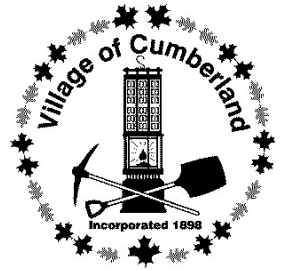


**The Corporation of the Village of Cumberland
Homelessness and Affordable Housing Committee Agenda**



**Wednesday October 15, 2025 at 9:30 a.m.
Masonic Hall, 2687 Dunsmuir Ave, Cumberland**

We are honoured to gather on the unceded traditional territory of the K'ómoks First Nation.

1. Approval of the Agenda

2. Minutes

Adoption of Minutes of Wednesday, March 19, 2025

Adoption of Minutes of Wednesday, August 16, 2023

3. Unfinished Business

None

4. New Business

4.2 Draft OCP

4.2 Zoning Bylaw Update

5. Next Meeting

The next meeting of the Homelessness and Affordable Housing Committee is scheduled for Wednesday, November 13 at 9:30 a.m.

6. Adjournment

**The Corporation of the Village of Cumberland
Homelessness and Affordable Housing Committee**

**March 19, 2025 at 9:30 p.m.
Council Chamber, 2675 Dunsmuir Avenue**



Members Present: Kathy Duperon (Chair)
Bobby Herron
Lindsay Monk
Nick Ward (Councillor)

Regrets: Debbie Bowman
Mark Fortin

Staff: Karin Albert, Senior Planner

Guests: Cody Dreger, Applicant

The chair called the meeting to order at 9:35 am.

1. Approval of Agenda

Moved by: Monk
Seconded by: Herron

THAT the agenda for the March 19, 2025 meeting be approved.

Carried Unanimously

2. Minutes

Moved by: Ward
Seconded by: Monk

THAT the minutes of the August 16, 2023 meeting be adopted with the correction that Lindsay Monk was present.

Carried Unanimously

3. Unfinished Business

The August 16, 2023 minutes show that approval of the July 19, 2023 minutes had to be tabled. They will be presented at the next meeting for approval.

4. New Business

4.1 Zoning Bylaw Amendment – Lot A, Ulverston Avenue – Revised Development Concept and Draft Bylaw No. 1215

The Committee discussed the development proposal for Lot A, Ulverston Avenue. Mr. Dreger, applicant representing Dreger Holdings, was present to answer questions.

DISCUSSION

Lot Coverage

- The lot coverage in the zone appears to be high.
 - Property will be subdivided into at least two lots – one for the apartment building and the other for the townhouses and fourplexes. Lot coverage in draft zone matches coverage in other mixed use and multi-family zones.
- Could staff review to have lot coverage more closely reflect this concept (not including the area of parkland)

Construction sequencing

- There is a great need for rental apartments in the Village. Previously, there were discussions around requiring them to be constructed first. Is that still the intent?
- Mr. Dreger explained the challenge of being locked into a particular sequence. Would like to build the apartment building first but economic times are uncertain. For project to be viable overall, wants flexibility to build what is financially feasible first.
- Committee members don't want to see empty lot where apartment building is intended to go. Can developer commit to build apartment after a certain number of townhouses.

Affordable housing component

- Does the latest concept plan guarantee an affordable housing component?
 - Developer can't afford to build affordable housing without government support, e.g. Canada Mortgage and Housing Corporation (CMHC) preferential rates or partnership with BC Housing. Can't confirm this until zoning in place.
 - But developer has entered into a Letter of Intent (LOI) with Habitat for Humanity for them to own one of the fourplex buildings (4 units) to provide to qualifying local families under Habitat's affordable home ownership program, with preference given to Cumberland families.
- Is there still a contribution to the Affordable Housing Reserve fund?

- If agreement with Habitat falls through, there should at a minimum be a contribution to the Affordable Housing Reserve as previously identified.

Parking

- Can the parking requirements be met on the property or is the angled parking needed to meet the requirements?
 - No, all parking requirements are met on site.
- Staff pointed out that it is not certain that there will be room for angled street parking. May need to be parallel parking due to turning radius of large trucks needed to turn into light industrial lot driveways across the street.

Road paving

- Why is road paving no longer a condition of rezoning?
 - Road paving is required as part of subdivision. Developer will create a minimum of two separate lots, one for the apartment building and one for the townhouses. At subdivision will be required to pave their half of the road, Village will pave the other half.

Playground

- Even if there may be two stratas, one for the townhouses and one for the apartments, will the playground be open to all residents?
 - Yes, that is the intent. Also, developer has been in discussions with a daycare operator to rent space in the commercial portion. The daycare would also have access to the playground.
- Should have a covenant that playground is accessible to all residents and the public and should have to be built in conjunction with whatever phase is constructed first.

Stormwater and garbage truck access

- What are the provisions for stormwater management and garbage truck access?
 - This will be reviewed when developer applies for a development permit.

Secondary suites within townhouses

- A couple of public submissions suggested permitting secondary suites in the townhouses. Could be “flex” or “lock-up units” that can be used as suite but can become part of the principal residence as a family grows.
 - To be added to the zone as an accessory use to townhouses.

Meeting housing need

- Apartment buildings badly needed in Cumberland. They will help meet the housing need.
- This development provides more housing options.

Moved by: Monk

Seconded by: Herron

THAT the Homelessness and Affordable Housing Committee recommend that Council give first and second reading to Zoning Amendment Bylaw 1215, 2025 with the following changes:

- a. That one of the conditions of rezoning be a covenant requiring a contribution to the Village's Affordable Housing Reserve Fund (as previously identified) if a partnership with Habitat for Humanity does not come to fruition.
- b. That the playground has to be built at the same time as the first phase (be that apartment or townhouses) and that provision be made for management of the playground so that it can be open to all residents (not just to one of the future stratas).
- c. That lot coverage for the different uses more closely reflect this concept.

Carried Unanimously

5. Next Meeting

The next meeting of the Homelessness and Affordable Housing Committee will be held on Wednesday, April 16, 2025 at 9:30 a.m.

6. Adjournment

The meeting was adjourned at 10:40 am.

**The Corporation of the Village of Cumberland
Homelessness and Affordable Housing Committee Minutes**



**July 19, 2023 at 9:30 a.m.
Council Chamber, 2675 Dunsmuir Avenue**

Members Present:

Kathy Duperron, Chair
Lindsay Monk
Bobby Herron
Vickey Brown
Mark Fortin

Regrets: Debbie Bowman

Staff: Karin Albert, Senior Planner

The chair called the meeting to order at 9:35 a.m.

1. Approval of Agenda

Moved by: Fortin

Seconded by: Monk

That the HAH approve the agenda for July 19, 2023 as presented.

Carried Unanimously

2. Minutes

Moved by: Herron

Seconded by: Fortin

That the HAH adopt the minutes of the June 28, 2023 meeting.

Carried Unanimously

3. Unfinished Business - NONE

4. New Business

4.1 Official Community Plan Review – Housing

The Committee reviewed updated housing needs data, the factsheet that communicated the 2020 housing needs report data, and a progress update of the strategic actions in the Affordable Housing Implementation Frameworks, 2016.

DISCUSSION

- Some of the housing needs data, in particular definitions, need to be clarified:

- household type, one couple vs couple without children
- 'subsidized housing' needs to be explained. Also, is a breakdown available of different types of subsidies?
- building types need to be provided, e.g. apartment/duplex refers to secondary suites and duplexes. Preferable to use terms as used in Cumberland, rather than the Stats Can term.
- Housing criteria (unaffordable, unsuitable and inadequate) are self-reported. No standard criteria.
- Provide explanation of what the dwelling demand is based on.
- Housing starts data still to be provided.
- Statistical community profile to be posted for public:
 - Population/demographic info
 - Employment – participation rate, unemployment rate
 - Employment industries
 - Number of households and average household size
 - Housing demand – by unit and by unit type (number of bedrooms)
 - Number of households, percent owners/renters, average household size, household composition types
 - Housing costs relative to income
 - Core vs extreme housing need
- Other data needed: how many owners receive a homeowner grant, how many do not – this will allow Village to know how many properties are second properties or investment properties.
- Homeowner grants are a subsidy to property owners.
- Need to support housing for a diverse community
- Key concerns:
 - Who is Cumberland losing as housing costs increase and how can we retain those residents.
 - Gentrification and its impact on housing affordability.
 - Housing affordability affects employees in low paying service sector jobs. If they can't afford to live here, businesses can't recruit employees.
- Discussion on OCP Housing policies deferred to next meeting.

5. **Next Meeting**

The next meeting of the Homelessness and Affordable Housing Committee is on Wednesday, August 23 at 9:30 a.m.

6. **Adjournment**

The meeting was adjourned at 11:00 a.m.

COUNCIL REPORT



REPORT DATE: 8/18/2024
MEETING DATE: 9/2/2024

File No. 6480-01 OCP Project Documents

TO: Mayor and Councillors
FROM: Karin Albert, Senior Planner
SUBJECT: Official Community Plan Review – Draft Bylaw 1230

PURPOSE

The purpose of this report is to present the draft Official Community Plan (OCP) Bylaw 1230 to Council and provide an overview of the key changes.

If Council would like to direct any changes to this draft that will be reflected when the bylaw is presented for first reading, this can be done through a resolution. Further changes may be recommended by staff based on upcoming public engagement.

PREVIOUS COUNCIL DIRECTION

Date	Resolution
November 4, 2024	Recommendations for OCP updates presented to Committee of the Whole. No resolutions were passed.
July 24, 2023	THAT Council receive the “Official Community Plan Review – Phase 1 Public Engagement Report”, dated July 14, 2023. THAT Council direct staff to include into the scope of the Complete Communities Project an analysis of the long-term servicing costs of different development patterns such as single-family compared to multi-family and include that information in the Official Community Plan review.
April 11, 2023	THAT Council endorse the “Official Community Plan Review Process and Community Engagement Plan 2023-2024”, dated March 30, 2023.

BACKGROUND

The draft OCP bylaw updates the OCP Bylaw 990, 2014 to bring it up to date and respond to the needs of a growing community. The updates are informed by the 2024 Complete Communities Assessment, the 2024 Cumberland Housing Needs Report, feedback from K’ómoks First Nation, feedback received from the community during phase 1 and 2 public engagement, and input from the Advisory Planning Commission, the Heritage Committee, the Accessibility and Inclusion Committee and the Homelessness and Affordable Housing Committee. The staff report presented at the November 4, 2024 Committee of the Whole meeting ([item 7.3 p. 137](#)) further summarizes

the process leading up to the development of the draft OCP. That report also introduces recommendations for key updates to the existing OCP.

The following highlights the key updates and changes in the draft OCP bylaw.

Vision and Goals (p. 25 – 31)

The new vision statement expresses the desire for a healthy natural environment, the importance of continuing to foster the sense of belonging residents feel in Cumberland, the commitment to reconciliation with First Nations and the respect for diversity, equity and social inclusion. Food security, keeping growth within the limits of infrastructure capabilities, site adaptive development and climate action are also key elements of the vision.

The draft OCP identifies twelve goals, four foundational and eight complete community goals and describes each (p. 26). The vision and goals guide the OCP objectives, policies, development permit area guidelines and heritage conservation area guidelines in the remainder of the document.

Climate Actions (p. 33 – 39)

The draft OCP bylaw places policies on climate change and the natural environment at the beginning of the land use directions section, as these policies underpin many of the policies and actions in the sections that follow.

The Climate Change section is entirely new, replacing what is in the current OCP with the new greenhouse gas reduction targets, the climate change mitigation and adaptation goals and actions drawn from the 2024 Climate Action Plan (p. 35 -38).

Natural Environment (p. 40 – 47)

Protection of the natural environment remains a priority for the Village. The objectives and policies in this section were largely retained. A diagram and additional policy were added under the Views and Landscape Character heading to guide the protection of valued views from the Village to the surrounding landscape (p.43 - 45).

A new subsection containing Urban Forest Policies was added (p.43).

The natural environment policies are supported by *Map B: Active Transportation Corridors, Parks, Trails and Conservation Lands*. The map shows proposed conservation lands which include a migration corridor in the Bevan industrial area and aquatic ecosystems (lakes, wetlands and streams) and surrounding buffer areas.

Map B also shows an area of land southeast of the Village that contains recreational trails as well as sensitive aquatic and terrestrial ecosystems. Not necessarily the entirety of the area, but the values they contain were identified as a priority for future protection within municipal or regional parks and/or within conservation lands by the community.

Built Environment

Land Use Designations (p. 48-51)

This section contains a table which lists the land use designations and their development intent. The land use designations are shown on *Map A: Land Use Designations* of the draft OCP bylaw.

Key changes to the land use designations are:

- Change of the land use designation of the industrial properties along Cumberland Road to **Commercial** to enable future rezoning to a commercial zone that provides opportunities for the location services and retail-oriented uses that require loading areas, large areas for storage and handling of goods and equipment and can generally not be accommodated in downtown spaces. The recent and ongoing development of the Bevan industrial area ensures there is additional area within the Village for heavier industrial uses.
- Addition of a **Freshwater** designation to be able to zone the surface of the water and restrict structures on Comox Lake and Maple Lake in particular.
- Change to the development intent of the **Interchange Lands** to express the desire for a planning process to determine future use while protecting wetlands, sensitive environments and recreational trails on the lands.
- A new **Mixed-Use Civic Facility** designation that allows for redevelopment of Village-owned properties with mixed institutional, commercial and residential use developments. For example, this would allow for future redevelopment of the municipal hall property to include residential and commercial components.
- Update to the development intent of the existing **Mixed-Use** designation to specify that where it occurs close the downtown commercial core, that is on Derwent and Penrith avenues between First and Fourth streets, this designation is to enable professional service to locate off Dunsmuir Avenue, possibly through adaptive use of a heritage home. The intent is that by providing this additional option for the location of professional services, more space opens up on Dunsmuir Avenue for uses that animate the street, such as restaurants and retail shops.
- A new **Open Spaces, Parks and Greenways** designation which consolidates the former Greenway designation with the Parks designation.
- Changing the previous Recreation designation to **Recreational Residential**. The designation now only encompasses the area containing the recreational cabins at the west end of Comox Lake. Formerly, a portion of the Interchange Lands was also included in this designation.
- A larger **Residential Infill** area to include the additional area within Cumberland where the provincial Small Scale Multi-Unit Housing regulations apply, permitting up to four units. The land use designation applies to residential properties under 4050 m² which are located within the urban containment boundary.
- An update to the development intent of the **Multi-Unit Residential** designation (name changed from Multi-Family Residential) to clarify that multi-unit residential is intended to absorb some of the projected population growth. The current OCP states: There is no identified need to expand multi-family land use over the term of this OCP". This land use designation has an upper limit of 160 units per hectare. This is the density permitted on the Second Street Affordable Housing Project. Higher density land uses would have to apply for an OCP amendment.
- Deletion of the **Agricultural** designation. As most areas within Cumberland, the area designated Agricultural in the current OCP does not have the types of soils needed for conventional farming without considerable efforts to build and enrich the soil. Instead of designating a specific area, the draft OCP includes policy to support urban agriculture and

community gardens in many Village zones. A policy has also been added to review permitted uses in industrial zones to include non-soil based agriculture (p. 88).

Policies for Amendment Applications (p.53)

The draft Bylaw adds a few items to the list of desirable amenity contributions such as contributions to the Affordable Housing Reserve Fund, conservation of heritage resources, and public EV charging stations.

Future Housing Demand (p. 55-57)

As per the new provincial requirement, this new section provides information on 5- and 20-year housing demand and how the draft OCP is meeting that demand.

Growth Management Objectives (p. 57)

The draft OCP establishes an urban containment boundary for residential growth. This new containment boundary is intended to:

- Contain residential growth while meeting the housing need projected in the Village of Cumberland's 2024 Housing Needs Report.
- Minimize urban sprawl and retain working forest, parks, and greenspace around the Village.
- Create a complete community where most residential areas are located within a 15 – 20-minute walk of services and/or areas that can be efficiently serviced by transit and active transportation corridors.
- Reduce the impact of new development on the lifecycle maintenance and replacement costs of Village infrastructure.

Housing (p. 59-62)

This section has been updated with most recent (2021) census data. Housing policies include additional policy on housing diversity, rental housing, and non-market housing as per discussions with the Homelessness and Affordable Housing Committee. The non-market housing policies include policies to explore a non-market housing component as part of future redevelopment of civic properties and more rental tenure zoning; reduce parking requirements for non-market housing; and seek additional transit connections into Courtenay.

The above updates seek to reduce barriers and costs to develop non-market housing in the Village.

Heritage Conservation (p. 63-68)

The updated introduction to this section includes an acknowledgement of the K'ómoks First Nation's traditional territory and their peoples' early presence in the area that is now Cumberland.

An updated Heritage Conservation Area, as shown on *Map L: HCA-1 Heritage Conservation Area*, has been extended to include the lands designated for mixed use on the south side of Penrith Avenue and the north side of Derwent Avenue abutting the commercial area along Dunsmuir Avenue.

The current OCP also designates those lands for mixed use. The Zoning Bylaw review is exploring to pre-zone those lands to facilitate the integration of commercial-residential mixed use in that area.

The draft OCP includes a new *Map L: Historic Neighbourhoods* which shows the historic neighbourhoods in the Village which still include some of the original heritage homes. The idea for this map emerged during discussions with the Heritage Committee. An earlier (2004) OCP also included such a map. The intent of the map is to help with future planning, heritage interpretation signage, education and communication to increase appreciation and understanding of the character of historic Cumberland neighbourhoods. It may also form the basis for future exploration of additional heritage conservation areas in the Village. The neighbourhoods are described in Table 9 (p. 64).

The updates to the heritage conservation policies in this section are based on a review of the current policies with the Heritage Committee. During that review, the Committee expressed concern about increased redevelopment pressure on (a) residential heritage buildings due to the provincial regulations on Small Scale Multi-Unit housing and (b) on commercial heritage buildings due to the density permitted in the Zoning Bylaw which exceeds that of properties developed with historic buildings in the Historic Village Commercial Core. In light of those pressures, the Committee recommended that the Village review possible incentives for the protection of heritage buildings.

The following policy was included under section 7.4.3:

9. Encourage the preservation, restoration, rehabilitation, and heritage designation of privately-owned heritage resources through a heritage revitalization agreement offering incentives such as the following:
 - a. Additional density (e.g. addition of a mezzanine in a heritage building or addition of a new building behind a heritage building)
 - b. Relaxation of Zoning Bylaw requirements (permitted uses, site coverage, parking requirements, set-backs, etc)
 - c. Partial or full property tax exemption for a period of 5 or 10 years

Other heritage conservation policies that have been added include: support for a subdivision to facilitate the preservation of the Saito House (policy 5), and future exploration to establish limited area Heritage Conservation Areas outside of the HCA-1 boundaries to capture significant heritage properties.

Municipal Infrastructure (p. 69-81)

Some of the general infrastructure policies formerly in the Growth Management section were moved into this section. All the introductions to the subsections were updated. Major future infrastructure projects are identified on *Map C: Public Facilities, Major Roads, Sewer and Water Systems*.

Solid Waste Management (p. 71)

The Solid Waste Management section was rewritten to identify that the Comox Valley Waste Management Centre will be the only waste disposal facility within the Comox-Strathcona Waste Management Area within 5-10 years. The impacts of hosting the facility are clearly identified in the introduction and policy 7 (p.71).

Stormwater Management (p. 72-74)

The previous stormwater management policies were updated to reflect the recommendations in the [2024 Complete Communities Assessment](#) related to promoting infill and higher density development (p. 58-59 of the Assessment)

Liquid Waste Management (p.75)

The Liquid Waste Management section includes planned infrastructure projects and the commitments in the draft Liquid Waste Management Plan.

Transportation and Connectivity (p. 77)

The Transportation and Connectivity section has been updated to reflect the 2024 Transportation Master Plan (TMP). Multi-modal pathways to the City of Courtenay boundary and to Comox Lake, have been identified as key transportation projects. Those projects are not only identified in the 2024 TMP but were also mentioned by many participants during phase 1 and 2 engagement on the OCP.

The existing and proposed active transportation network is shown on *Map B: Active Transportation Network, Parks, Trails and Conservation Lands*. Proposed future road connections are shown on *Map C: Public Facilities, Major Roads, Sewer and Water Systems*.

Sand and Gravel Extraction (p. 82-83)

This section has been updated to further describe the soils within the area suitable for sand and gravel extraction. The accompanying map, **Map D: Areas Suitable for Sand and Gravel Extraction** identifies an area at the north end of the Bevan Industrial area as suitable. This area is assumed to accommodate future heavy industrial development. The identification is a change from the corresponding Map I in the current OCP which identifies only existing sand and gravel pits.

Economic Development (p. 84-93)

This section presents most recent (2021) census data on the local labour force, income levels and place of work, as well as a brief summary of economic challenges and opportunities.

The economic development objectives and policies focus on supporting local businesses, fostering entrepreneurship and home-based businesses, capturing higher value from tourism and working toward more affordable and diverse housing options to help businesses attract and retain employees.

To support small businesses, policies were added to review zoning regulations to allow for a diversity of spaces to support business start-ups, shared spaces, live-work artist and artisan studios, permit a broad range of home occupations, and reduce parking requirements for new commercial tenants in the downtown core.

Arts and Culture (p. 88)

A separate section on arts and culture was added, recognizing the arts and culture industry as a key economic driver for Cumberland. The need to review how murals in the downtown core are approved is included as one of the policies in this section.

Local Food Production (p. 90)

The policies in the section on Local Food Production integrate recommendations made by the Comox Valley Food Security Council to Cumberland Council. In particular, policies were added to support food production, processing, and post-production facilities. The industrial zones are identified for their potential to house non-soil based agricultural operations, greenhouses, food processing and post-production facilities.

Updated policies support more options for establishing community gardens and local food sales.

Tourism (p. 92)

The updates to this section put an increased focus on capturing greater economic returns from existing tourism. A key policy is to enable and incentivize the development of small and medium-scale overnight accommodations.

Community Well-Being (p. 94-97)

Diversity, Equity and Inclusion (p. 94-96)

Policies from the previously titled Health and Wellness section are now included under this section. An introduction has been added to explain key concepts related to diversity, equity and inclusion. A number of policies were added and policies related to other sections, such as arts and culture, were moved to those sections. Since diversity, equity and inclusion cuts across many policy areas, related policies in other sections are cross-referenced.

A notable policy addition is to update the Village's street naming policy to ensure street names are more inclusive and reflect Cumberland's diverse heritage and culture.

Recreation, Leisure and Parks (p. 96-100)

Updates under this section include references to regional parks and greenways, a future regional parks plan, and to the 2024 Climate Action Plan. Key policies are to develop a long-range Recreational Facilities Plan and to update the Parks and Greenways Master Plan.

Implementation (p.100-end)

Environmental Development Permit Area

The language in the Environmental Protection DPA was tightened up. To reduce the considerable overlap between the guidelines for the aquatic and terrestrial ecosystems, they were combined into a single section. Some guidelines were not guidelines but conditions of the development permit. They were removed on advice of legal counsel. Depending on relevance to a particular development, they will be included in the development permit itself.

Key requirements such as stormwater management planning consideration of guidelines in the provincial *Develop With Care* document are retained.

A new section was added to the guidelines on docks.

Farmland Protection Development Permit Area

This DPA applies to those properties that abut Agricultural Land Reserve in the Comox Valley Regional District. It was reduced in size since some properties, such as Morrison Creek Headwaters, do not permit for development that would trigger this DPA.

Groundwater Protection Development Permit Area

The groundwater protection development permit area was changed to correspond to the provincially mapped unconfined aquifer underlying most of the Village. The guidelines will apply only to industrial development which has a higher potential impact on groundwater quality than other land uses.

Wildland-Urban Interface Development Permit Area

This development permit area was enlarged to include all of the currently undeveloped parcels of the Village that have the potential for some type of development in the future (even if it requires prior rezoning). Undeveloped parcels that are not expected to be developed (e.g. Cumberland Community Forest, Village Drinking Water Supply Lands, and Morrison Creek Headwaters) are not included.

Also included within this DPA are properties within a 100 metre buffer of the developed edge of the Village. Redevelopment of property within that area will require a Wildland-Urban interface Development Permit.

Form and Character Development Permit Areas

Key form and character DPA guidelines (residential infill, multi-unit and mixed use, commercial and industrial) have been illustrated with precedent image to serve as inspiration and guidance.

Stormwater management and sediment and erosion control guidelines were removed from the form and character DPAs and will be addressed at time of Building Permit when the building footprint and amount of impermeable surfaces are known. The design of the stormwater system are regulated by the Village's [Municipal Stormwater System Regulation and Fees Bylaw 1024, 2015](#). This does not represent a reduction in Village standards but streamlines the development process with regards to timing of required reports.

A requirement for drought resistant and FireSmart landscaping was included in all DPA's that require landscaping.

Following are key updates to specific DPA's.

Multi-Unit Residential and Mixed-Use Development Permit Area

The previous multi-family and mixed-use DPA's have been consolidated into a single DPA. This provides more clarity if a development includes both stand-alone multi-unit residential buildings and mixed-use buildings.

The requirement for a playground also now applies to both types of development, whereas before, it only applied to multi-unit residential developments. However, the requirement has been adjusted to be triggered only if there are 20 or more residential units within a rental building or a multi-unit strata.

New guidelines have been included to promote or require bird friendly windows, visual treatment of large blank walls, landscaping of common areas, fire smarting buildings, and green roofs.

Commercial and Industrial Development Permit Areas

The guidelines for commercial and industrial DPA's require visual treatment of large blank walls, provide more specifics on landscape buffers, include FireSmart guidelines for buildings (roofs, gutters, vents, and eaves) and encourage green roofs.

Residential Infill Development Permit Area

To encourage infill development, there is no longer a residential infill development permit area . This extends the current practice *not* to require a development permit for accessory dwelling units or secondary suites to all types of infill within the Residential Infill land use designation (**Map A: Land Use Designations**). Up to four units are allowed in this designation. Regulations with respect to landscaping and private amenity areas on infill properties will be added to the Zoning Bylaw.

Heritage Conservation Area

The Heritage Conservation Area was increased in size to include the mixed use designation on the south side of Penrith Avenue and the north side of Derwent Avenue (See **Map L: HCA-1 Heritage Conservation Area**). As part of the concurrent Zoning Bylaw review, the Village will be exploring with Council to pre-zone the additional area. This would open up that area for new commercial and mixed land use.

The HCA includes an exemption from requiring a heritage alteration permit for the conversion of single-detached residential buildings to a commercial or a mixed use, as for example, a physiotherapist office on the ground floor and a suite above, provided there are no exterior alterations. This is to encourage the retention of some of the significant residential heritage buildings on the south side of Penrith and north side of Derwent. New builds require a heritage alteration permit. Adding accessibility features to those buildings (and others within the HCA-1) is also exempt from requiring a permit.

In updating the guidelines, an attempt was made to make it easier and more economical to maintain and repair heritage buildings while retaining their character and heritage value:

- The guidelines add an exemption for the replacement of wood siding with fiber cement panels (e.g. Hardie) to permit property owners of heritage building to firesmart their buildings and reduce ongoing maintenance costs.
- The guidelines no longer prohibit vinyl windows outright. While wood frame windows give a unique character to a building, they may be hard to source or more expensive. due to their greater cost and the difficulty of sourcing them.

When it comes to new builds, the guidelines emphasize the importance of connecting the building to the public realm and more clearly direct new buildings to fit into the streetscape and to reduce the massing by, for example, setting back top floors.

Signage guidelines were relaxed by not restricting the location of fascia signs to above the main entrance.

The guidelines now include a list of “protected heritage properties”, language used in the *Local Government Act*. Owners of heritage properties have access to more flexible requirements in the Building Code when renovating their buildings.

PUBLIC NOTIFICATION AND CONSULTATION

The Village completed Phases 1 and 2 of the OCP review which included in-person and online engagement events. The draft OCP bylaw has been posted at engagecomoxvalley.ca for early comment and will be shared with the community at a virtual open house on September 9 and an in-person open house on September 10.

The event will be promoted in Cumberland, on social media, through posters, on the Village website and Village email news posts, and via engagecomoxvalley.ca/Cumberland.

Advisory Planning Commission

The APC continues to be involved in the project and will receive a presentation on the draft OCP for feedback.

FINANCIAL IMPLICATIONS

The OCP review project is fully funded in the 2023-2026 Financial Plan.

OPERATIONAL IMPLICATIONS

The OCP review process is coordinated by the Senior Planner with the involvement of other Development Services as well as Operations, Legislative Services and Financial Services staff.

The Development Services Department has limited capacity to begin other new policy projects until the new OCP Bylaw has been adopted.

CLIMATE CHANGE IMPLICATIONS

Climate action planning is a key topic in the OCP review. The climate change section in the OCP includes climate actions from the Village 2024 Climate Action Plan, accepted by Council at their June 24, 2024 meeting. The actions seek to move the Village away from dependence on fossil fuels and achieve reductions in greenhouse gas emissions in the building, transportation, energy, and solid waste sectors. The OCP also includes policy and actions to adapt to the impacts of climate change on municipal infrastructure and buildings.

ALTERNATIVES

1. Council may provide feedback and direct staff to make changes to the draft OCP bylaw.

STRATEGIC OBJECTIVE

- Diverse and Healthy Community
- Sustainable Service Delivery and Asset Management
- Community Planning

ATTACHMENT

1. Draft Official Community Plan Bylaw 1230
2. OCP Maps

Please view the Draft OCP
and Maps at
[engagecomoxvalley.ca/
Cumberland](http://engagecomoxvalley.ca/Cumberland)

CONCURRENCE

Courtney Simpson, Director of Development and Bylaw **CS**

Respectfully submitted,

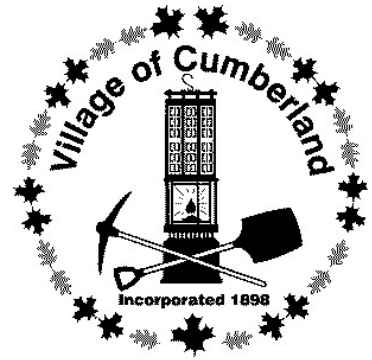
K. Albert

Karin Albert
Senior Planner

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Michelle Mason
Chief Administrative Officer

COUNCIL REPORT



REPORT DATE: Friday, August 29, 2025
MEETING DATE: Monday, September 15, 2025

File No. 3360-01

TO: Mayor and Councillors
FROM: Courtney Simpson, Director of Development and Bylaw Services
SUBJECT: Zoning Bylaw Review and Update

RECOMMENDATIONS

- THAT Council endorse pre-zoning the Bevan Industrial Lands to align with the Village’s long-term vision for this area, as established in the Bevan Industrial Lands Concept Plan (2020);
- THAT Council direct staff to revise the Draft Zoning Bylaw to remove off-street parking and loading requirements for non-residential and non-hotel, hostel, and motel uses in the Village Core; and
- THAT Council direct staff to revise the Draft Zoning Bylaw to remove cash-in-lieu of parking provisions for residential and hotel, hostel, and motel uses.

PURPOSE

This report provides an update on the Zoning Bylaw Review and Update process, including an overview of both the general purpose and objectives of the review, key changes being proposed, and opportunities for the community to provide feedback on the draft Zoning Bylaw.

It also seeks direction from Council regarding approaches for off-street parking requirements in the Village Core and pre-zoning the Bevan Industrial Lands.

PREVIOUS COUNCIL DIRECTION

Date	Resolution
March 24, 2025 COTW	<p>THAT the Committee of the Whole receive the presentation by Kara Gross and Brittany Tuttle, community planners with Urban Systems Ltd, on the Village’s Zoning Bylaw Review;</p> <p>THAT the Committee of the Whole recommend that Council approve the increase to expenditure of up to \$39,000 for increased scope in the Zoning Bylaw Review Project with</p>

	<ul style="list-style-type: none"> • \$14,170 to be funded through Capacity Funding for Local Government Housing Initiatives grant reallocated from the Amenity Cost Charge Bylaw project; and • \$24,830 to be funded through Community Works Fund reserve. <p>THAT the Committee of the Whole recommend that Council approve the reallocation of \$60,000 in funds from Growing Communities Fund to Community Works Fund reserve for the Zoning Bylaw review; and,</p> <p>THAT the Committee of the Whole recommend that Council direct staff to bring forward an amendment to the adopted 2025-2029 Financial Plan Bylaw to reflect the increase in expenditures and funding reallocation for the Zoning Bylaw Review project.</p>
April 27, 2020	THAT the Committee of the Whole recommend that Council consider reducing the minimum setback to 0 meters and establishing a maximum setback of 2 metres for the Camp Road neighbourhood during the next zoning bylaw update.

BACKGROUND

In late 2023, the Province amended the *Local Government Act* to establish a suite of new housing-related requirements for local governments, including :

- Update zoning bylaws by June 30, 2024, to comply with new small-scale multi-unit housing (SSMUH) requirements (*not applicable to the Village, though proactive implementation is underway via the Zoning Bylaw Review and Update*);
- Complete an interim housing needs report (HNR) using a provincial methodology by January 1, 2025 (*completed by the Village in September 2024*); and
- Update official community plans (OCPs) and zoning bylaws to demonstrate that enough land has been designated and zoned to accommodate the Village’s 20-year housing need identified in the interim HNR by December 31, 2025 (*currently underway*).

Urban Systems Ltd. was retained to support the Village in updating its Zoning Bylaw ahead of the December 31, 2025, deadline, with the bylaw review and update project commencing in February 2025.

DISCUSSION

Purpose and Objectives

The primary purpose of this Zoning Bylaw Review and Update is to ensure the Village can demonstrate that sufficient lands have been zoned to accommodate the 20-year housing need identified in the Interim HNR by December 31, 2025, per the requirements of the *Local Government Act*.

A secondary objective is to proactively implement SSMUH legislative requirements ahead of the 2026 Census, when it is anticipated that the Village’s population will surpass 5,000. The SSMUH

legislation establishes a set of criteria for local governments that must implement density requirements, with population size being one. Given that the next Census period will occur next year in 2026, the Zoning Bylaw is being updated now to implement these requirements, rather than amending the bylaw again later in 2026. The additional infill density that will be permitted through SSMUH is one of the ways that the Village will accommodate its 20-year housing need.

This review and update will also ensure that the Zoning Bylaw is clearly aligned with the newly updated OCP (*in progress*), along with modernizing the Bylaw according to best practices to improve its overall clarity, transparency, and ease of use.

Proactive Implementation of SSMUH

Per Bill 44, local governments meeting a set of established criteria are required to accommodate additional residential density in 'restricted zones' (i.e., any residential zone that limits density to a single detached dwelling). The criteria are as follows:

- þ Within an Urban Containment Boundary, as established by the OCP and/or a Regional Growth Strategy;
- þ Serviced by municipal water and sewer systems;
- þ Lot size (three units for lots $\leq 280 \text{ m}^2$, four units for lots $> 280 \text{ m}^2$); and
- ý Population $> 5,000$ – current population of 4,447 (per the 2021 Census); expected to become applicable with the release of the 2026 Census.

To avoid having to complete another update to the Zoning Bylaw after the 2026 Census is published, the draft Zoning Bylaw has been revised to include SSMUH provisions. Additional discussion on this item is included in the *Residential Zones* section of this report, below.

Alignment with the Official Community Plan

Zoning bylaws are a regulatory tool that translate policy from a community's OCP into regulations that govern how land can be used. These bylaws are comprised of two components: a zoning map, which applies a zone to each property within a community, and a set of written regulations outlining the applicable land use rules. Zones typically correspond to broad land use categories that are defined in a community's OCP (e.g., residential, commercial, industrial, etc.). The higher-level policy direction for these land use categories found in the OCP is then implemented in the form of specific regulations applicable to the corresponding zone(s).

Undertaking concurrent review and updates of both the Official Community Plan Bylaw and Zoning Bylaw enables cohesive policy development that will improve regulatory consistency between the two bylaws. This approach also has administrative benefits, as it aims to reduce the number of future OCP and zoning amendment applications resulting from inconsistencies between the two bylaws.

Modernizing Zoning

The Village's Zoning Bylaw has been amended 16 times since it was first adopted in 2016. The resulting bylaw, which comprises 38 zones spanning 175+ pages, is lengthy and complex. As this complexity impedes the ability of both staff and the public to interpret and administer the bylaw, a significant aspect of the Zoning Bylaw Review and Update has been to simplify regulations, consolidate redundant terms and defined uses, and collapse like-zones to create a bylaw that is user-friendly.

Community Engagement

Community engagement initiatives are being supported by the Engage Comox Valley [Zoning Bylaw Update webpage](#) with project updates, social media posts including responses to comments, and Currently Cumberland newspaper advertisements.

A workshop geared towards the local development community was held by the Village on August 19, 2025. The purpose of the Development Community Workshop event was to highlight key changes being proposed to both the Zoning Bylaw and Development Permit Area (DPA) Guidelines (as part of the broader OCP Update process) that are most relevant to developers. Despite this narrower focus, many attendees voiced support for a modernized and simplified approach to zoning and appreciated the opportunity to share their experiences using the existing bylaw. Critical feedback received during this event that was most relevant to the Zoning Bylaw Update was largely focused on existing off-street parking requirements in the Village Core; such feedback has been addressed within the Draft Zoning Bylaw through overall reductions to parking requirements across the Village.

Other opportunities for the community to participate in the Village's Zoning Bylaw Review and Update process in advance of the public hearing held during the bylaw adoption process include:

- Online review of the draft Bylaw (including public comment board) – ongoing
- Meeting with K'ómoks First Nation – September 4, 2025
- Open House Events – October 7 (virtual) and 8 (in-person), 2025
- Online review of the proposed Bylaw (including public comment board) – following first reading (Fall 2025)

Key Changes

New Bylaw Format

The Village has adopted an updated, interactive bylaw format that consolidates like-regulations (e.g., zones, permitted uses, density permissions, siting standards, etc.) into tables to avoid duplicate regulations, shorten the document, and improve the Bylaw's overall readability and ease of use. Interactive features of the new bylaw format, such as the clickable content banner at the bottom of each page and defined terms linked to their associated definitions, are intended to improve navigation within the document. As a result, users will be encouraged to review all parts of the Zoning Bylaw rather than just the development regulations specific to an individual zone, thus reducing the likelihood that regulations are 'missed'. The new bylaw format has been applied throughout the draft Zoning Bylaw (Attachment 1) for review.

Changes to Zones

Under the new bylaw format, zone-specific provisions are now organized per zone category, rather than by individual zone. Moreover, existing zones have been reviewed, consolidated, and reorganized to better reflect existing uses, minimize redundancies, and improve alignment with the Village's new (draft) OCP Land Use Map. The total number of zones has been reduced to 26 from 38, as reflected in the table below. Changes to the zones have also been reflected in the draft Zoning Map (Attachment 2).

CURRENT ZONE BREAKDOWN	PROPOSED ZONE BREAKDOWN
Residential Zones (14)	Residential Zones (6)
Rural Zones (4)	Rural Zones (2)
Commercial and Mixed-Use Zones (4)	Mixed-Use Zones (3)
Industrial Zones (5)	Industry Zones (3)
Public Use and Assembly Zones (2)	Public Use Zones (3)
Interchange Zones (9)	Interchange Zones (9)

Residential Zones

The current Bylaw comprises fourteen residential zones: seven low-density residential zones, five multi-unit residential zones, and two mixed-use residential zones. Review of these existing zones revealed the presence of multiple redundant regulations (e.g., minimum setbacks, height and lot coverage maximums, etc. that are the same or similar). As well, most existing low-density residential zones may be classified as ‘restricted zones’ per SSMUH legislation. Further, those lots with such zoning meet the legislation’s established criteria for SSMUH applicability.

To implement SSMUH, applicable restricted zones (i.e., predominantly lots in the existing-1, R-1A, R-2, R-2A, R-4, and MU-1 zones) have been redesignated under a new Infill Residential zone which permits up to four dwelling units per lot. In addition to expanded density permissions, the new Infill Residential zone includes development regulations that largely align with the recommended standards set out in the Province’s SSMUH Policy Manual.¹ As well, the minimum lot size of the new Infill Residential zone has been set at 650.0 square metres to better reflect existing lot sizes (average lot size of affected parcels ranges from 628.0 to 1,613.0 square metres) and deter single-lot subdivisions that would reduce the viability of SSMUH development. These changes are intended to provide additional opportunities to develop a range of “missing middle” housing forms in support of the Village’s objectives related to housing attainability, diversity, and affordability – without compromising the community’s unique neighbourhood character.

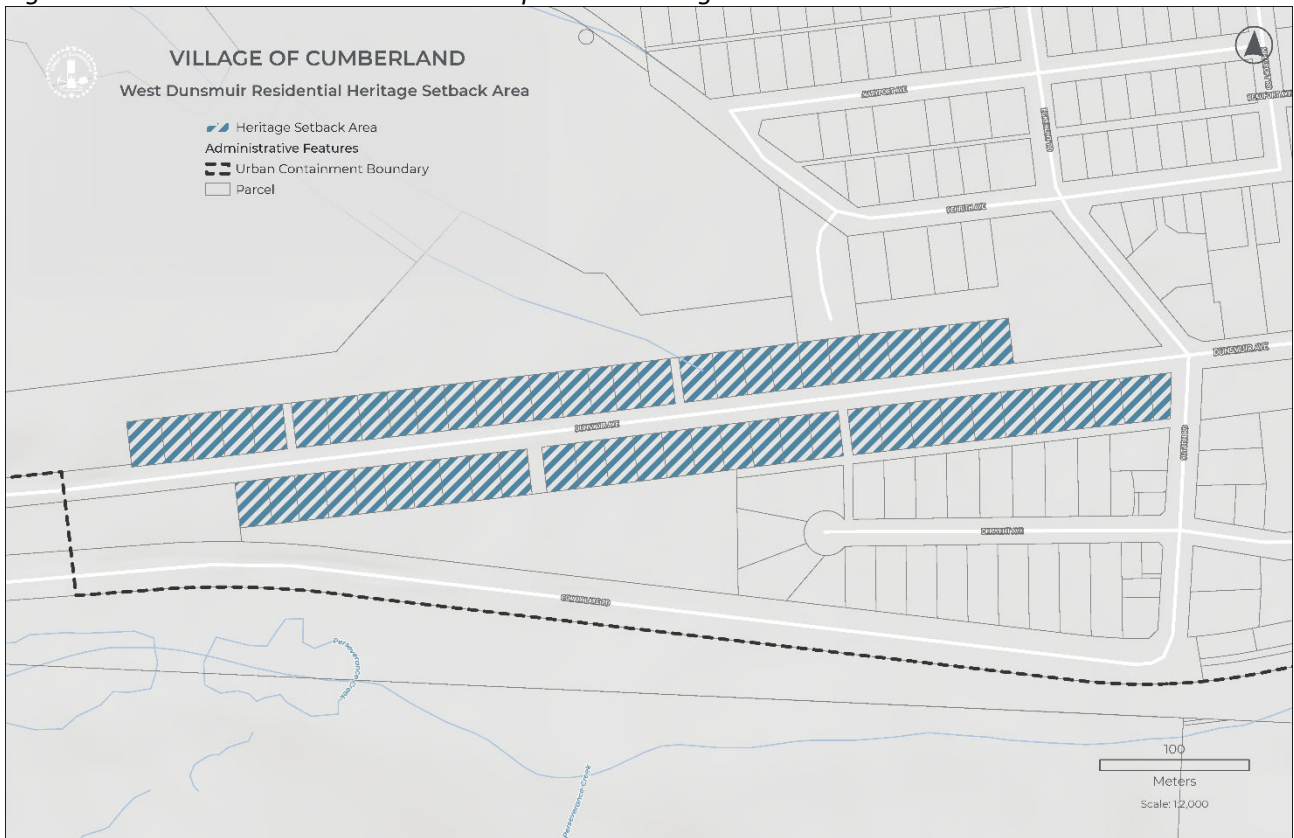
It should be noted that a small portion of restricted zones in the south-west portion of Dunsmuir Avenue are not included in the new Infill Residential zone, as known capacity limitations of existing sewer infrastructure in the area prevents higher levels of residential density. It is the intent of the Village to eventually include these parcels under the new Infill Residential zone once the necessary sewer infrastructure upgrades have been completed. The timeline for this upgrade is approximately 7-10 years. In the meantime, affected parcels will remain subject to existing development regulations but under a new zone name (West Dunsmuir Residential), and Village

¹ The [Provincial Policy Manual and Site Standards](#) is a comprehensive tool meant to support local governments in interpreting and implementing the SSMUH legislation in their communities by providing recommended siting parameters based on lot size and minimum unit requirements. Local governments are required to consider the Policy Manual when implementing SSMUH, and must be able to rationalize any regulations included in their zoning bylaw that deviate from the Site Standards.

staff will be required to apply to the Province for an extension regarding implementation of SSMUH in this area once Cumberland reaches a population of 5,000.

Another notable change is the introduction of a new Heritage Setback Area along the westernmost portion of Dunsmuir Avenue known as “Camp Road” (Figure 1). This change comes as the result of the report presented at the April 27, 2020, Committee of the Whole meeting ([item 2.1, p. 3](#)), which discussed a potential reduction to the minimum front setback (to 0.0 metres) and the potential introduction of a maximum front setback (of 2.0 metres) to better support the existing character of the street which is known for its homes and porches being close to the road. As such, lots within the new Heritage Setback Area are now subject to a minimum front setback of 0.0 metres and a maximum front setback of 2.0 metres – meaning future (re)development of these sites will better complement the heritage character of neighbouring properties. This change is also anticipated to reduce the number of variance applications received by the Village for renovations to existing homes sited near the front lot line.

Figure 1 – West Dunsmuir Residential “Camp Road” Heritage Setback Area



Finally, existing multi-unit residential zones have been consolidated into two distinct multi-unit zones: a Multi-Unit Residential zone and a Rental Tenure Multi-Unit Residential zone. The new Multi-Unit Residential zone, which consolidates the existing ‘RM’ zones, is intended to serve as a flexible zone that can be applied to, and thus streamline, future rezonings for multi-unit residential development exceeding four dwelling units per lot. Similarly, the Rental Tenure Multi-Unit Residential zone is intended to be applied to, and thus streamline, future rezonings for multi-unit development that includes all or a portion of units secured under rental tenure.

Mixed-Use Zones

Existing mixed-use zones previously categorized as either residential or commercial zones now comprise their own 'Mixed-Use' zone category for the purpose of more clearly distinguishing the unique, small-scale, and local character of mixed-use development within the Village. Where possible, development regulations within these zones have been reviewed and updated to better support the retention or conversion of heritage buildings. As well, to better align zoning with the future Land Use Designations included in the draft OCP, a new Neighbourhood Mixed-Use zone has been applied to lots between First and Fifth Avenues on both the south side of Penrith Avenue and the north side of Derwent Avenue to acknowledge the transition in development that may exist between the Village Core and adjacent residential neighbourhoods.

PROPOSED MIXED-USE ZONES	
Zone Name	Intent of Zone
Historic Village Commercial Core Mixed-Use (MU-1)	The intent of this zone is to support a vibrant, pedestrian-oriented Village Core through development comprised of commercial uses on the ground-level with residential uses above or to the rear.
Neighbourhood Mixed-Use (MU-2)	The intent of this zone is to promote mixed-use development which serves as a transition between the Village Core and surrounding residential neighbourhoods.
Coal Valley Estates Mixed-Use (MU-3)	The intent of this zone is to implement a Comprehensive Development Agreement which identifies a mixed-use node in the area known as Coal Valley.

Industry Zones

Review of the Bylaw's commercial and industrial zones against the future OCP Land Use Map identified misalignment between the zoning regulations currently applicable to lands used for larger-scale commercial and industrial uses and the Village's long-term vision for employment lands. As such, existing commercial zones applicable to single lots outside of the Village Core (i.e., the C-1, C-2, and C-3 zones) have been consolidated to create a new Service Industry zone which better aligns with the Service Commercial OCP Land Use Designation. The Service Industry zone is intended to accommodate a range of service commercial and low-impact industrial uses on larger lots and has been applied to lots both within and outside of the Urban Containment Boundary where there are less-intensive, 'light' industrial uses occurring. In addition, lands designated for intensive industrial development under the Industrial OCP Land Use Designation are now captured under a single Industrial zone. This new zone, which consolidates the existing heavy industrial (I-2), industrial resource (I-3), and industrial greenways reserve (IGR) zones, is intended to clearly designate and preserve land for intensive industrial development outside of the Urban Containment Boundary.

Public Use Zones

Existing public use and assembly zones have been reviewed and reorganized to create three distinct Public Use zones for the purpose of clearly separating uses intended to serve the whole community from other non-residential zone types, as summarized in the table below.

PROPOSED PUBLIC USE ZONES	
Zone Name	Intent of Zone
Parks and Open Space (PU-1)	This zone is intended to preserve and enhance the community's parks and open space assets while providing for a range of low impact recreational uses.
Civic Uses (PU-2)	This zone is intended to accommodate a range of civic functions, including both publicly and privately operated institutional, cultural, educational, and recreational uses.
Utility and Services (PU-3)	This zone is intended to accommodate emergency and protective services operations and public and private utilities.

Rural Zones

Review of the Bylaw's rural zones revealed that existing uses in these areas were not accurately captured by the applicable zoning regulations. As such, the four rural zones have been consolidated and reorganized into two distinct rural zones that more accurately represent current land use and better align with the future Land Use Designations included in the draft OCP.

Interchange Zones

Zoning regulations applicable to the Interchange Lands remain largely untouched, as existing development provisions were drafted to align with the Comprehensive Development Agreement (CDA) that is registered on title. Despite this, existing development regulations have been translated into the new zone format to ensure consistency throughout the Bylaw.

Revised Approach to Agriculture

Regulations related to agricultural activities have been broadened for the purpose of advancing the Village's goals related to food security. This includes:

- Permitting community gardens in all zones;
- Permitting urban agriculture in all residential and mixed-use zones to better facilitate small-scale and non-soil or non-land-based forms of agriculture; and
- Clarifying that commercial-scale greenhouses and rooftop hydroponics are permitted in all industry zones.

Restructuring of Home Occupation Regulations

Home occupation (HO) regulations are now presented as a tiered hierarchy of home occupation uses, as summarized in the table below.

HOME OCCUPATION CLASSIFICATION		DESCRIPTION
Minor		Minor home occupations are intended to be operated solely within a dwelling unit. Aspects of business operations shall not be detectable from outside the property.
Standard		Standard home occupations are intended to be operated within a dwelling unit or accessory building.
Major		Major home occupations are intended to be operated within a dwelling unit or accessory building. Home occupations under this classification can occupy additional floor area and employ more on-site, non-resident employees than other home occupation classification types.
Accommodation	Bed and Breakfast	Bed and Breakfast Accommodation home occupations are intended to be operated solely within a dwelling unit.
	Vacation Rental	Vacation Rental Accommodation home occupations are intended to be operated within a dwelling unit or secondary suite in accordance with provincial short-term rental regulation.

Generally, the revised regulations are intended to offer more flexibility to home occupation uses, while also clarifying requirements such as:

- The amount of space occupied by the home occupation (via floor area restrictions)
- Number of required off-street parking spaces
- Number of on-site, non-resident employees permitted
- Number of permitted visitors / non-employee users of the home occupation

This approach better acknowledges how various HOs may be suitable in different contexts or locations throughout the Village (e.g., a home office in an apartment versus a woodworking operation on a large, rural lot). It should be noted that permissions for Vacation Rental Accommodation, which is currently permitted only in the existing infill residential (R-1A) zone, have not been expanded to other areas. Conversely, Bed and Breakfast Accommodation – which is a new permitted use – has been permitted broadly in the new Infill Residential (R-1), West Dunsmuir Residential (R-2), and Large Lot Residential (R-3) zones.

New Landscaping, Screening, and Impermeable Surface Regulations

Prescriptive landscaping requirements (e.g., a minimum number of trees per dwelling unit, soft landscaping requirements along exterior property boundaries, etc.) have been introduced to:

- Support the retention and enhancement of the Village's existing tree canopy;
- Soften the impact of higher density infill development within existing neighbourhoods; and
- Streamline the development of SSMUH by offloading landscape requirements typically triggered through a Development Permit to the Building Permit.

As a result, development proposals for four or fewer dwelling units would not be required to provide a landscape security through the Development Permit process and instead would be subject only to the requirements of a Building Permit. This change adds a level of surety for property owners seeking to redevelop an existing low-density residential lot or add more dwelling units to a lot where there may be one or more dwellings already.

In addition, existing regulations pertaining to screening, fences, and retaining walls have been clarified to ensure that incompatible lands uses are appropriately separated or transitioned. As well, impermeable surface maximums have been introduced to support on-site drainage and reduce surface run-off. As such, it is anticipated that the new landscaping requirements will support gentle densification of existing neighbourhoods through the provision of more diverse housing forms over time, while also improving the overall standard of landscaping throughout the Village.

Revisions to Parking and Loading Requirements

The Zoning Bylaw update has provided the Village with the opportunity to simplify existing parking and loading requirements to make them easier for both staff and the public to understand and implement. Accordingly, the revised parking and loading regulations:

- Establish clear parking and loading requirements per permitted use;
- Create distinct parking requirements for the Village Core;
- Reduce parking minimums and maximums across all permitted uses, particularly for non-residential uses in the Village Core;
- Clarify regulations for user-specific parking and loading types (e.g., modernized barrier-free parking standards, clarified visitor and courtesy parking requirements, and expanded electric vehicle parking requirements to better reflect current demand); and
- Introduce distinct requirements for short- and long-term bicycle parking and associated end-of-trip facilities.

In addition, existing cash-in-lieu provisions were updated to reflect the real cost of off-street parking and loading and to better support regional consistency, as summarized in the table below.²

² The Town of Comox permits cash-in-lieu of parking at a rate of \$11,500 per space only where the Town owns a parking lot or parkade within 700 metres of the proposed development and does not

PROPOSED CASH-IN-LIEU AMOUNTS PER PARKING SPACE, PER TYPE OF REQUIRED PARKING				
Area	Conventional Parking	Visitor Parking	Courtesy Parking	Electric Vehicle Parking
Village Core Parking Area	<p>Non-Residential Uses: \$5,000.00</p> <p>Residential Uses: \$10,000.00</p>	\$10,000.00	<p>\$11,760.00</p> <p>\$10,000.00</p>	\$24,900.00
All Other Areas	<p>\$3,800.00</p> <p>\$10,000.00</p>	<p>\$3,800.00</p> <p>\$10,000.00</p>		

Items for Council’s Consideration

Pre-Zoning the Bevan Industrial Lands

At the March 24, 2025, Committee of the Whole meeting, Council received the Employment Lands Inventory Assessment and Fiscal/Economic Impact Analysis report ([item 4.1, p. 3](#)), which provided an overview and inventory of the Village’s industrial, service commercial, and institutional lands – including fiscal and economic impact analysis associated with future development opportunities for the Bevan (Industrial) Lands. The Report recommended that the Village consider pre-zoning these lands as an industrial zone (rather than a ‘holdings’ type zone) and implement land use regulations that encourage building-intensive forms of industrial development.

The above recommendations are intended to support implementation of the [Bevan Industrial Lands Concept Plan](#) – the conceptual master plan for the Bevan Industrial Lands which was approved by Council in 2020. Per the Concept Plan, the Bevan Industrial Lands are to provide for a range of light and intensive industrial uses, including heavy industry, aggregate extraction and processing, silviculture, storage, food processing facilities, recycling and disposal facilities, etc.

Accordingly, the Bevan Industrial Lands have been pre-zoned under the new Service Industry (I-1) and Industrial (I-2) zones to better align with the Village’s long-term vision for these lands. The Service Industry zone, which has been applied to areas on the east side of Bevan Road, is intended to promote less intensive industrial development. The Industrial zone, which has been applied to

allow cash-in-lieu for parking spaces associated with a residential use. The City of Courtenay permits cash-in-lieu of parking only within their Central Commercial (C-1) zone, at a rate of \$5,600 per parking space. It is important to note that both jurisdictions are currently undergoing comprehensive review and updates of their respective zoning bylaws, and it is anticipated that these rates may increase.

areas west of Bevan Road, is intended to designate and preserve land for intensive industrial development, permitting a range of intensive industrial uses such as industrial automotive and equipment services, natural resource extraction, silviculture, recycling facilities, and wrecking yards. The full, comprehensive development regulations being proposed for the Bevan Industrial Lands can be found in Part 12 of the Draft Zoning Bylaw (Attachment 1).

Additional Opportunities to Streamline Off-Street Parking and Loading in the Village Core

At the April 28, 2025, Committee of the Whole meeting, Council received a presentation from ISL Engineering on the findings of the 2024 Village of Cumberland Downtown Parking Study ([item 4.2, p. 14](#)). The objective of the Study was to establish the existing parking conditions for on-street parking within the historical downtown and identify potential parking demand issues.

The Study concluded that, in the Village Core, parking utilization is below the ideal utilization for a commercial area (ideal utilization is considered to be between 75-85%, whereas Village peak hour demand was 64% utilization) – suggesting that there is enough on-street parking to accommodate visitors to this area of Cumberland. Additionally, it was found that along Dunsmuir Avenue, only 19% of vehicles parked for periods longer than 1.5 hours – most of which were found to be vehicles belonging to individuals who reside in the area. These findings suggest that the existing capacity of on-street parking in the Village Core could support further reductions in off-street parking and loading requirements.

The following outlines two strategies for Council’s consideration:

- 1. Remove Parking and Loading Requirements for Non-Residential and Non-Hotel, Hostel, and Motel Uses in the Village Core**

To alleviate development constraints in denser, pedestrian-oriented commercial areas, other communities (e.g., Port Alberni, Campbell River) have opted to remove off-street parking and loading requirements altogether for non-residential and non-tourist accommodation type uses in their downtown/key growth areas. In the context of Cumberland, this approach would serve to reduce the overall cost of development in the Village Core while also reducing the number of parking variances received by the Village for changes of use within existing development.

- 2. Remove Cash-in-Lieu for Residential and Hotel, Hostel, and Motel Uses**

The current Bylaw permits developers to provide cash-in-lieu for required parking spaces associated with residential and tourist accommodation uses throughout the Village. However, as the Downtown Parking Study found that there are vehicles utilizing street parking for more than 8 hours at a time, staff are concerned that residents and overnight visitors of the area may be relying on on-street parking spaces due to a lack of availability in off-street parking spaces. To minimize the potential of new development to generate additional on-street parking demand, other communities (e.g., Comox) do not provide an option for cash-in-lieu of required off-street parking and loading spaces for residential and/or tourist accommodation uses. As such, removing cash-in-lieu for residential and tourist accommodation uses would help to ensure that future development of this nature can accommodate its user’s long-term parking needs.

FINANCIAL IMPLICATIONS

The project is funded by the Community Works Fund Reserve (\$60,000) and the BC Capacity Funding for Local Governments Housing Initiatives grant (\$59,000).

OPERATIONAL IMPLICATIONS

The Zoning Bylaw Review has required Development Services staff resources to manage the project, review drafts, assist with and participate in community engagement activities to-date. Additional staff resources will continue to be required to review revised drafts, support engagement activities, report to Council, and guide the new bylaw through the formal adoption process.

CLIMATE CHANGE IMPLICATIONS

The zoning bylaw review is not anticipated to have any direct implications on climate adaptation or mitigation.

ALTERNATIVES

1. THAT Council direct Staff to revise the Draft Zoning Bylaw and associated Draft Zoning Map as attached to the September 15, 2025 report from Courtney Simpson, Director of Development and Bylaw Services, as Attachment 1 titled “Village of Cumberland Zoning Bylaw - Draft” and Attachment 2 titled “Village of Cumberland Zoning Map – Draft”, respectively, and reschedule planned public engagement events accordingly.

STRATEGIC OBJECTIVE

- Diverse & Healthy Community
- Sustainable Service Delivery & Asset Management
- Community Planning

ATTACHMENTS

1. Village of Cumberland Zoning Bylaw - Draft
2. Village of Cumberland Zoning Map – Draft

Respectfully submitted,

Courtney Simpson
Director of Development and Bylaw Services

Michelle Mason
Chief Administrative Officer