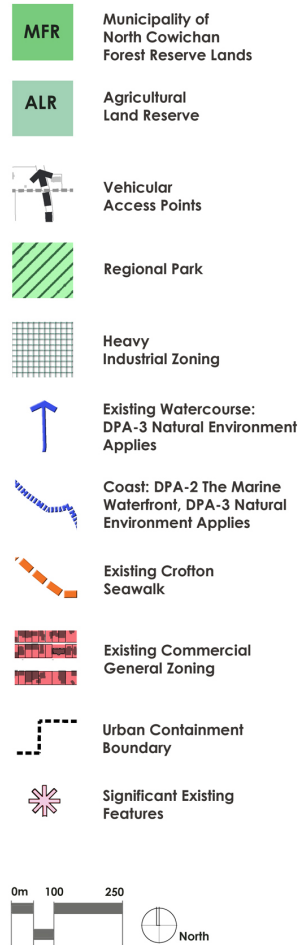


Figure 3. LAP Context and Existing Features Map



but are spread-out along the streetscapes, nestled in-between vacant lots, single-family homes and in some cases apartments.

The grid centre of the community was the first to develop, and as such has the oldest building stock. This area lacks uniform design standards, varies tremendously in terms of quality, and lacks a clear focal point. It is evident that businesses located in the area are challenged economically. The number of businesses has been reducing in recent years. In many ways this central area offers both challenges to, and opportunities for redevelopment. Given the location of most supporting retail and services outside of Crofton, local residents meet almost all of their shopping needs elsewhere.

## 2.2 Population

According to Statistics Canada the 2011 population within the Crofton plan study area stood at 1,690. Some general household characteristics can be summarized as follows:

- The vast majority of residents are Canadian in origin;
- They are all permanent residents;
- They predominately originate from British Columbia;
- Nearly 75 percent are third generation residents of the area;
- For those working outside of Crofton, the median commute time is between 15 and 18 minutes;
- The median per capita income of workers over the age of 15 and working is approximately \$29,400;
- The average per capita income of workers over the age of 15 is between \$30,000 and \$47,500;
- The average household income is just above \$69,500.

Based household characteristics, established migration patterns, birth and death rates and usual statistical projection techniques the population in the plan area is expected to grow by only 474 people by 2036 to a total of 2,169, with almost the same balance between males and females.

Right:  
Crofton's main  
street has never  
been fully built  
out.



Based on an average household size of 2.4, the projected growth over 30 years translates into an increased need for approximately 198 dwelling units, or average annual demand for 8 units per year. This is well under the historic housing absorption rate discussed below.

These growth projections are based on static development pattern assumptions. As a result, if Crofton were to position itself to appeal to a retirement market, both housing and population would be impacted. If the area were to develop a reputation as a desirable second home location housing demand would be impacted, but permanent population would be impacted to a lesser degree. Household size may also change over time depending on the age of residents, number of children living at home, etc., so the number of potential new homes is an estimate.

However, external forces can change both housing demand and population growth. Major new employment sources or industries coming into an area, or leaving, can have dramatic growth or contraction impacts. Also, an individual housing developer can target a given community and radically alter historic development patterns.

### 2.3 Commercial Development

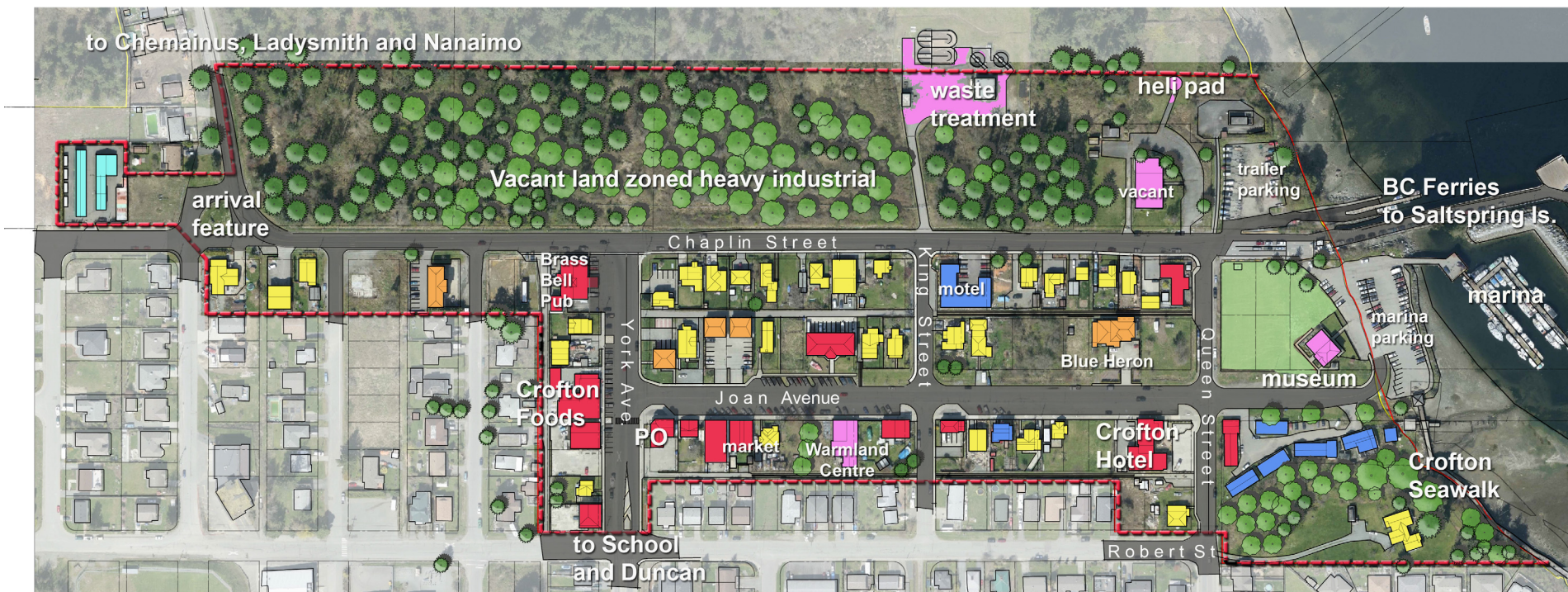
Land Use Economics examined historic building data on the development of commercial space in Crofton as part of the baseline review. The data set going back to 1901 is not consistent but it shows no recorded significant commercial construction until 1956. Subsequent development has been relatively slow, and years can pass without any new development. According to municipal records there is approximately 3,700 square metres of mixed commercial building area in the community, including office and retail space. No independent survey of buildings was conducted, but vacant commercial space clearly exists. **Figure 4, Focus Area Existing Conditions Map** provides a graphic representation

of the commercial space distribution throughout Crofton's existing commercial core.

There is no clear evidence regarding the amount of commercial space that is based on population, particularly in a small community. Moreover, the rapid growth of on-line retailing and work at home trends is rapidly changing the retail landscape. According to The Square Foot, a networking hub for the commercial real estate industry has calculated an average 1.4 square metres per person in Canada. Some areas in the United States have as much as 4.3 square metres per capita whereas Australia has 0.6 square metres and France only 0.2. If Crofton were to go by the Canadian average the commercial sector is underserved with approximately 1.1 existing square metres per person as of 2011, declining to approximately 0.9 metres by 2036 without new construction entering the market. These figures are based on the population and projections presented earlier at the historic 0.994 percent growth rate for the larger Crofton Area, not just the Study Area.

The commercial square footage that is required or necessary will vary according to the consumption habits of the population, shopping patterns, type of retailing, and availability of goods and services and extraneous factors such as the impact from tourists and/or seasonal residents.





**Graphic Legend:**







	Commercial/ Mixed Use		Light Industrial
	Civic or Institutional		Apartment Multi-Family
	Motel or B&B		Single Family



Figure 4. Focus Area Existing Conditions Map

## 2.4 Key Issues and Opportunities

During the study a number of key issues and opportunities were identified including:

- Enhance existing single family neighbourhoods and increase density through infill and greater housing diversity;
- Encourage well-designed homes for small lots serviced by alleys to avoid street loaded garages becoming the dominant design feature; allow for carriage homes at the rear of lots (suites above rear loaded garages or laneway homes) and cluster smaller homes around common open space;
- Redesign the current roadway and parking layout for Joan Avenue to better organize parking, reduce the amount of asphalt area and enhance the public realm with additional landscaping;
- Create a better connection between Joan Avenue and the waterfront as part of the redevelopment of the Twin Gables property;
- Construct roundabouts at key intersections as both a traffic calming measure and as gateway feature;
- Design a system of interconnected trails to link both existing and new neighbourhoods, developments and housing complexes both within the plan area and to surrounding areas;
- Create a better sense of arrival to Crofton by redesigning Crofton's north arrival point (where Crofton Road meets Chaplin Avenue);
- Expand the provision of public greenspace along the waterfront and in areas receiving new development;
- Improve the safety of Crofton Road (outside the LAP plan area);
- Mitigate and remediate the industrial pollutants occupying the marine sea bed adjacent to Crofton waterfront;
- Expand the Crofton Seawalk to the north and to the south;
- Protect and enhance Crofton's natural assets including its waterfront, streams and other sensitive environments;
- Encourage the redevelopment of Joan Avenue with vibrant mixed use and commercial development;
- Create an attractive downtown streetscape; and
- Protect and enhance public views



# 3



**VISION AND GUIDING PRINCIPLES**





## 3.0 VISION AND GUIDING PRINCIPLES

### 3.1 A Vision for the Future

At the core of the LAP Process is the need to define a clear vision for Crofton which establishes an expectation as to how Crofton may evolve over time, in accordance with the community's desires and aspirations. The following Vision Statement has been drafted from themes drawn from the visioning exercises, sounding boards and design workshop which were open to all members of the community:

**“Crofton is an inclusive waterfront community, which fosters economic development, environmental stewardship, and small town values. The community prides itself on its seaside setting, small town scale, walkability and access to nature and the sea. Crofton provides affordable housing in a variety of**



**architectural forms which are consistent with the existing small town character. Crofton has safe roads, alternative modes of transportation, with good access to the waterfront and regional trail systems. Crofton has balanced development and the natural environment with a special focus on maintaining existing educational facilities, and expanding its array of commercial and employment services. Both public and private sector investments have contributed to a beautification of the mixed use commercial core area.”**

To achieve this vision, the priorities of the LAP will be:






- Protect and enhance the functional natural environment as an amenity for all;
- Encourage an efficient infill of underutilized or vacant land parcels within the mixed use commercial core, periphery lands and broader growth centre;
- Create an enhanced and beautified public realm which includes sustainable, functional infrastructure (sidewalks, roads and parking);
- Establish greater certainty for all, including future investment through clear and transparent planning guidance and incentives.

### 3.2. Guiding Principles and Goals

The overarching guiding principles and goals were created based on the emerging themes that arose from various community engagement sessions and sounding boards placed throughout the community. The following set of five principles were established to guide the development strategies, design proposals and regulating code and provide high level goals that will help realize the vision.

Left:  
Citizens engaged  
in the Design  
Workshop stage  
of the planning  
process

Table 1: Guiding Principles & Goals

	THEME	GUIDING PRINCIPLE	GOAL
	Sense of Place	Support the beautification of Crofton. Create memorable, functional and vibrant public and private spaces.	Strengthen the unique identity of Crofton as an oceanside village. Create an attractive, safe and high quality public realm.
	Mobility	Support transportation infrastructure (vehicular roadways, parking, sidewalks, multi-purpose trails and transit) which is safe and efficient.	Achieve compact, pedestrian focused development around the existing transportation infrastructure and where possible modernize that infrastructure to improve safety and efficiency (including Crofton Road).
	Community	Support a diverse community.	Diversify the existing array of land uses (residential and commercial) with enhanced community and educational facilities.
	Environment	Protect, restore, preserve and enhance natural environmental assets and ecological values.	Improve environmental stewardship through partnerships with higher government, education, actions, policies, and tools which are meaningful and effective.
	Local Economy	Protect, restore, preserve and enhance the local economy.	Improve upon the overall image of Crofton through the creation and implementation of sustainable and effective residential and commercial land use policies which promote private and public investment, infill development and sustainable greenfield development.



4



**NEIGHBORHOOD CONCEPT PLANS AND DESIGNS**





## 4.0 NEIGHBOURHOOD CONCEPT PLANS AND DESIGNS

### 4.1 Waterfront Concept Plan

Figure 6 illustrates what the Crofton Waterfront could look like as the Crofton LAP is implemented over time.

Plan elements include:

#### A stronger connection between the commercial core and the waterfront.

Key features include:

- Designating the museum site as a park
- An upgraded waterfront park (Museum site);
- New public marina and marina parking area.

#### Improved public access to the waterfront:

Key features include:

- Future expansion of the Crofton Seawalk if the Catalyst site is redeveloped with a compatible land use;
- An upland pedestrian link from the existing Crofton Seawalk to the waterfront lands north of the BC Ferries terminal;
- Future expansion of the Crofton Seawalk to Osborne Bay Park if upland support can be obtained;
- An upgrade to Berridge Street Park with additional parking (this parking would also support a trail head to Osborne Bay Park and the Maple Mountain Trail if developed in concert with pedestrian sidewalk street upgrades to Berridge Street and Adelaide Street).

#### Improved the recreational access to the waters surrounding Crofton.

Key features include:

- A proposed recreational public marina (possibly with floating breakwaters) to be developed north of the BC Ferry Terminal (Illustrated in concept only);
- Expanded trailer and marina parking with a potential new marina building adjacent to the existing boat launch- the existing Timberwest office building (now vacant and owned by MNC) could be repurposed as a marina building. The concept plan shows it staying in place;
- The existing Crofton Small Craft Harbour would remain in its current location but with improved parking and public realm.

#### Waterfront development includes a strong ocean connection and respects upland views.

Key features include:

- The redevelopment of the Twin Gables site illustrated with the potential for a private pier;



Figure 5. Illustrative waterfront Concept plan generated by the Design Workshop.

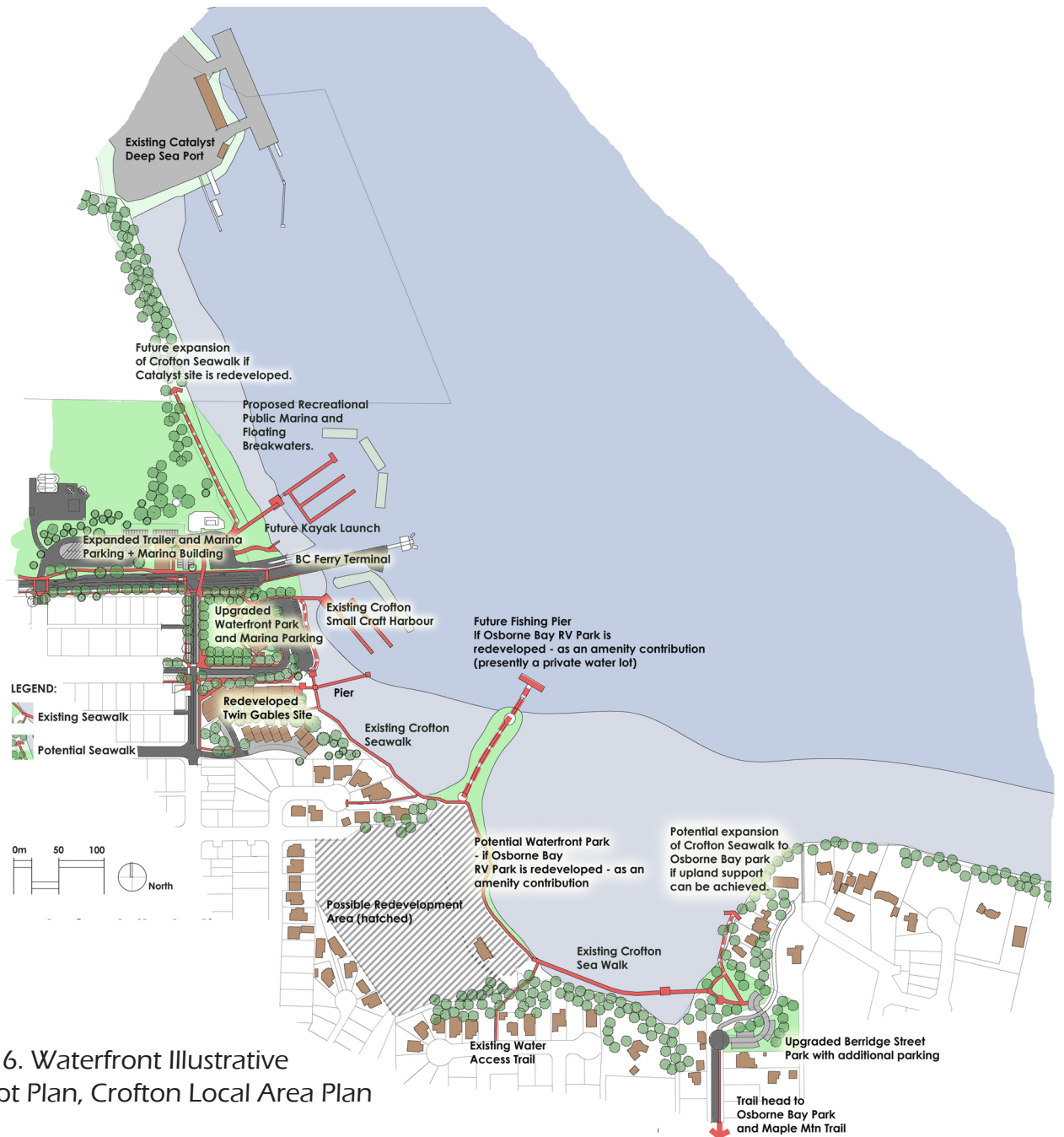


Figure 6. Waterfront Illustrative Concept Plan, Crofton Local Area Plan



- The potential for a new waterfront park and fishing pier as part of the redevelopment of the Osborne Bay RV Park; the parkland would be created as an amenity contribution of the rezoning application process.

## 4.2 Commercial Core Concept Plan.

Figure 7 illustrates what the downtown core may look like as the Crofton LAP is implemented over time.

Plan elements include:

### A Stronger commercial core

Key features include:

- A redesigned Joan Avenue, York Avenue and Chaplin Street;
- The possibility of an events stage on the waterfront park area;
- Pedestrian facility upgrades in the form of landscaping and improved sidewalks, street furniture and signage program, way finding;
- Improved parking and improved traffic calming measures within the public realm.

### An interated commercial core with the waterfront:

Key features include:

- Improved ferry queing;
- Improved pedestrian linkages and way finding;
- A redeveloped Twin Gables site.



Right and Far  
Right Lower:  
Outdoor  
balconies on  
low rise projects  
allow residents  
to enjoy outdoor  
amenity spaces.

Left:  
Joan Ave.  
Improvements as  
illustrated during  
the Design  
Workshop



### 4.3 Greenfield Development Concepts

Figure 8, the Greenfield Concept Plan illustrates the design opportunities for the larger of the greenfield sites located within the Crofton study area. This diagram, in concert with the associated sketches present an idea of what the greenfield sites may look like as the Crofton LAP is implemented over time. These design ideas are based on the input gathered during the public consultation process. Within the community there is a desire to create a range of housing opportunities.

Plan elements include:

#### Incorporate principles of conservation subdivision:

Key features include:

- Cluster small homes around open spaces;
- New development with strong pedestrian connections and linkages to existing sidewalks and the wider trail network;
- Larger parks bringing nature into the community e.g. creeks, wetlands wooded areas and ravines as passive parks.



Figure 7. Shared Lot Concept illustration from Design Workshop

**A range of housing for young families, singles and seniors.**

Key features include:

- Fourplex, triplex and duplexes designed to appear as single family homes to retain the rural character of greenfield areas while providing additional density and incentive for new development;
- Pocket parks fronted by homes with porches creating areas for young families to congregate, socialize and play to enforce a strong sense of community;
- Maintain adequate buffers around environmentally sensitive areas.



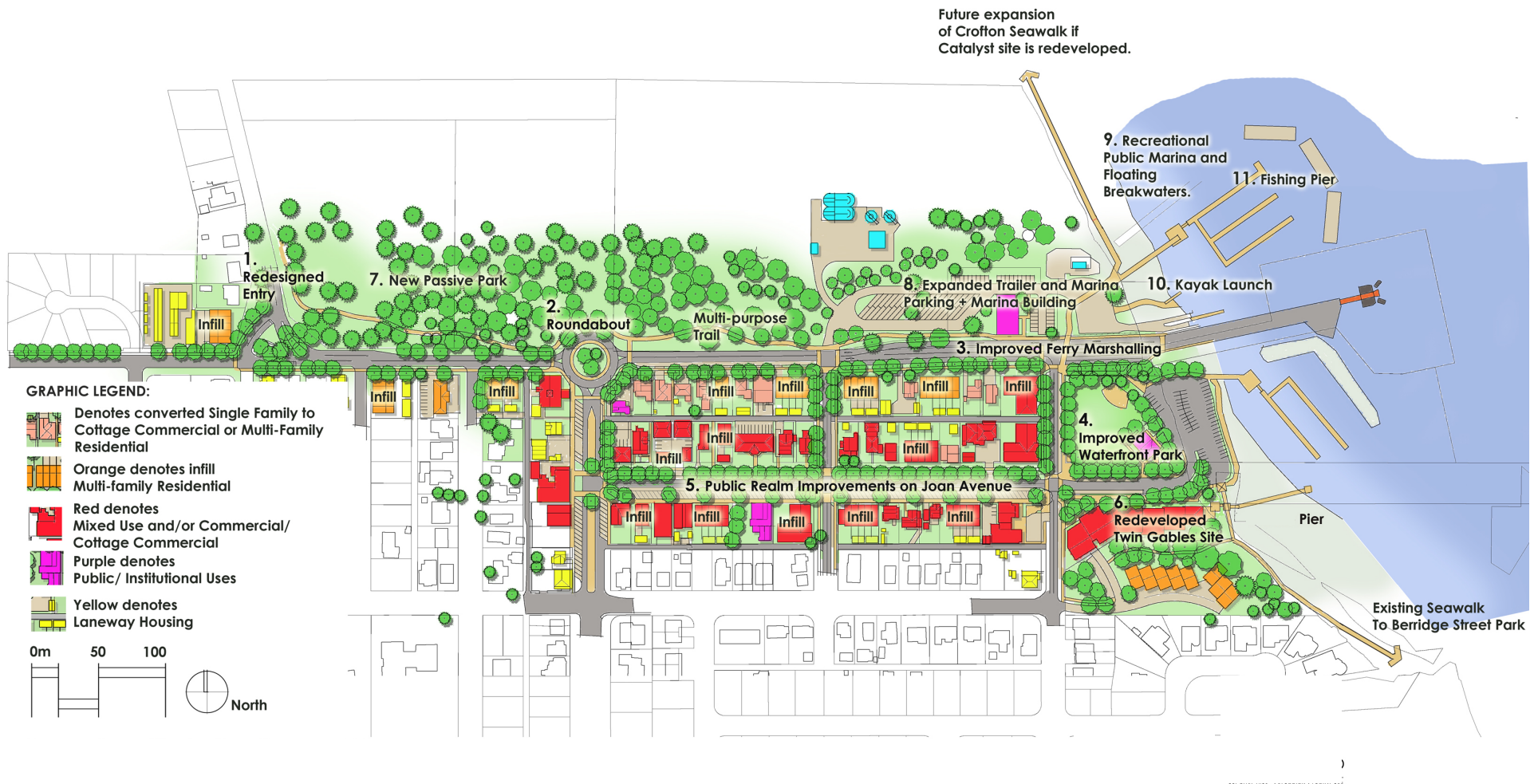


Figure 8. Focus Area Illustrative Concept Plan  
Crofton Local Area Plan



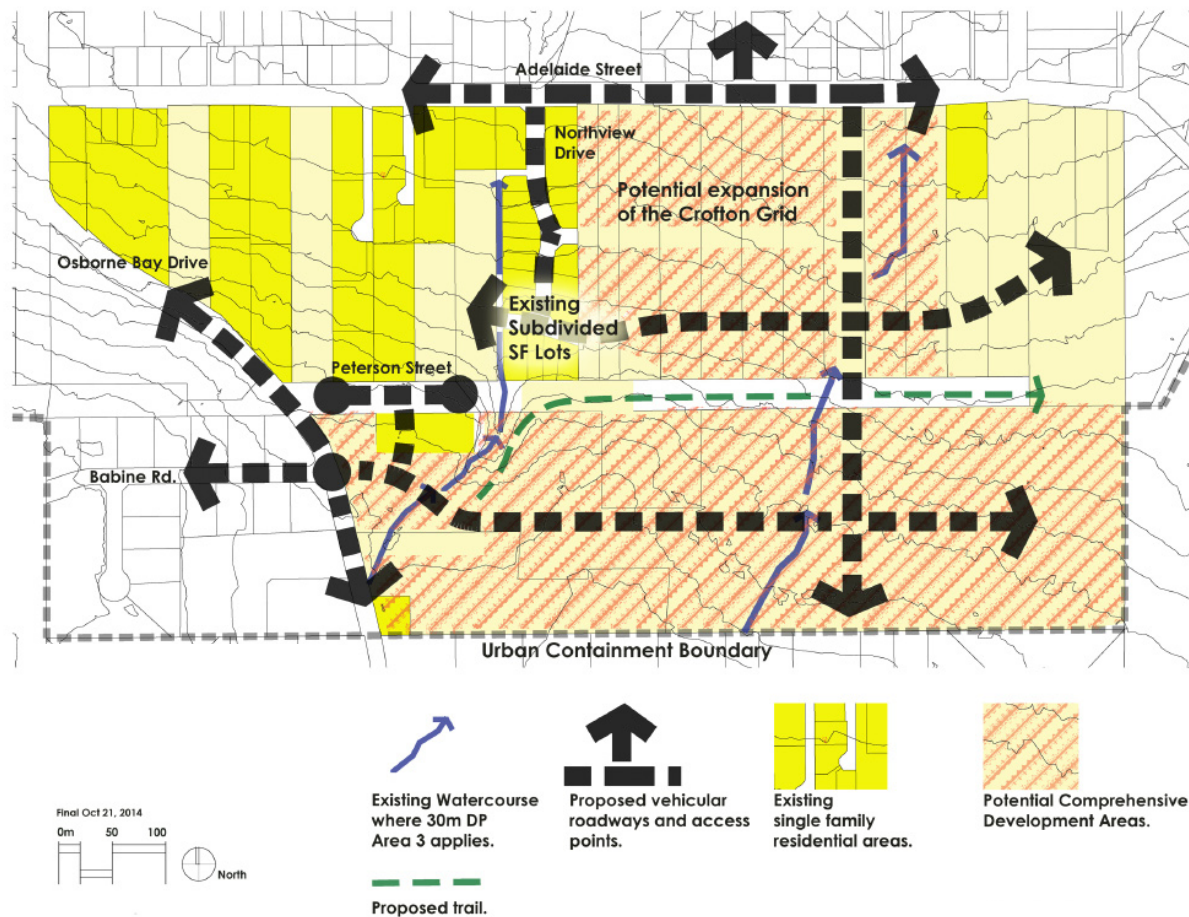


Figure 9. Greenfiled Area Illustrative Plan  
Crofton Local Area Plan

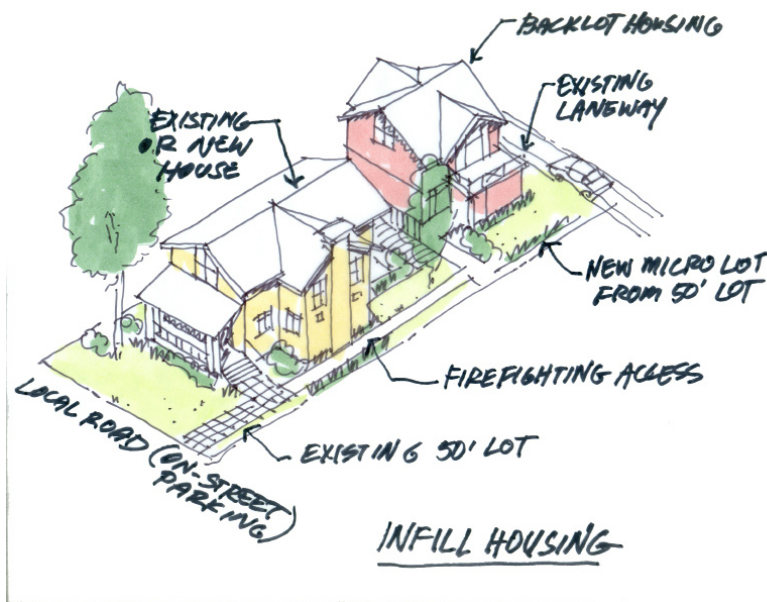


Figure 10. Infill Housing illustration from the Design Workshop

#### Infill residential greenfield development areas

Key features include:

- Laneways and deep lots providing opportunities for a diversity of housing typologies not yet common to Crofton (smaller lots equates to more affordable housing options);
- Well-designed homes on small lots serviced by laneways allow for the addition of coach houses at the rear; this layout avoids street loaded garages becoming the dominant design feature);
- Expanding Crofton's grid road network.

## 4.4 Mobility Concept Plan

Figure 11, the Mobility Concept Plan illustrates design opportunities, streetscape and trail upgrades, connections and networks within the Crofton UCB and beyond.

Plan elements include:

#### Improved appearance and function of key roads.

Key features include:

- Redesign of Joan Ave, York Ave, Berridge Street and Adelaide Street to incorporate improved pedestrian features such as functional sidewalks, cycle lanes where appropriate, cycling facilities, landscape and improved parking layouts.

#### Arrival gateways from the north and south approaches.

Key features include:

- Roundabouts at the intersection of Chaplin Street and York Avenue and at the intersection of Babine Road and Osborne Bay Road to function as gateway features and as traffic calming measures.

#### Extended connections along the waterfront to link recreational areas outside Crofton.

Key features include:

- An expansion of the Crofton Seawalk, if the Catalyst site is redeveloped;
- An expansion of Crofton Seawalk to Osborne Bay Park if upland support can be achieved;
- New or improved trail connections to Crofton Lake and Maple Mountain trails.

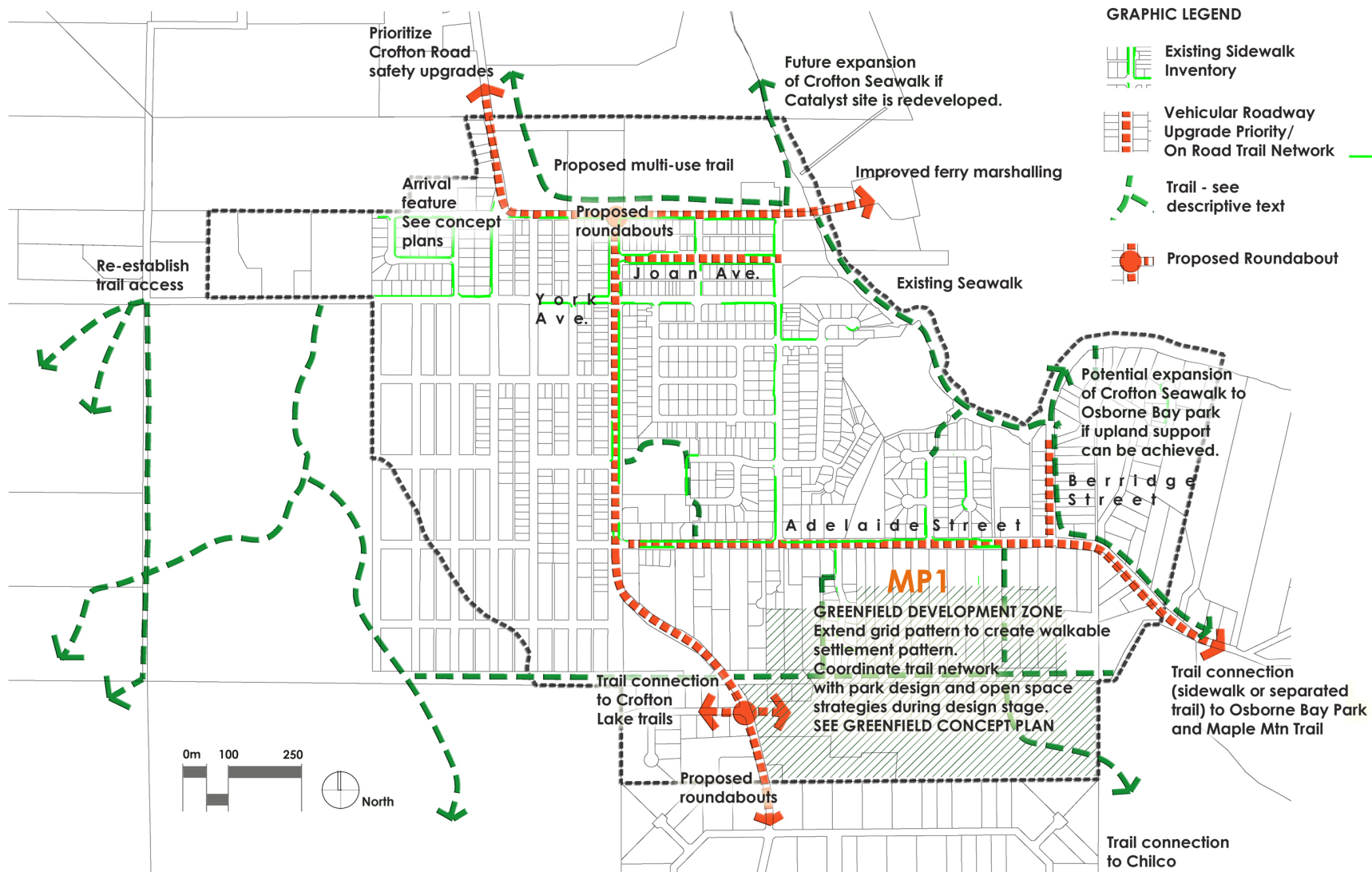


Figure 11. Mobility Concept Plan  
Crofton Local Area Plan



5



**GENERAL POLICIES**





## 5.0 GENERAL POLICIES

### 5.1 Interpretation of Language

Where a descriptive section accompanies a policy, it is provided for information purposes only to enhance the understanding of the policy.

Where shall is used in a policy, the policy is considered mandatory. Nevertheless, where quantities or numerical standards are contained within mandatory policies, such quantities or standards may be varied at the discretion of the approving authority, so long as the intent of the policy is still achieved and the variation is necessary to address unique circumstances that would otherwise render compliance impractical or impossible.

Where “should” is used in a policy, the intent is that the policy is strongly encouraged, but can be varied where unique or unforeseen circumstances provide for courses of action that would satisfy the general intent of the policy.

Where a policy requires submission of studies, analysis or other information, the Municipality will determine the exact requirements and timing of the studies, analysis or information.

### 5.2 General Policies Outline

General land use policies for the entire Crofton LAP are based on the following distinct components:

- Community Amenity Contributions;
- Land Use;
- Public Realm;
- Built Form and Site Design.
- 

The following policies should also be read in conjunction with the Municipality’s Development Permit Area Guidelines.



Far Left:  
Sea Walk

Left:  
Community  
Spirit

Lower left:  
Halalt Totem



### 5.3 Community Amenity Contributions

To ensure that both private developments and the community benefit from increased densities and are not adversely affected by the impact on capital costs associated with growth, amenity contributions are expected at the rezoning stage.

The following policies have been established to streamline amenity negotiations and define additional land use and/or density that can be achieved in exchange for specific contributions.

**Right:**

**Custom bench.** Community amenity contributions can help finance upgrades within the public realm.



**Lower Right:**

**Public Art** can take place in many areas within the study area.



### General Realm Policies (GP1)

- a. The provision of semi-public open spaces, mews, and plazas will be considered an amenity, only where a legal arrangement has been established on title to preserve public access. The provision of parkland beyond the statutory requirement during subdivision shall be considered an amenity, but only for developable land (i.e., not ESA);
- b. The provision of public art within plazas, squares, streetscapes and bicycle networks will be considered an acceptable component of an amenities package, only where the landowner enters into a binding agreement that includes provisions to ensure the long-term maintenance or replacement of the artwork and or by the Approving Officer through the subdivision process;
- c. Where the provision of public access and open space negatively affect the density provisions of a private development site, the Municipality shall consider increasing the permitted density on the remainder of the site based on gross lot area as part of a rezoning application;
- d. Parks, trails, greenways provided beyond statutory requirements shall only be considered amenities where the following criteria have been met:
  - i. Park designs and tender drawings have been prepared by a registered landscape architect at the cost of the developer;
  - ii. The developer has agreed to provide bonding for all aspects of park construction, including but not limited to irrigation systems, grading and drainage systems, growing medium, planting, pathways, and site furnishings,
  - iii. The developer agrees to enter into a (2)two year maintenance agreement with the Municipality from the time of substantial completion, as determined by the Municipality;
- f. Crime Prevention through Environmental Design (CPTED) principles will be considered in all parks and open space development;
- g. The provision of functional constructed treatment wetlands for storm water runoff, quality improvements and provision of natural habitat will be encouraged.

## 5.4 Parks, Greenways, & Open Space

This designation applies to corridors and areas of land that provide continuous multi-modal trails, that link existing parks, public use lands, environmentally sensitive lands, wetlands and other green spaces, including recreational trails, within the plan area. This land use designation also applies to the acquisition of additional parks, playgrounds and open spaces, including nature parks, community parks and neighbourhood parks.



### Parks and Greenways / Open Space Policies (PG1)

- a. Municipal park, trail, and greenway locations and layouts identified in this plan are schematic in nature with interconnectivity as the core objective. The specific location and design of these facilities will be reviewed on a project-by-project basis by Municipal parks and planning staff;
- b. Municipal park, trail and greenway acquisitions identified in this plan may be obtained as negotiated amenities through the Zoning Amendment process;
- c. Designs should demonstrate the preservation of natural site features and the enhancement of view corridors to open areas and viewscales;
- d. Programmatic elements for active and passive uses for new and redeveloped parks should be designed based on public input from the local community;
- e. Shrubs, grasses and groundcover plantings shall be plant species native to the eastern Vancouver Island and/or drought tolerant ornamental species that mimic endemic flora;
- f. Materials required for new park construction should be durable and low maintenance;
- g. As off-roadway trail and greenway systems develop over time, a series of walking, jogging loops are expected to be realized, at which time way finding signage will be provided to illustrate the length and layout of these active recreation amenities;
- h. Multi-purpose community gardens, storm water management and green infrastructure will be supported.



Left:  
Osborne Bay  
Park Rest Stop

Lower Left:  
Crofton Sea Walk



## 5.5 Public Realm

The Public Realm includes all spaces that are accessible to the public regardless of the tenure of the lands. Civic open spaces may include Municipal parks, greenways, waterways, public squares, and plazas. Municipal roadways, lanes, trails, and pathways are a key component in the connectivity of the overall functioning of public realm systems. Semi-public plazas, squares and open spaces extend the capacity of the public realm in creating spaces for social interaction that are accessible and inclusive.

There are many opportunities to soften the hard edges of private and public property, which are expanded upon under the policy headings below:

- Mews;
- Commercial Plazas, Patios and Squares;
- Ground Oriented Units.

### 5.5.1. Mews

Mews are essentially extensions of the public realm that allow pedestrians to filter through and between civic blocks free from the noise and busy clamor of active roadways. A more passive experience can be realized in these spaces, which also allow for expanded business frontages and connections to interior semi private open space.

### Mews Policies (M1)

- a. Mews should be provided to break up large monolithic buildings that span the length of a civic block;
- b. All developments that span a length greater than half of a civic block should incorporate mews to break up building mass along the street frontage;
- c. Mews shall be designed with similar detailing materials and elements to the adjacent streetscape in order to create a unified public realm experience.

Right:

Example of a small town mews. A pedestrian space between the buildings.





### 5.5.1.2 Commercial Patios, Plazas, and Squares

Semi-public commercial spaces adjacent to streetscapes provide another level of transition through the public realm while relating directly to the activity and function of the street in certain locations, these spaces will add to the experience of the street by creating additional opportunities for social interaction and providing refuge areas along the pedestrian zone.

#### **Commercial Patios, Plazas and Squares Policies (PL1)**

- a. Patio space should be located along Joan Avenue and its side streets for all commercial buildings where appropriate;
- b. Plazas should be provided at the intersection of streets and laneways to provide light penetration opportunities for public art, and expanded social space;
- c. Commercial patios, plazas, and squares should be designed with similar detailing materials and elements to the adjacent streetscape in order to create a unified public realm experience;
- d. Commercial patios, plazas, and squares should face the street;
- e. Commercial patios, plazas, and squares should provide barrier free access for all users.



Left:

Small scale plazas and cottage style retail create inviting spaces.



### 5.5.1.3 Ground Oriented Units

Ground level and first storey residential units provide an added layer of passive monitoring and behavioral control to the public realm. Residents provide a presence within the public realm and take ownership of adjacent public spaces adding to the safety and vitality of urban neighborhoods.

Right:  
Ground  
orientated  
units illustrated  
with generous  
balconies facing  
a public open  
space.

#### **Ground Oriented Unit Policies (GOU1)**

- a. Access to each multi-family residential unit shall be at ground level for all buildings under three storeys;
- b. Ground floor residential units should have a patio space with direct access to the adjacent sidewalk;
- c. Residential balconies must be provided for all units above the ground floor facing the street and any adjoining public open spaces.





## 5.5.2 Pedestrian Zone

The pedestrian zone should include sufficient space for pedestrians to move through and along civic blocks near storefronts. The remaining space between the sidewalk and the on-street parking zone should be treated as flexible space for outdoor cafes, interpretive displays, plantings and street furniture.

Areas that are addressed under the pedestrian zone include the following:

- Sidewalks
- Street Furnishing Strip
- Boulevard

### 5.5.2.1 Improved Sidewalks

#### Improved Sidewalks Policies (IS1)

- Sidewalks should be maintained and created at 1.5-3 metres on both sides of the street, where feasible;
- The pedestrian zone should provide uninterrupted barrier free access for all users, with a minimum clear travel width of 1.2 m to allow for wheelchair movements;
- Tactile paving should be provided at intersections and crosswalks for pedestrians with visual challenges;
- Sidewalk curb bulges should be designed to minimize the crossing distance at crosswalks and intersections, while at the same time respecting the turning radius of fire trucks, transit buses and other vehicles where required.



**Left Upper:**  
Attractive bollards, paving and curbs help define this pedestrian crossing. An example of tactile paving and minimized curbs providing visual cue to pedestrians and motorists.



**Left Middle:**  
An example of well designed tree wells and curb side pedestrian zone.



**Lower Left:**  
Planting areas within sidewalk zones can be effective even in narrow strips.



Upper Right  
Custom light  
standards  
highlight local  
culture (example  
from Merritt BC).

Lower Right:  
Well designed  
benches within  
the streets  
pedestrian zone..



### 5.5.2.2 Street Furnishings Strip

#### Street Furnishings Strip Policies (SF1)

- The locations of utility boxes should be carefully coordinated with paving and other streetscape elements;
- Street lighting should be designed to improve street comfort at night. All fixtures shall be shielded or full cut-off with no up-lighting to preserve night sky viewing;
- New street lighting with decorative poles, to create a Crofton theme, should be completed at the time of the streetscape improvements;
- Street light poles must be selected that allow for the deployment of wireless technology, banners, hanging flower baskets, outlets for seasonal lighting, and drip irrigation lines;
- Light poles and fixtures should reflect the heritage of the area;
- New way finding signage should be integrated into the street lighting and site furniture systems.
- Benches positioned along the curb line shall orient users toward business marketing and window displays rather than onto an unpleasant parked vehicle zone and heavy travel lanes;
- Utility boxes may be used for a public art program.

### 5.5.2.3 Boulevard

#### **Boulevard Policies (B1)**

- a. Shrubs, grasses and groundcover plantings shall be plant species native to eastern Vancouver Island and/or drought tolerant ornamental species that mimic endemic flora;
- b. New tree plantings shall be selected to provide a high canopy over the street while remaining above commercial displays and signage (at maturity);
- c. Large full canopy tree species shall be installed along the boulevard or within the curb bulges where sufficient soil volumes and tree canopies can be accommodated;
- d. Columnar and small ornamental trees should be installed within narrow boulevards where soil volumes are insufficient for full canopy trees;
- e. A variety of street trees should be planted. Tree species shall be selected to establish the landscape character for a given street;
- f. The Municipality will consider leasing extended boulevard space to adjacent restaurants and cafes to increase activity at the street level;
- g. Where there is sufficient width and area within boulevards and proposed curb bulges, rain gardens should be considered as an alternative to conventional turf strips and planters. The rain garden would be normally dry and would serve as an ideal demonstration /interpretive site for the display of native plants and plant ecosystems;



Left:

Vibrant perennial plantings provide colour and contrast within the boulevard zones shown.



### 5.5.3 Parking Zone

On street parking is proposed to support business activity on adjacent property. In the context of travel speed reductions the addition of on-street parking also contributes to a lower overall travel speed. At the same time on-street parking can provide a measure of safety by creating a buffer between travel lanes and the pedestrian zone.

#### Parking Zone Policies (PZ1)

- a. Parallel parking or, a combination of parallel parking and angle parking, should be incorporated into all streetscapes to alleviate the need for extensive off-street parking;
- b. Parking stalls and lanes should be surfaced with a pervious pavers where infiltration techniques are feasible;
- c. In the case of restrictive right of way widths, improved sidewalk widths will be the priority over parking lanes;
- d. Large stand-alone parking lots are discouraged;
- e. New neighbourhood commercial or mixed uses should be sensitively integrated into the existing neighbourhood by respecting the importance of a strong street frontage and by providing parking areas accessible from the rear of the lot (alley access).

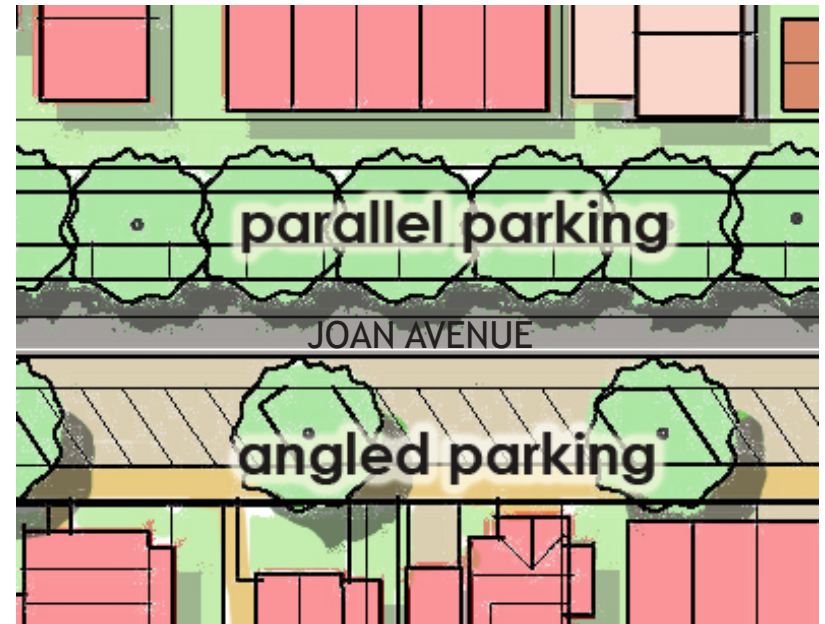


Figure 12. Commercial core angled parking. Detail of the Concept Plan- Joan Avenue.



## 5.5.4 Transportation Zone

The following section describes a variety of physical changes to travel lanes intended to reduce the overall paved width of the roadway in order to achieve a better balance between the use of the road as a cycling and vehicle traffic corridor and its other role as a street and public outdoor space.

The proposed cross section concepts illustrate reduced vehicle lane widths on key streets within the LAP area. The reduction of lane widths can be expected to produce a lower effective travel speed.

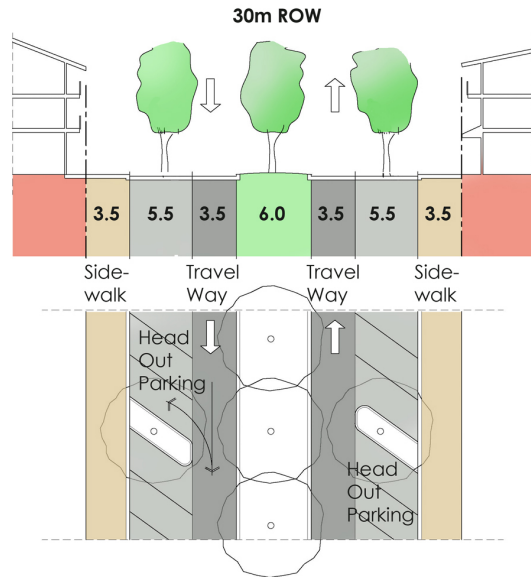


Figure 13. York Avenue Conceptual Street Section

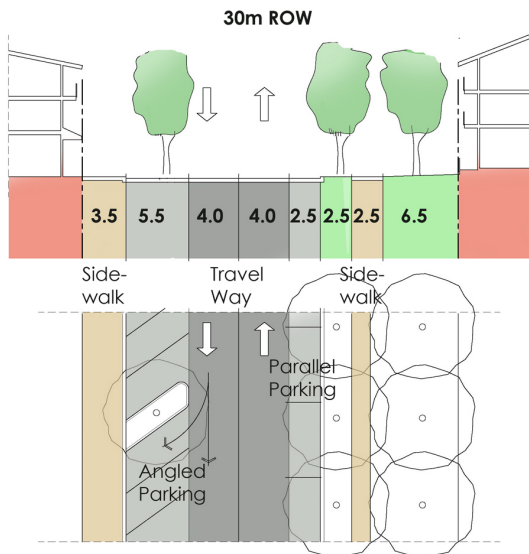


Figure 14. Joan Avenue Conceptual Street Section

### 5.5.4.1 Vehicle Travel Lanes

#### Vehicle Travel Lanes Policies (VTL1)

- Vehicle travel lanes will be reduced to minimum width possible with an emphasis on those streets listed under (b), while considering impact on the safe function of the streetscape;
- Chaplin Street, York Avenue, Joan Avenue and Berridge Street should prioritize transit, pedestrian and cyclist movement;
- In the case of restrictive right of way widths, providing a minimum safe width for vehicle travel lanes shall be the priority.

Left Upper:  
York Avenue  
conceptual street  
section.

Left Lower:  
Joan Avenue  
conceptual street  
section.

Boulevard zones  
are shown in  
green.

### 5.5.4.2 Bicycle Facilities

#### **Bicycle Facilities Policies (BF1)**

- a. Bike lanes or other cycle facility markings should be provided along York Avenue, Chaplin Street and other routes identified as suitable for cyclists and along pedestrian priority streets;
- b. Marked bike lanes will include adequate line painting, pavement markers, and signage to clearly delineate the area;
- c. Cyclists will be accommodated within side street and non-commuter routes by way of combined bike / vehicle lane with adequate shoulder width;
- d. New developments shall be required to provide adequate short term bicycle parking facilities (covered where possible) in the commercial core area;
- e. Bicycle storage facilities should be included in all sites with a multifamily residential, commercial or institutional land use. Storage facilities shall be contained within the building or in a secure sheltered space within close proximity to the building.

Right:

Typical small town bike lane.



## 5.6 Semi Public / Public Open Spaces, Plazas and Squares

### **Semi Public / Public Open Spaces, Plazas and Squares Policies (PL1)**

- a. Crime Prevention through Environmental Design (CPTED) principles shall be considered in the development of semi-public open spaces, plazas and squares;
- b. Development sites shall provide public access and semi-public open space as identified in the plan;
- c. Semi-public plazas, squares and open spaces shall be designed to promote social interaction, barrier free access and social inclusiveness.



Left:  
Illustrative  
example of a  
“small town  
scale” plaza  
fronting a  
sidewalk.



Right: Simplicity and a small town scale in the built form will help enforce Crofton's identity.

## 5.7 Built Form and Site Design

The purpose of the following policies is to guide the scale and intensity of development within designated areas to support the desired visions and goals for the plan, including synergy with Public Realm policies. New buildings are intended to fortify a coherent, thematically unified, and engaging urban environment. The built form for the purposes of this plan establishes a framework for the structural hierarchy of future buildings, structures and open spaces based on the desired quality and character of the Plan area. Built form is more commonly described as the use, design, massing, scale and type of buildings. For the purposes of this plan the definition and application of built form policies have been integrated with site design considerations and structural relationships to the public realm.

The components that comprise the built form framework include:

- General Building Architecture;
- General Landscape Architecture and Site Planning;
- Accessibility;
- Signs;
- Lighting;
- Energy Conservation and Reduction of Greenhouse Gas Emissions;
- Water Conservation;
- Stormwater Erosion Control and Flood Management.



### 5.7.1. Building Architecture

The following policies should be read in conjunction with the relevant Development Permit Area Guidelines.

#### **Building Architecture Policies (BA1)**

- a. Renewable energy components (such as solar collectors or wind turbines) will not be considered within a building height restriction;
- b. Building design should include a variety of architectural design treatments including articulated building footprints to reduce massing and to promote architectural definition and interest;
- c. Building massing should consider the preservation or enhancement of public view corridors to open areas and the sea;
- d. Building massing should respond to a human scale with materials and details that are proportionate to human height and provide visual interest at the street and sidewalk level;
- e. Building scale should step down adjacent to pedestrian routes and building entrances;
- f. Building entrances should be well defined through architectural means, such as overhangs, porticos and awnings.

#### Application Submission Requirements

- ☐ Building elevation plans
- ☐ Details of materials to be used

Right:

Boulevard plantings help define a community's identity.

## 5.7.2 Landscape Architecture and Site Planning

### Landscape Architecture and Site Planning Policies (LA 1)

- a. Landscape plans will be provided for all Development Permit applications at the developer's expense (prepared by a registered professional);
- b. Building footprints should be located to create opportunities for plazas, courtyards, or garden patio areas with appropriate site furniture and lighting;
- c. Parking areas and storage shall be located at the rear of buildings or be screened with appropriate landscaping excepting exceptional circumstances. Green or "living" walls will be encouraged in these circumstances;
- d. Linkages with nearby areas and neighbourhoods should be fully considered in the development of the works proposed;
- e. Efforts should be made to retain as many existing mature private trees as possible. Where existing mature trees have to be removed, they should be replaced with a tree (or trees) of equal value that must:
  - i. have a minimum caliper size of 50mm (2inches);
  - ii. have a minimum height of 1.5m.



#### Application Submission Requirements

- ☐ Site Layout Plan
- ☐ Planting Plan
- ☐ Irrigation Plan
- ☐ Landscape Bonding Estimate



### 5.7.3 Signs

The proliferation of signs and advertising within the Plan area must be carefully considered in order to establish the desired character of neighbourhoods and reduce the effect of visual clutter within the public realm. Signage should not dominate building facades nor cause distraction to drivers, pedestrians and cyclists.

#### Sign Policies (S1)

- a. Sign illumination for new signs shall be exterior from the front and downcast. Internally illuminated signs may include halo lighting or the direct back lighting, only for individual letters and logos. Subject to Section 5.8;
- b. Sign heights and size shall be in context with the neighbourhoods, subject to the applicable bylaw provisions;
- c. No signs shall be equipped with flashing, oscillating or moving lights or beacons.
- d. New single pylon signs are discouraged within the Plan area;
- e. New development shall ensure signage is:
  - i. An integral part of the building/landscape design, and that its form, materials, and the character of its copy complement the types of activities being advertised;
  - ii. Primarily oriented to pedestrians along the sidewalk;
  - iii. Illuminated externally by concealed, incandescent fixtures or fixtures with a nautical or industrial character;
  - iv. In accordance with guidelines contained within DPA-1.



Left:  
An example  
of well  
proportioned  
and crafted  
signs.

Application Submission Requirements  
☐ Exterior Building Signage Details

Right:  
Low level  
landscape  
lighting  
creates a safe  
night time  
environment.

#### 5.7.4 Lighting

Natural cycles of day and night lighting are important for human health, the natural environment, and the conservation of energy. To minimize these impacts consistent with Dark Sky principles, outdoor lighting should be regulated to control both the quantity and quality of night lighting.



##### Application Submission Requirements

- ☐ Lighting Layout Plan
- ☐ Lighting Fixture Details

#### Lighting Policies (L1)

- a. Developments shall employ energy efficient lighting design such as Light Emitting Diodes (LED) and motion or photo-sensitive lighting for all outdoor lighting;
- b. Lighting powered by renewable energy (such as solar) is encouraged;
- c. A lighting plan should be provided for all Development Permit applications at the developer's expense, which have been prepared by a registered professional subject to the following requirements:
  - i. All site lighting installations shall be fully shielded (full cutoff);
  - ii. Light shall be shielded such as the lamp itself or the lamp image is not directly visible outside the property perimeter;
  - iii. Exterior building lighting should generally be concealed in soffits or other similar architectural features;
  - iv. Lamp poles and luminaries used for site area lighting should be complementary to the form and character of adjacent sites and street lighting standards;
  - v. Adhering to the principles of Crime Prevention through Environmental Design Principles (CPTED), lighting for pedestrian pathways, building entrances and parking areas should be designed at a human scale (i.e. low level of bollards) and address pedestrian safety;

### 5.7.5 Accessibility

#### **Accessibility Policies (A1)**

- a. Accessibility features shall be integrated into the overall design concept and identified on the site plans;
- b. Accessible travel routes shall be provided from adjacent roadways and parking areas to the main building entry and shall incorporate barrier-free universal design principles;
- c. Accessible travel routes shall be of a hard, slip-resistant surface with a minimum width per requirements of the most current edition of the British Columbia Building Code (BCBC);
- d. Accessible travel routes shall conform to the requirements of the most current edition of the British Columbia Building Code (BCBC).



## 5.8 Energy Conservation and Reduction of Greenhouse Gas Emissions

The Municipality of North Cowichan has a significant opportunity to reduce air pollution, GHG emissions and energy consumptions through resource conservation and recovery and the application of smart growth principles. This LAP encourages development that benefits the economy, the community, the environment, and public health. By reducing sprawl, increasing density within serviceable areas and

developing along existing corridors, communities can reduce energy consumption and thus GHG. Applications should reference how their development meets the current Climate Action and Energy Plan (CAEP)

### Application Submission Requirements

- ☐ Energy Conservation and GHG Reduction Policy Statement.

### Energy Conservation and Reduction of Greenhouse Gas Emissions Policies (GHG1)

- a. To support energy conservation and GHG reduction in residential buildings, a home improvement energy incentive program should be investigated to assist homeowners in undertaking energy efficiency retrofits;
- b. Building design should include passive heating, lighting and cooling design features;
- c. Buildings will be permitted to install micro wind power generation equipment to meet on-site energy requirements when permitted within the BC Building Code and under relevant legislation;
- d. Landscaping and building design should consider the incorporation of natural daylight and seasonal shade needs;
- e. Building orientation should, where practical be designed to optimize the benefits of solar orientation and ensure sun penetration for adjacent residential uses;
- f. All buildings should be designed and engineered to adapt to future sustainable technologies for solar thermal, district energy systems, and grey

water reclamation fully aligned with the BC Building Code;

- g. Adaptive reuse of buildings and on-site materials is encouraged where permitted within the BC Building Code and under relevant legislation;
- h. The Municipality will research DP guidelines to establish on-site requirements for renewable energy for single family residences and provide an exemption or waiver in exchange for alternative less costly measures that will increase building energy efficiency and help achieve the same objectives.

### Densification

- a. The Municipality will review the categories and fees for the development cost charges bylaw with regards to the rates for three different multi-family typologies, i.e. 'additional duplex unit', 'multi-family' and 'apartment, suite and carriage home' to reduce disincentives to increase density in the growth centres.

### **Water Management**

- a. Consider permeable surfaces on select locations such as sidewalks, street, off-street parking, patios, driveways, crosswalks or plazas;
- b. Stormwater retention areas and rainwater collection cisterns are recommended.

### **Landscape Guidelines**

- a. Vegetation should be low maintenance and require minimal irrigation;
- b. Enhanced landscaping should be located along the south and west facing parcel boundaries to create shade;
- c. If possible, opportunities for rainwater recycling should be included in landscape design;
- d. Maximize the use of porous materials throughout landscaping;
- e. Water features must use recirculation systems as opposed to once through systems;
- f. Large scale developments and subdivisions should incorporate opportunities for local food production and public food gardens into developments.

### **Greenhouse Gas Emissions**

- a. Investigate a bylaw to permit the use of zero-emission vehicles within Crofton where speed limits do not exceed 50km/hr;
- b. Encourage the installation of electric vehicle (EV) charging infrastructure within commercial or mixed use developments over 500m<sup>2</sup> by way of entering into a partnership or offering incentives;
- c. Encourage builders to provide suitable wiring to car parking areas to allow for future installation of Level 2 electric vehicle charging stations;
- d. Through the Regional Transportation Commission work with BC Transit, BC Ferries and Catalyst Mill to

improve public transit connections and frequency of service;

- e. Encourage the allocation of on and off street parking for small scale motorized vehicles including motorcycles, scooters, electric bicycles, and very small cars;
- f. Use the municipally owned property proposed to be removed from the UCB as a carbon offset towards achieving the Climate Charter goal of corporate carbon neutrality.

### **Sea Level Rise**

Using the following document for reference Climate Change Adaption Guidelines for Sea Dikes and Coastal Flood Hazard Land Use Guidelines for Management of Coastal Flood Hazard Land Use, prepared for the BC Ministry of Environment by Ausenco Sandwell, dated 27 January 2011:

- a. Review the results of the BC Parks Shoreline Sensitivity model together with the sea level rise mapping completed in 2013 by the CVRD to establish a sensitivity ranking for the municipal shoreline;
- b. Using Crofton as a pilot, undertake a risk vulnerability assessment of public and private infrastructure in partnership with other stakeholders;
- c. Adopt Development Permit guidelines for Sea Level Rise;
- d. Review and amend the Zoning Bylaw to increase 7.5 m setback from the marine natural boundary for all buildings and structures, including hard retaining structures, and the 1.5 m flood construction elevation from the marine natural boundary.





6

**REGULATING PLAN**



## 6.0 REGULATING PLAN

### 6.1 Residential Policies

The following policy sections are applicable to designated residential areas within the Plan area as illustrated by the Land Use Regulation Plan (Figure 15) and Regulating Plan Focus Area (Figure 16). Refer to Section 7 - Implementation of the Regulating Plan regarding details of building siting and massing.

### 6.2 Plan Area 1 Mixed Use Commercial Core (PA1 MUCC)

The intent for this area is to strengthen the community centre as the heart of the community and integrate the commercial core with the development of the waterfront. Development of the Twin Gables Hotel site will be a key component in connecting the commercial core with the waterfront.

The commercial core will be the focus of street improvements in order to improve the vitality of existing businesses and attract new businesses to the area. The form of development is illustrated by the Land Use Regulating Plan (Figure 15) and Regulating Plan Focus Area Plan (Figure 16). Refer to Section 7 - Implementation of the Regulating Plan regarding details of building siting and massing.

Preferred Land Uses:

- Mixed Use;
- Small Scale Retail and Commercial;
- Office space above ground floor;
- Residential units above ground floor;
- Live-work.

Preferred Building Typologies

- Mixed Use -Commercial - residential (up to 3 storeys);
- Laneway homes.

### PA1 MUCC Policies

- a. Increase the diversity of retail shops, services, housing, recreation and employment opportunities in the commercial core;
- b. Encourage storefronts that limit non-retail office uses on the ground floor. Discourage residential uses on the ground level unless it can be demonstrated that the units could be converted to commercial use;
- c. Support development of rear lanes for residential and commercial. If used as a commercial unit pedestrian access must be via Joan Avenue ;
- d. Consider the use of building placement and use of shading and solar gain to maximize energy efficiency of buildings and public spaces;
- e. Where new surface parking is required, it should be located behind the building and accessed via the laneway;
- f. Limit further rezoning for commercial use of properties outside of the established commercial core;
- g. Conversion of existing single family dwellings into commercial/retail uses on Joan Ave will be strongly supported;
- h. Support for residential only development will be provided to those commercial zoned properties outside the Mixed Use Commercial Core area on figure 15 through rezoning applications.





## BUILDING TYPOGIES

See Table 1

S - Single Detached  
 CH - Coach House  
 D/Tr/Fp - Duplex/ Triplex/ Fourplex  
 R - Rowhouse  
 T - Townhouse  
 MF - Multi-Family  
 LWk - Live Work  
 CM - Commercial  
 CR - Cottage Retail  
 MU - Mixed Use

Building Typology:	Bldg Ht (Storey):	Policy:	LEGEND:
I, MF, LWk A, CR, MU	3	PA1 MUCC	Mixed Use Commercial Core redevelopment area. See focus area plan and policies.
CH, Tr/Fp T, MF	3	PA2 IRRA	Infill Residential Redevelopment Area. See residential infill policies.
CH, Tr/Fp	2.5	PA3 ERA	Established Residential Area. See residential infill policies.
CH, Tr/Fp T, MF	3	PA4 CDZ	Comprehensive Development Zone - Also see illustrative concept.
		PA P1-5	Park and Community Facilities. See public realm policies.
	3	PA IU1	Existing Institutional Use.
	3	PA IU2	Existing Institutional Use.
CH, Tr/Fp T, MF	3	PA5 CDZ	Existing Commercial Recreation Use. Future redevelopment area.
			Lands removed from Growth Centre and designated as Rural Agricultural
			Urban Containment Boundary

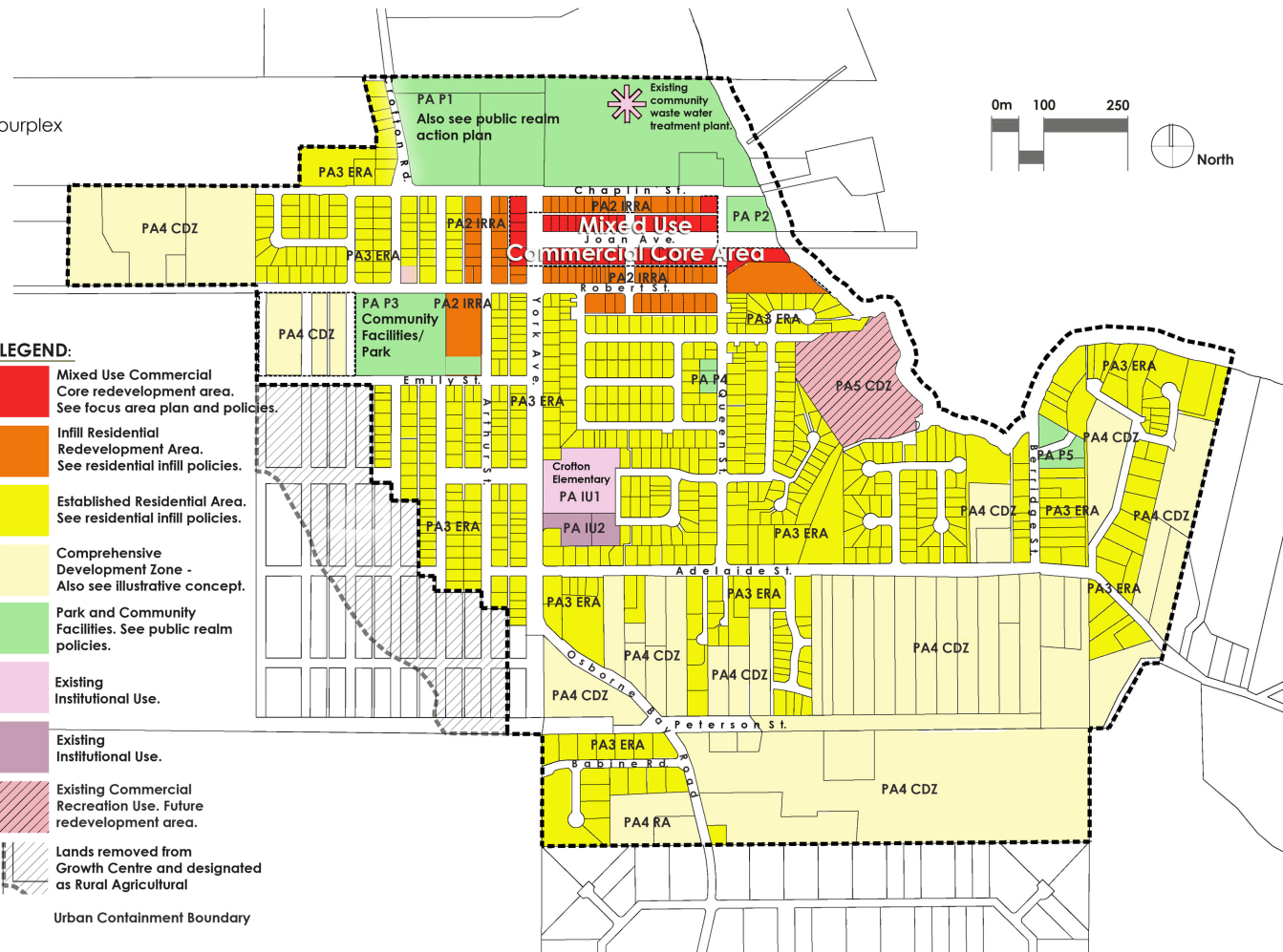


Figure 15. Land Use Regulating Plan  
 Crofton Local Area Plan



Figure 16. Regulating Plan Requirements within the Focus Area  
Crofton Local Area Plan

### 6.3 Plan Area 2- Infill Residential Redevelopment Area (PA2 IRRRA)

The Infill Residential designation is intended to facilitate infill and densification of medium density residential areas in close proximity to the commercial core while providing a transition area or buffer from the Established Residential Area. This designation also aims to provide a range of housing types to allow a greater range of choice and affordability. Preferred Land Uses:

- Low Density Residential;
- Medium Density Residential;
- Home Based Business.

#### Preferred Building Typologies

- Single Detached;
- Coach House;
- Duplex/Triplex/Fourplex;
- Rowhouse;
- Townhouse;
- Multi-family.

### PA2 IRRRA Policies

- a. Medium density residential with a maximum height of three storeys will be supported on appropriate sites e.g. corner lots. Variances to height may be supported where a strong design rationale can be provided and the overall FSR is maintained;
- b. Alternative housing types are encouraged, including coach housing (where rear access is provided), row housing, live/work units and townhouses that diversify the housing stock;
- c. Small lot subdivision will be supported where there is potential to access parking from a rear lane;
- d. Flexible housing design will be encouraged to create affordable and adaptable housing options;
- e. Shared parking and reductions in parking requirements from the existing Zoning Bylaw requirements will be considered as a means to re-enforce the pedestrian nature of this zone;
- f. Where new surface parking is required it should be located behind the building and accessed via the laneway or driveway;
- g. Consideration should be given to the use of building placement and use of shading and solar gain to maximize energy efficiency of buildings and public spaces;
- h. Crime Prevention should be encouraged through Environmental Design (CPTED) or similar design techniques;
- i. Development of integrated ground/rain systems is strongly encouraged;
- j. Variance to height may be supported where a strong design rationale can be provided and the overall FSR is maintained.



## 6.4 Plan Area 3- Established Residential Area (PA3 ERA)

This area is intended to remain stable with relatively little change. There will be some limited infill but it will need to be in keeping with the form and character of the surrounding neighbourhood.

### Preferred Land Uses

- Low Density Residential

### Preferred Building Typologies

- Single Detached/Duplex
- Coach House
- Townhouse including triplex and fourplex

### **PA3 ERA Policies**

- a. Infill development should be sensitive to the quality, scale and character of adjacent buildings;
- b. Rowhouse and triplex/fourplex development should be considered on appropriate sites (corner sites, end of the block);
- c. Where new surface parking is required it should be located behind the building and accessed via the laneway or driveway;
- d. Consideration should be given to the use of building placement and use of shading and solar gain to maximize energy efficiency of buildings and public spaces;
- e. Crime Prevention should be encouraged through Environmental Design (CPTED) or similar design techniques;
- f. Development of integrated ground/rain systems is strongly encouraged.

## 6.5 Plan Area 4 and Plan Area 5 Comprehensive Development Zone (PA4 CDZ and PA5CDZ)

The intent of this designation is to recognize that these areas will be developed over time. Rather than applying conventional subdivision methods the objective of these policies is to achieve a form of development that employs best practices in order to be consistent with the goals of the Official Community Plan and the Climate Action & Energy Plan.

Right:

Clustered housing is an encouraged form of housing for Crofton. Relevant building typologies include Single Detached, Duplex and Coach House.

### Preferred Land Uses

- Low Density Residential
- Medium Density Residential
- Home Based Business

### Preferred Building Typologies

- Single Detached
- Coach House
- Duplex/Triplex
- Rowhouse
- Townhouse
- Multi-family



#### **PA4 CDZ Policies**

- a. Encourage a range of housing that will appeal to young families and seniors;
- b. Consider the amount and distribution of open space to be retained, the availability of undeveloped buffers to neighbouring properties and the nature of surrounding development when deciding the appropriate mix of building form;
- c. Cluster development so as to minimize impacts of development on ecosystem values;
- d. Lower density sites of attached and single detached housing shall integrate open space of preserved historical or environmentally sensitive features;
- e. Provide a natural corridor through and/or around the property, or connect to open space in the community;
- f. Ensure connectivity of open spaces to create a network that supports water flow (i.e. creeks), trails and/or wildlife movement;
- g. Consider the use of street orientation, building placement and use of shading and solar gain to maximize energy efficiency of buildings and public spaces;
- h. Encourage the use of Crime Prevention through Environmental Design (CPTED) or similar design techniques;
- i. Support the development of integrated ground/rain water management planning.

#### **PA5 CDZ Policies**

- a. Support the development of Osborne Bay RV Resort for rezoning to residential development from its current Commercial Recreation Zone (C4) subject to the following:
  - i. Development achieves a minimum net density of 15 units per hectare;
  - ii. Appropriate housing forms include: Single Family, Townhouses, Duplex/Triplex;
  - iii. Public access to the waterfront is provided;
  - iv. A new waterfront park is provided as part of an on site amenity contribution;
  - v. Any rezoning application submitted is accompanied by a phase 1 and 2 Site Environmental Report which addresses the following:
    - a. The developer shall be responsible for submitting the appropriate environmental site assessment reports necessary to address any potential site contamination issues prior to development proceeding. The required reports shall be provided at the appropriate stages of the planning approval process to the satisfaction of the Municipality;
    - b. Environmental report(s) shall be prepared by a qualified professional and reviewed to the satisfaction of the Municipality, and may be circulated to the appropriate regulatory agencies for review, as required by the Municipality;
    - c. Where required by the Municipality, a developer should undertake those mitigation measures identified by the environmental report for the subject site.



## 6.6 Waterfront Development WD

The intent of the Waterfront Development Policies is to strengthen Crofton's connection to the waterfront. This includes improving the public access and linkages to the waterfront by expanding the Crofton Seawalk and creating additional marine recreational facilities. A key aspect of this will be ensuring that new waterfront development respects upland public views and ensuring that the form and character of new development reflects its waterfront location.

Crofton's shoreline is comprised of a variety of shoreline types based on coastal geomorphology including the steep coastal bluffs at the south end, estuarine in the Berridge beach park area, and depositional sandy beach between the modified shoreline features of the spit and ferry terminal. The bluffs are subject to erosion with the sediment being transported in a northerly direction. Protecting and enhancing upland vegetation on these bluffs as well as preventing the direct discharge of drainage over the bluffs are critical best practices.

**Right:**  
Public dock areas provide access to the water for boaters and non boaters alike.



### WD1 Policies





- a. Strengthen the connection between the commercial core and the waterfront by upgrading the green space and upgrading the marina parking and public realm;
- b. Expand the trailer and marina parking with a marina building adjacent to the existing boat launch;
- c. Provide a recreational public marina north of the BC Ferry Terminal;
- d. Work with the BC Ferries to improve traffic circulation and parking at the BC Ferry Terminal;
- e. Develop an upland pedestrian link from the existing Crofton Seawalk to the waterfront lands north of the BC Ferries terminal;
- f. Pursue future expansion of the Crofton Seawalk to Osborne Bay Park if upland support can be achieved;
- g. Develop Berridge Street Park as a trail head to Osborne Bay Park and the Maple Mountain Trail.
- h. Strengthen pedestrian links from Joan Ave to the Crofton Seawalk;
- i. Enhance the spit.
- j. Orient new buildings to open view corridors
- k. Vary architectural design of roof structures to allow for views;
- l. Plan foreshore development to maintain a natural riparian edge so arrival by sea is encountered with a gradual visual transition from natural ocean and beach to building;
- m. Encourage designs which preserve or enhance foreshore habitats where developments require access to the waterfront;
- n. Increase public awareness focused on the foreshore area by developing an engagement strategy for upland property owners.

**Table 2 : Building Setbacks**

BUILDING LINE	MIN FRONT SETBACK*	MAX FRONT SETBACK	BUILD TO REQUIREMENT	APPLICATION
<b>1</b>	0.9 m	3.6m	60% of frontage at minimum setback	Primary frontage with mixed use
<b>2</b>	0.9 m	3.6m	60% of frontage at minimum setback	Primary frontage with mixed use
<b>3</b>	4m	6m	60% of frontage at minimum setback	Primary frontage with townhouse or multi-family
<b>4</b>	1.0m	2.0m	N/A	Laneway with residential or mixed use
<b>5</b>	4m	6m	N/A	Primary frontage with low density residential





\*Does not include Garage

**Table 3: Building Typologies**

	TYPOLOGY	MAXIMUM DENSITY	MAXIMUM HEIGHT	LOCATION OF PARKING	GROUND FLOOR USES	ADDITIONAL USES
	<b>Single Detached</b>	Max. floor space ratio 0.75:1	2 storeys	Side or rear yard	N/A	Home occupation
	<b>Coach House</b>	Max. floor area 90 m <sup>2</sup>	1.5 storeys	Access from lane	N/A	N/A
	<b>Duplex/Triplex</b>	Max. floor space ratio 0.6:1	2 storeys	Rear yard with access from rear laneway	N/A	Home occupation
	<b>Rowhouse/Townhouse</b>	Max. 25 dw/ha	2 storeys	Rear yard with access from laneway	N/A	Home occupation
	<b>Multi- family</b>	Max. floor space ratio 1.2:1	3 storeys	Side or rear yard	N/A	Home occupation



**Table 3 Building Typologies (cont.)**

	TYPOLOGY	MAXIMUM DENSITY	MAXIMUM HEIGHT	LOCATION OF PARKING	GROUND FLOOR USES	ADDITIONAL USES
	<b>Live- Work</b>	Max floor space ratio 0.75:1	3 storeys	Access from lane	Work space to be located at street front	Home Occupation
	<b>Commercial</b>	Max. floor space ratio 1.0:1	3 storeys	Side or rear yard	No office use on ground floor	May include 1 storey of office above retail
	<b>Cottage Retail</b>	Max. floor space ratio 0.35:1	2 storeys	Access from lane	No office use on ground floor	May include 1 storey of residential above retail
	<b>Mixed Use</b>	Max. floor space ratio 1.6:1	3 storeys	Side or rear yard	Retail at the street front	Home occupation





7

**IMPLEMENTATION**





## 7.0 IMPLEMENTATION AND ADMINISTRATION

The Crofton LAP sets out a comprehensive program of improvements that will transform the area over the next 30 years. Responsibility for implementation of the LAP rests with Municipal Council, administration, and through their active involvement in civic affairs, the residents and businesses within the community.

Over time, it is anticipated that there will be private sector interest in development in the area. That interest has to be encouraged but it is essential that the Municipality and its partners play their part by seeking the right mix of development, by securing the high quality development expected by the LAP, by negotiating the best outcomes from developer contributions and by providing the framework of public sector investment and infrastructure which is essential for generating private sector confidence.

Crofton has entered a period in its development where opportunities for positive change can be realized.

These are outlined in the monitoring and action plan below and together they have the potential to increase the attractiveness of the area through residential development, enhanced streetscapes and new and improved park facilities

## 7.1 Implementation of the Plan

### Implementation Considerations

The Crofton LAP is a long-term planning document. As such, it promotes a vision and puts in place policies and guidelines that work toward achieving that vision. The policies and guidelines in the LAP are not to be interpreted as an approval for a use on a specific site as the policies do not address the specific situation or condition of each site with the Plan area. In that regard, no representation is made herein that any particular site is suitable for a particular use as site conditions or constraints, including environmental contamination, should be assessed on a case by case basis as part of an application for rezoning, subdivision, or development permit approval.

### Zoning Bylaw

To fully implement certain aspects of the Plan, it is acknowledged that amendments to the Zoning Bylaw will be required. In particular, amendments will be required to the C2- Commercial General Zone in order to bring it into alignment with the LAP. However the LAP will be a material consideration for all future redevelopment within the Plan area. The Municipality will be conducting a land use rezoning process as part of the implementation of the LAP for the Mixed Use Commercial Core area. Any application to rezone parcels should conform to the Proposed Land Use map as identified in the LAP.

### Review of Development Applications

The Crofton LAP is a planning document approved by Council. It is therefore a material planning consideration in the review of land use and development permit applications. The LAP provides a planning and design framework for the integration of new infill developments into existing neighbourhoods. However, it is also important to understand that each site will have its own challenges,

where there may be a number of design solutions. As a result, the LAP allows for flexibility to review each application on its own merits, and directs a certain amount of discretion to staff in the review of applications. In these discretionary cases, the Municipality will review applications in the light of the overall intent of the concepts set forward in the LAP, provided that specific rules and guidelines are met.

### Funding

Funding of projects will be determined in collaboration with the Crofton community and will be reflected in the MNC Strategic Plan and Capital Works Plan.

While there are several policy actions that MNC departments may be able to undertake as part of regular operations, others will require special resources that may involve inclusion in the Capital Works budget or external funding.

In addition, a variety of funding sources should be explored further to determine their relevance for delivering improvements in the LAP area, and which can be summarized as follows:

- a. Developer amenity contributions for upgrades to the public realm;
- b. Public sector funding including Federal, Provincial and City Capital and Revenue as well as spending from other public service providers and the relevant infrastructure providers;
- c. External sources such as Federation of Canadian Municipalities (FCM), Island Coastal Economic Trust (ICET).

While it is acknowledged that a full range of amenities need to be provided to support the new development, it is crucial that infrastructure programs, whether for transportation, utilities or social infrastructure, plan to meet current deficiencies (such as sidewalks, traffic calming

and park amenities) as well as the specific development requirements.

### Brownfield Contaminated Sites

Crofton's waterfront is located in a picturesque setting however there is extensive foreshore contamination related to historic smelting operations. There are other more recent land use activities and related structures that exacerbate the contamination: BC Ferries trestle, DFO breakwater and dock, the spit extending from the shore to Henry Island and the fill placed in front of Even Tide Resort. There is however a large eel grass bed at the entrance to the small craft harbor and surveys show a diverse array of marine life.

In urban areas, soils and groundwater can become contaminated with various metals, hydrocarbons and other contaminants. Brownfields are sites of former commercial or industrial use which are underutilized and that may or may not be contaminated. The province has an incentive program for the use of brownfields, including guidance for municipalities. The assessment and clean-up of these areas is governed by the *BC Waste Management Act*, Contaminated Soils Regulation. The onus is on proponents for any new development or property transfers to retain an environmental consultant to assess and plan remediation for a site

- a. Promote the cleanup and redevelopment of brownfield sites within the Crofton area and pursue grants and funding for this purpose, including provincial assistance available through the Provincial Brownfield Redevelopment Strategy (2008);
- b. In partnership with upland landowners, both private and public, and senior governments develop a remediation plan for the Crofton waterfront.



## 7.2 Administration of the Plan

In order to fully implement certain aspects of this LAP, it is acknowledged that amendments to the OCP are required e.g. reduced commercial core area and amended growth centre and urban containment boundary. This may include Development Permit Area justifications. The policies in the Crofton LAP will need to be consistent with the OCP. In the event of a conflict, the OCP will prevail.

## 7.3 Phasing and Delivery

A realistic phasing program has been established to promote appropriate development in a logical order. In reality, market demand and economic conditions will be the driving force for phasing of development, although what is proposed here is the anticipated order of development. Potential phasing options as outlined in Tables 2-4, offer practical solutions in the short to long term in a coordinated and structured way, working with existing stakeholders in the Municipality.

The majority of the improvements are linked to and dependent on private sector funding through the delivery of redevelopment plans. However the Municipality is committed to pursuing any additional funding necessary to deliver the proposals of the Plan. The improvements required to the public realm are extensive and will require further work to assess feasibility and the optimal means and timing of implementation.

Implementation actions are provided for each policy, together with who is responsible for undertaking the actions and the timeframe for completing the action item.

### Who - Key Stakeholders and Partners

A number of key stakeholders have been identified as being instrumental in the delivery of the Crofton LAP. These are:

- MNC- Municipality of North Cowichan;
- Sr Gov- Senior Government (federal/provincial agencies);
- Com- Community members of Crofton;
- MoTI- Ministry of Transportation and Infrastructure;
- Ministry of Environment;
- The Crown, Ministry of Forests, Land and Natural Resource Operations;
- BCF- BC Ferries;
- Catalyst paper;
- First Nations;

### Timing

The timing for implementing policies and actions is as follows:

- Short Term (should be initiated and/or completed within 3 years);
- Medium Term (should be addressed within 5 years);
- Long Term (should be addressed within 5-10 years);
- Ongoing (no planned completion date).

## 7.4 Public Realm Action Plan

**Table 4 - Vehicular and Pedestrian Improvements**

POLICIES/ TYPES OF IMPROVEMENTS	ACTIONS	WHO	TIMING	
Gateway roundabouts		MNC- Engineering	One per year. Short/ Medium	
Redesign of Joan Street	Amend Engineering Standards Bylaw based on 5.5.4 Road Design Concepts	MNC- Planning/ Engineering	Short	
Redesign York Avenue	Amend Engineering Standards based on 5.5.4 Road Design Concepts	MNC	Short	
Improve Adelaide Street	Amend Engineering Standards based on 5.5.4 Road Design Concepts	MNC- Parks and Recreation	Medium	
Expand trail linkages	Undertake trails masterplan and detailed design	MNC	Short/Medium	
Improve village entry including installation of new roundabouts	Undertake detailed design and costings	MNC - Engineering, MOTI	Medium	
Safer highway into Crofton	Explore issues and options with MOTI	MOTI, MNC - Engineering	Medium/Long Term	
Improve ferry marshalling	BC Ferries to undertake Terminal Master Planning.	MNC, BCF	Medium/Long Term	

**Table 5 - Parks, Trails and Open Space**

POLICIES/ TYPES OF IMPROVEMENTS	ACTIONS	WHO	TIMING
Confirm the open space at the foot of Joan Avenue as park	Rezone to park use	MNC - Parks and Recreation, Planning	Short
Confirm the existing Queen Street water park	Rezone to park use as part of Zoning Bylaw Review	MNC - Planning, Parks and Recreation	Short
Acquire Catalyst lands for park	Explore issues and options with Catalyst Paper	MNC - Planning, Parks and Recreation, Catalyst Paper	Medium
Investigate area on west boundary for park	Undertake OCP amendment and rezone to park as part of zoning Bylaw review	MNC - Parks and Recreation, Planning	Medium
Waterfront jetty	Undertake detailed design and costings	MNC	Medium
Establish existing trail heads through new signage, parking and interpretation facilities	Undertake detailed design and costings	MNC - Parks and Recreation	Medium
Establish trail and park networks as part of Greenfield development	Undertake detailed design and costings	MNC- Parks and Recreation	Long



## 7.5 Infrastructure Action Plan

**Table 6 - Infrastructure**

TYPE OF IMPROVEMENTS	ACTIONS	WHO	TIMING
Water	Replace aging water infrastructure and increase size of pipes according to demands	MNC/Private Developers	When funding is available.
Stormwater	Improve treatment and encourage infiltration and harvesting.	MNC- Engineering/Private Developers	At time of Development
Sewer	Replace aging water infrastructure and increase size of pipes according to demands	MNC - Engineering/Private Developers	When funding is available

## 7.6 Recommendation for Further Studies

Further work is required to enhance the environmental, economic and social structure of Crofton.

- a. Undertake a pro forma analysis to determine what incentives may be necessary to encourage the form and type of development as outlined in the LAP.
- b. Undertake further work to investigate and explore that focuses on:
  - Environmental Remediation
  - Waterfront Beautification
  - Adaptation/Mitigation Sea level rise
- c. Implement the Climate Action Energy Plan including:
  - Develop and implement low impact subdivision and development standards.
  - Create incentives and requirements for 'green design' and zero carbon emission for new developments.
- d. Work with the Economic Development Cowichan, MNC and the Crofton business community to prepare a Crofton Economic Development Strategy in order to strengthen the existing businesses and broaden the range of retail and services.
- e. Work with the Crofton community to develop programming of Joan Avenue for public events.
- f. Work with MNC and Vancouver Island Regional Library to establish a branch library in Crofton.

7.7 Monitoring

Monitoring and evaluation will have a crucial role to play in providing feedback and information on the performance of policies within the LAP. It will determine how well policies are working and whether any appropriate policy adjustments are needed.

In the context of the OCP and the Climate Action Energy Plan, monitoring will have an added importance in providing information on whether sustainability aims and objectives are being achieved. Monitoring provides information on the performance of policy, the delivery of development and impacts on the environment.

Monitoring will help the Municipality to assess whether the Plan remains valid or whether adjustments need to be made in order to meet the Plan’s objectives.

To monitor the implementation of the LAP, a series of indicators have been derived and outlined in Table 7. These

seek to measure the effectiveness of the LAP policies. The indicators have therefore been derived to monitor performance in relation to the Guiding Principles set out in Section 3.0

A monitoring report produced every 5 years should be developed by the Municipality which will be based on Table 6 and contain information on the implementation of the LAP and the extent to which policies in the LAP are being successfully implemented.

Within 5-years, the Municipality should revisit, review and amend as necessary the LAP and proposed land use depending on the following criteria:

- i. Community needs;
- ii. The need for affordable housing;
- iii. Diversity of housing stock;
- iv. Development pressures in the area;
- v. Infrastructure capacity;
- vi. Market demand.

**Table 7 - Indicators**

LAP INDICATOR	RELEVANT LAP POLICY	LAP METRIC	2015 BASELINE	2045 TARGET	RATIONALE
Diversity of Housing Form		% non-single family detached housing - not including seniors facility	19%	40%	Reflects the desire to have more diversity of housing in the Plan area. A broader range of housing types will meet the needs of a diverse population
Density Change		Density Change (population per ha)	2011 Population 1690. UCB adjusted area 167.6Ha = 12 persons/Ha 4 units/ha	5 units/ha	Increases density of population improves the efficiency of utility infrastructure and also limits outward growth
Walking		% of new sidewalks constructed	6.5km	Streets to have sidewalk on at least one side.	Invests in constructing sidewalks where they currently do not exist is vital for creating a walkable community
Park space		Amount of new zoned park space	0Ha zoned for park space but 5.1Ha of existing parking space but not zoned as park space. 3 Ha per 1,000 population.	11Ha of appropriately zoned park space.  5.1Ha per 1000 populat	Provides suitable protection to existing and new park space and the desire to create more park space in the town.
Energy/GHG consumption		Per capita GHG emissions	6.3tCO2e	3.2tCO2e	CAEP target 2050



## APPENDIX A GLOSSARY OF TERMS

**Coach House:** detached secondary suite that is built in the rear yard of a detached single-family residential lot and includes some form of additional parking. Accessory Coach Houses are smaller in size than the principal dwelling and usually compliment the main residence by incorporating similar design features.

### **Conservation subdivision**

The clustering of homes or development to protect environmentally sensitive areas from encroachment. Typically at least 50% of the site is retained as open space.

**Cottage Retail:** Small scale stand alone shops housed in conventional single family homes that have been repurposed.

### **Crime Prevention Through Environmental Design**

**(CPTED):** A multi- disciplinary approach to deterring criminal behaviour through environmental design, which relies upon the ability to influence offender decisions that precede criminal acts, mostly within the built environment.

**Commercial building:** A building that provides professional, personal, or other services for profit.

**Comprehensive redevelopment:** The consolidation of two or more parcels for redevelopment purposes.

**Courtesy Strip:** Small strip of pavement situated between a curb and a landscape median separating a road from a sidewalk which provides pedestrian access in and out of a parked car.

**Density:** The number of dwelling units on a site expressed in dwelling units per acre (u.p.a) or units per hectare (u.p.ha).

**Duplex housing:** A pair of houses built as units sharing a dividing partition or common wall or floor between the two adjoining buildings. More commonly this consists of units side by side, but also can include units above, known as vertical duplexes.

**Dwelling unit:** A complete building or self-contained portion of a building intended for the domestic use of one or more individuals living as a single housekeeping unit, with cooking, eating, living, sleeping and sanitary facilities. Infill: The development of a property, site or area at a higher density that currently exists through: a) redevelopment; b) the development of vacant or underutilized lots within previously developed areas; and c) the expansion or conversion of existing buildings.

**Infrastructure:** The services and facilities for which the municipality has capital investment and maintenance responsibilities, including roadways, sidewalks, bridges, street lights and traffic signals, transit buses, solid waste management systems, potable water distribution systems, storm sewers, sanitary sewers, sports fields, playgrounds, arenas, pools, police and emergency response stations, vehicles and equipment, civic buildings, parks, boulevard trees and computer and telecommunications equipment.

**Land Use Bylaw:** A bylaw of the municipality passed by Council as a Land Use Bylaw pursuant to the provisions of the Local Government Act, and intended to control and regulate the use and development of land and buildings within the municipality.

## GLOSSARY OF TERMS (cont.)

**Land use redesignation:** A statutory decision of a municipal Council, often referred to as rezoning, which legally changes the acceptable uses for specific parcels of land.

**Laneway Housing:** A laneway house is a small house at the rear of a lot near the lane and includes both a dwelling unit and parking.

**Live-Work:** use of property that combines residential living space with commercial or craft work.

**Local Area Plan (LAP):** A statutory plan, adopted by Bylaw, that outlines proposed redevelopment for a specified area, and which sets forth municipal policies on the following elements:

- Land use;
- Land development proposals;
- Urban design and built form, including scale and massing;
- Public open space and community linkages;
- Transportation (including pedestrians and cyclists);
- Servicing, including water, sewer and stormwater;
- Climate change mitigation and adaptation;
- Aging population and future demographics;
- New services and housing forms.

**Low-rise multi-family building:** A multiple dwelling comprising three or more dwelling units (no more than 3 storeys high) either in townhouse or apartment configuration.

**Mews development:** Pedestrian-oriented retail developments accessed via walkways or plazas and flanked by buildings.

**Mixed Use Commercial:** A building in which the primary use commercial, but which may include a residential

component above the first or second floor.

**Mixed Use Residential:** A building in which the primary use is residential, but which may include an element of small scale commercial or live/work units.

**Multi-family development:** A building containing 3 or more units, usually but not exclusively in the form of townhouse, condo or apartment style units.

**Narrow lot single-family dwelling:** A single family unit with a minimum lot size of 260m<sup>2</sup> and a minimum width of 10m.

**Official Community Plan:** An Official Community Plan (OCP) can be developed by both municipalities and regional districts. The OCP provides the longer term vision for the community. Under the Local Government Act section 875, an OCP is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government. Local governments consider how the OCP can be integrated with other community strategies, including transportation plans, sustainability plans, and waste management plans.

**Rowhouse:** A variety of 3 or more residential buildings where individual houses lining a street share adjacent walls in common under a fee simple land title, with each dwelling unit having a separate entrance and yard area.

**Townhouse:** A variety of 3 or more residential buildings where individual houses lining a street share adjacent walls in common under a strata title, with each dwelling unit having a separate entrance and yard area.

**Triplex:** Three units sharing a dividing partition or common wall.





