

**REGIONAL DISTRICT OF NANAIMO**

**COMMITTEE OF THE WHOLE**

**TUESDAY, JANUARY 8, 2008**

**7:00 PM**

*(RDN Board Chambers)*

**A G E N D A**

**PAGES**

**CALL TO ORDER**

**DELEGATIONS**

- 5                    **Gail Adrienne & Ron Tanasichuk**, Nanaimo and Area Land Trust (NALT), re Annual Report.
- 6                    **Regional Growth Monitoring Advisory Committee (RGMAC)**, re State of Sustainability Project Final Report.

**MINUTES**

- 7-12                Minutes of the regular Committee of the Whole meeting held November 13, 2007.

**COMMUNICATIONS/CORRESPONDENCE**

- 13                    **L. Taylor, City of Parksville**, re 2008 Council Appointment to the Arrowsmith Water Service Management Committee.
- 14                    **H. Chopra, Alberni-Clayoquot Regional District**, re Request for Meeting for Proposed Second Road Connecting the Alberni Valley with Highway 19.
- 15-16                **I. Chong, Minister of Community Services**, re Review of the Regional Growth Strategy (RGS).
- 17                    **J. Doyle, Auditor General**, re Deletion of Private Forest Lands from Tree Farm Licenses (TFLs).

**BUSINESS ARISING FROM THE MINUTES**

**CORPORATE ADMINISTRATION SERVICES**

**FINANCE & INFORMATION SERVICES**

**FINANCE**

- 18-20                Local Calling Area – Bowser to Union Bay – Area ‘H’.

- 21-22 Mileage Rate Update.
- 23-25 Nanoose Bay Fire Hall – Seismic Reconstruction.
- 26-28 Seismic Review – Regional District Fire Halls.
- 29-31 Fire Hall Facility Planning Review.
- 32-34 Infrastructure Funding for Fire Halls – Resolution to AVICC.
- 35-37 Funding for Victim Services & Restorative Justice Programs – Resolution to AVICC.
- 38-41 Municipal Fiscal Imbalance – Resolution to AVICC.
- 42-46 2008 Parcel Tax Rolls.

**DEVELOPMENT SERVICES**

**BYLAW ENFORCEMENT**

- 47-49 Building & Zoning Bylaw Contraventions – Parry’s RV Park & Campground, 380 Martindale Road – Area ‘G’.
- 50-63 Unsightly Premise – 1532 Marine Circle – Area ‘G’.
- 64-65 Bylaw Contravention – 1790 Claudet – Area ‘E’.
- 66-67 Bylaw Contravention – 2090 Bramley Road – Area ‘C’.
- 68-69 Bylaw Contravention – 2820 Extension Road – Area ‘C’.

**PLANNING**

- 70-72 Regional Growth Strategy Review. (Background Reports included as a separate enclosure)
- 73-95 State of Sustainability Project – Final Report.

**ENVIRONMENTAL SERVICES**

**SOLID WASTE**

- 96-98 Garbage & Recycling Collection Contract Extension.
- 99-102 Garbage & Recyclable Materials Collection Rates Amendment Bylaw No. 1009.11.
- 103-104 School Education Program.

**UTILITIES**

- 105-109 Morningstar Streetlighting Local Service Area Amendment Bylaw No. 869.07.

**RECREATION AND PARKS SERVICES**

**TRANSPORTATION SERVICES**

**COMMISSION, ADVISORY & SELECT COMMITTEE**

**Regional Parks and Trails Advisory Committee.**

110-112 Minutes of the Regional Parks and Trails Advisory Committee meeting held November 6, 2007. (for information)

113-156 Presentation - Harriet Rueggeberg, Lanarc Consultants Ltd., re Development Cost Charges for Regional Park Acquisition and Improvement.

*That a regional parks development cost charges bylaw be considered by the Regional Board, pending further discussion with the four member municipalities, based on the recommended scenario outlined in Table 6 of the DCC Review Final Report.*

**Electoral Area 'G' Parks and Open Space Advisory Committee.**

157-159 Minutes of the Electoral Area 'G' Parks and Open Space Advisory Committee meeting held November 8, 2007. (for information)

- 1. That staff do a preliminary investigation for an extension of the Qualicum Beach trail from Yambury Road through to Stanhope Road in Electoral Area 'G'.*
- 2. That the Electoral Area 'G' Parks and Open Space Advisory Committee support the 2008 Electoral Area 'G' Community Parks Function Budget, as presented.*

**Electoral Area 'A' Parks and Green Space Advisory Committee.**

160-162 Minutes of the Electoral Area 'A' Parks and Green Space Advisory Committee meeting held November 15, 2007. (for information)

- 1. That staff examine the possibility of developing the access to Quennell Lake at Ritten Road and the associated liabilities.*
- 2. That staff be directed to proceed with the development of the playground at Thelma Griffiths Park as proposed in consultation and collaboration with the South Wellington community.*
- 3. That the Electoral Area 'A' Parks and Green Spaces Advisory Committee support the 2008 Electoral Area 'A' Community Parks Function Budget, as presented, with the addition of \$10,000 designated for Thelma Griffiths Park playground development.*

**Electoral Area 'F' Parks and Open Space Advisory Committee.**

163-164 Minutes of the Electoral Area 'F' Parks and Open Space Advisory Committee meeting held November 19, 2007. (for information)

*That the Area 'F' Parks and Open Spaces Advisory Committee support the 2008 Electoral Area 'F' Community Parks Function Budget, as presented.*

**Electoral Area 'H' Parks and Open Space Advisory Committee.**

165-168 Minutes of the Electoral Area 'H' Parks and Open Space Advisory Committee meeting held November 21, 2007. (for information)

*That the Area 'H' Parks and Open Spaces Advisory Committee support the 2008 Budget as presented, with the addition of consulting fees for Henry Morgan Community Park.*

**District 69 Recreation Commission.**

169-172 Minutes of the District 69 Recreation Commission meeting held November 22, 2007. (for information)

- 1. That the District 69 Recreation Commission supports the 2008 Annual Budget and Five Year Capital and Financial Plan for the District 69 Recreation Coordinating Function, as presented.*
- 2. That the District 69 Recreation Commission supports the 2008 Annual Budget and Five Year Capital and Financial Plan for Oceanside Place, as presented.*
- 3. That the District 69 Recreation Commission supports the 2008 Annual Budget and Five Year Capital and Financial Plan for Ravensong Aquatic Centre, as presented.*

**ADDENDUM**

**BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS**

**NEW BUSINESS**

**BOARD INFORMATION** (Separate enclosure on blue paper)

**ADJOURNMENT**

**Lee, Clair**

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-----Original Message-----

From: Gail Adrienne [mailto:gail@nalt.bc.ca]  
Sent: Tuesday, December 18, 2007 12:51 PM  
To: Burgoyne, Linda  
Subject: Fw: Benson

Hello Linda,  
Please put myself and Ron Tanasichuk on the agenda of the January 8th RDN Board meeting. We will be reporting to the Board about NALT's activities during 2007 and submitting our request for renewed funding for 2008.  
Thanks  
Gail Adrienne

18/12/2007

**Lee, Clair**

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**From:** Betty Collins  
**Sent:** January 2, 2008 5:58 PM  
**To:** Lee, Clair  
**Subject:** RGMAC - January 8 Committee of the Whole

Hello Claire,

The Regional Growth Management Advisory Committee would like to make a brief presentation to the Committee of the Whole on January 8. We understand that the committee's final report will be tabled with the Committee of the Whole at this meeting.

As I mentioned, I'm not sure who will speak but I will let you know as soon as I can.

Betty Collins

03/01/2008

**REGIONAL DISTRICT OF NANAIMO**

**MINUTES OF THE COMMITTEE OF THE WHOLE  
MEETING HELD ON TUESDAY, NOVEMBER 13, 2007 AT 7:00 PM  
IN THE RDN BOARD CHAMBERS**

**Present:**

Director J. Stanhope	Chairperson
Director J. Burnett	Electoral Area A
Director B. Sperling	Electoral Area B
Director M. Young	Electoral Area C
Director G. Holme	Electoral Area E
Director L. Biggemann Alternate	Electoral Area F
Director D. Heenan	Electoral Area H
Director S. Herle	City of Parksville
Director T. Westbrook	Town of Qualicum Beach
Director C. Haime	District of Lantzville
Director L. McNabb Alternate	City of Nanaimo
Director J. Cameron	City of Nanaimo
Director B. Bestwick	City of Nanaimo
Director J. Manhas	City of Nanaimo
Director D. Brenman	City of Nanaimo
Director B. Holdom	City of Nanaimo

**Also in Attendance:**

C. Mason	Chief Administrative Officer
M. Pearse	Senior Manager, Corporate Administration
D. Trudeau	General Manager of Transportation Services
J. Finnie	General Manager of Environmental Services
N. Avery	Gen. Manager of Finance & Information Services
P. Thorkelsson	General Manager of Development Services
T. Osborne	General Manager of Recreation & Parks
C. McIver	Manager of Solid Waste
N. Tonn	Recording Secretary

**CALL TO ORDER**

The Chairperson welcomed Alternate Directors Cameron and Heenan to the meeting.

**MINUTES**

MOVED Director Holme, SECONDED Director McNabb, that the minutes of the Committee of the Whole meeting held October 9, 2007 be adopted.

CARRIED

***FINANCE & INFORMATION SERVICES***

**FINANCE**

**Contract Fire Services – Yellowpoint/Waterloo Service Area.**

MOVED Director Burnett, SECONDED Director Young, that the Cowichan Valley Regional District be advised that the Regional District of Nanaimo will terminate the fire service contract for the Yellowpoint/Waterloo area effective December 31, 2008 or earlier with the agreement of all parties and where operational conditions permit.

CARRIED

MOVED Director Burnett, SECONDED Director Young, that correspondence be sent to the Cowichan Valley Regional District acknowledging our long relationship with respect to fire protection services and our appreciation for their considerable contribution to the safety of Regional District taxpayers.

CARRIED

MOVED Director Burnett, SECONDED Director Young, that staff proceed to negotiate a transfer of assets located in the Cassidy firehall location from the Cowichan Valley Regional District.

CARRIED

MOVED Director Burnett, SECONDED Director Young, that the Regional District of Nanaimo correspond with both the North Cedar and Cranberry Fire Protection Districts to arrange for a transfer of taxation and operational authority for fire protection in the Yellowpoint/Waterloo areas to their respective jurisdictions to be effective December 31, 2008 or earlier with the agreement of all parties and where operational conditions permit.

CARRIED

**Electoral Area ‘G’ Fire Protection – Service Contracts with Municipalities.**

MOVED Director Westbrook, SECONDED Director Herle, that fire services contracts covering the period January 1, 2007 to December 31, 2011 with the City of Parksville and the Town of Qualicum Beach be approved as presented.

CARRIED

MOVED Director Westbrook, SECONDED Director Herle, that the Chairperson and the Senior Manager, Corporate Administration be authorized to execute the fire services contracts for the Regional District of Nanaimo.

CARRIED

**Nanoose Bay Fire Protection Service Regulatory Amendment Bylaw No. 1003.02.**

MOVED Director Holme, SECONDED Director Young, that “Nanoose Bay Fire Protection Service Regulatory Bylaw No. 1003.02, 2007” be introduced and read three times.

CARRIED

MOVED Director Holme, SECONDED Director Young, that “Nanoose Bay Fire Protection Service Regulatory Bylaw No. 1003.02, 2007” having received three readings be adopted.

CARRIED



**Bow Horn Bay Fire Protection Service Area Boundary Amendment Bylaw No. 1385.02.**

MOVED Director Heenan, SECONDED Director Westbrook, that "Bow Horn Bay Fire Protection Service Area Boundary Amendment Bylaw No. 1385.02, 2007" be introduced for first three readings and be forwarded for adoption at the December Board meeting.

CARRIED

**Barclay Crescent Sewer Rates and Regulations Amendment Bylaw No. 1472.02.**

MOVED Director Westbrook, SECONDED Director Holdom, that "Regional District of Nanaimo Barclay Crescent Sewer Rates and Regulations Amendment Bylaw No. 1472.02, 2007" be introduced and read three times.

CARRIED

MOVED Director Westbrook, SECONDED Director Holdom, that "Regional District of Nanaimo Barclay Crescent Sewer Rates and Regulations Amendment Bylaw No. 1472.02, 2007" be adopted.

CARRIED

**Duke Point Sewer Local Service Area Amendment Bylaw No. 1004.02 and Cedar Sewer Service Area Amendment Bylaw No. 1445.02.**

MOVED Director Burnett, SECONDED Director Young, that "Duke Point Sewer Local Service Area Amendment Bylaw No. 1004.03, 2007" be rescinded at third reading.

CARRIED

MOVED Director Burnett, SECONDED Director Young, that "Cedar Sewer Service Area Amendment Bylaw No. 1445.01, 2007" be rescinded at third reading.

CARRIED

MOVED Director Burnett, SECONDED Director Young, that "Duke Point Sewer Local Service Area Amendment Bylaw No. 1004.02, 2007" be introduced for three readings and be forwarded to the Ministry of Community Services for approval.

CARRIED

MOVED Director Burnett, SECONDED Director Young, that "Cedar Sewer Service Area Amendment Bylaw No. 1445.02, 2007" be introduced for three readings and be held for adoption with the remaining Cedar Sewer Service Area bylaws.

CARRIED

**Quarterly Financial Update.**

MOVED Director Holme, SECONDED Director Manhas, that the summary report of financial results from operations to September 30, 2007 be received for information.

CARRIED

**INFORMATION SERVICES**

**Property Software System.**

MOVED Director Brennan, SECONDED Director Young, that Municipal Software be approved for the supply of its City View property system.

CARRIED

MOVED Director Brennan, SECONDED Director Young, that an overall budget of \$479,655 be approved for this project with the funds released from the Administration Computer Reserve fund.

CARRIED

***DEVELOPMENT SERVICES***

**BYLAW ENFORCEMENT**

**District of Lantzville Development Services Contract Agreements.**

MOVED Director Haime, SECONDED Director Manhas, that the 2008 Service Agreements between the Regional District of Nanaimo and the District of Lantzville for GIS and Mapping, Animal Control, Building Inspection, Bylaw Enforcement, House Numbering, Noise Regulation, Nuisance Control and Unsightly Premises services be approved.

CARRIED

**Building Inspection Service Bylaw Amendment Bylaw No. 787.06.**

MOVED Director Heenan, SECONDED Director Holme, that "Regional District of Nanaimo Building Inspection Service Bylaw Amendment Bylaw No. 787.06, 2007" be given three readings and forwarded to the Ministry of Community Services for approval.

CARRIED

***ENVIRONMENTAL SERVICES***

**SOLID WASTE**

**Cedar Road LFG Inc. – Second Amending Agreement.**

MOVED Director Brennan, SECONDED Director McNabb, that the Board approve the Second Amending Agreement with Cedar Road LFG Inc. to:

1. Change the project completion date from November 30, 2007 to May 31, 2008 and the commercial operation date from December 31, 2007 to June 30, 2008;
2. Extend the contract term from five years with an option to renew for another five years, to ten years with an option to renew for another ten years;
3. Allow Cedar LFG to grant BC Hydro an option to purchase the facility at the end of the contract term under the condition that if BC Hydro exercises its option to acquire the facility, it will not sell, transfer, assign or convey the facility to any other person without the written consent of the RDN.

CARRIED

**Solid Waste Management Regulation Bylaw No. 1531.**

The Manager of Solid Waste provided a short visual overview of the staff report.

MOVED Director Westbrook, SECONDED Director McNabb, that "Regional District of Nanaimo Solid Waste Management Regulation Bylaw No. 1531, 2007" be introduced and read three times.

CARRIED

MOVED Director Westbrook, SECONDED Director McNabb, that "Regional District of Nanaimo Solid Waste Management Regulation Bylaw No. 1531, 2007" having received three readings be adopted.

CARRIED

**UTILITIES**

**Rumming Road (Lantzville West) Water System – Update.**

MOVED Director Holme, SECONDED Director McNabb, that the Board receive the Rumming Road Asset Condition Study 2007 by Koers & Associates report for information.

CARRIED

MOVED Director Holme, SECONDED Director McNabb, that the Board abandon any further steps to acquire the Rumming Road Water System at this time as requested by the Rumming Road Water Society.

CARRIED

MOVED Director Holme, SECONDED Director McNabb, that the Board direct staff to write to the Ministry of Environment to express appreciation for the asset study grant and advising that the residents have elected not to pursue RDN acquisition of the Rumming Road water utility at this time.

CARRIED

**COMMISSION, ADVISORY & SELECT COMMITTEE**

**Regional Growth Monitoring Advisory Committee.**

MOVED Director Holdom, SECONDED Director Sperling, that the minutes of the Regional Growth Monitoring Advisory Committee/State of Sustainability Project meetings held September 12 and 19, 2007 and October 10 and 24, 2007 be received for information.

CARRIED

**Electoral Area ‘G’ Parks and Open Space Advisory Committee.**

MOVED Director Westbrook, SECONDED Director Holme, that the minutes of the Electoral Area ‘G’ Parks and Open Space Advisory Committee meeting held September 13, 2007 be received for information.

CARRIED

**District 69 Recreation Commission.**

MOVED Director Westbrook, SECONDED Director Herle, that the minutes of the District 69 Recreation Commission meeting held October 18, 2007 be received for information.

CARRIED

Director Holme left the meeting citing a possible conflict of interest with the next item.

MOVED Director Westbrook, SECONDED Director Biggemann, that the following District 69 Recreation Community and Youth Recreation Grants be approved:

Arrowsmith Mountain Bike Club – bikes for financially need youth	\$	2,500
District 69 Family Resource Association – youth bus retrofit	\$	4,767
District 69 Minor Softball – uniforms and equipment	\$	2,625
KSS Dry Grad	\$	1,250
Oceanside Baseball – batting cage equipment	\$	2,500
Parksville Curling Club – junior program equipment	\$	2,000
Dashwood Recreation Commission – playground equipment	\$	4,000
Errington Therapeutic Riding Association – insurance	\$	1,000
Panters Hockey – goalic equipment	\$	2,140
Rotary Club of Qualicum Beach – facility rental	\$	2,875

CARRIED

**Electoral Area 'A' Recreation and Culture Commission.**

MOVED Director Burnett, SECONDED Director McNabb, that the minutes of the Electoral Area 'A' Recreation and Culture Commission meeting held November 7, 2007 be received for information.

CARRIED

MOVED Director Burnett, SECONDED Director McNabb, that the correspondence received from the South Wellington and Area Community Association requesting funds for cultural and recreational activities, be deferred until an Electoral Area 'A' Recreation and Culture Grants in Aid criteria has been established.

CARRIED

**BOARD INFORMATION**

**Tree Farm Licenses -- Private Land Removals.**

MOVED Director Brennan, SECONDED Director Young, that the Board request the Auditor General to conduct an audit into the matter of the removal of Schedule 'A' lands from all tree farm licenses on Vancouver Island, which was done without public consultation or compensation.

CARRIED

**ADJOURNMENT**

MOVED Director Holme, SECONDED Director McNabb, that this meeting terminate.

CARRIED

TIME: 7:40 PM

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CHAIRPERSON



# City of PARKSVILLE

PO Box 1390, 100 E. Jensen Avenue, Parksville, BC V9P 2H3  
Telephone: (250) 248-6144 Fax: (250) 248-6650  
www.parksville.ca

December 4, 2007

Regional District of Nanaimo  
6300 Hammond Bay Road  
Nanaimo BC V9T 6N2

Dear Sir/Madam:

**2008 Council Voting Representative to the Arrowsmith Water Service  
Management Committee - File – 0400-50**

At the regular meeting of Council held December 3, 2007, Councillor Marc Lefebvre was appointed Council voting representative to the Arrowsmith Water Service Management Committee for the year 2008.

Councillor Marc Lefebvre  
#11 – 450 Bay Avenue 248-2292  
Parksville BC V9P 2K2 [janetmarc@shaw.ca](mailto:janetmarc@shaw.ca)

Yours truly,

LAURIE TAYLOR  
Director of Administrative Services

- c.c. Councillor Marc Lefebvre
- c.c. Director of Engineering and Operations



**ALBERNI-CLAYOQUOT  
REGIONAL DISTRICT**

3008 Fifth Avenue, Port Alberni, B.C. CANADA V9Y 2E3

Telephone (250) 720-2700 FAX: (250) 723-1327

December 5, 2007

Chairperson Joe Stanhope  
Regional District of Nanaimo  
6300 Hammond Bay Road  
Nanaimo, BC  
V9T 6N2

RDN	
CAO	GMP&IS
GMDS	GMR&PS
GMES	GMTS
DEC 13 2007	
SIMCA	
CHAIR	BOARD
Correspondence	

Dear Chairperson Joe Stanhope and Board Members;

The Alberni-Clayoquot Regional District has been urging the province to consider a second road connecting the Alberni Valley with Highway 19. We are promoting a route that would go from Highway 4 just east of Port Alberni to Highway 19 at the Horne Lake interchange.

R.F. Binnie and Associates Ltd. has prepared a cost benefit analysis of this proposed route for us. Their conclusion is that the benefits would outweigh the costs by a significant margin.

The purpose of this letter is to ask if representatives of the Alberni-Clayoquot Regional District could meet with the Regional District of Nanaimo to give a short presentation on the proposed route and to answer any questions your board members may have. As part of our presentation, we will be asking for your Board's support of this new route.

Could we meet with your board? Please contact Wendy Thomson of our office to arrange the logistics of such a meeting.

Yours truly,

  
Hira Chopra  
Chairperson



CAO		GMF&IS	
GMDS		GMR&PS	
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DEC 11 2007			
SMCA		BOARD	
CHAIR			
Correspondence			

DEC 07 2007

Ref: 124998

Mr. Joe Stanhope  
 Chair  
 Regional District of Nanaimo  
 6300 Hammond Bay Road  
 Nanaimo, BC V9T 6N2

Dear Chair Stanhope:

Thank you for your letter of October 29, 2007, regarding the Regional District of Nanaimo's (RDN) initiative to review its Regional Growth Strategy (RGS).

I would like to take this opportunity to commend the RDN, its member municipalities, residents and advisory committee members for the significant effort in implementing the current and previous RGS. The Province of British Columbia (Province) was pleased to recognize this work by awarding the RDN with a Green City Award earlier this year.

As the reduction of greenhouse gas emissions (GHGs) and the development of complete, compact, energy efficient communities, are priorities for the Province, your work to manage growth and to reduce sprawl within your region is important. The Province has set a goal to reduce GHG emissions by 33 percent, from 2007 levels, by 2020. Local governments have a significant role to play in meeting this goal. The RDN's continued commitment to regional planning and growth management will help us meet this target together.

More specifically, a number of policies within the current RGS are consistent with the Province's goals. In particular, your work to establish and maintain an urban containment boundary is key. While I understand that, at times you may see the need to adjust the boundary for regional needs, I strongly encourage you to maintain urban containment, and work toward achieving higher density in existing urban areas, as part of your RGS.

.../2

Ministry of Community Services  
 and Minister Responsible for  
 Seniors' and Women's Issues

Office of the Minister

Mailing Address:  
 PO Box 9056 Strn Prov Govt  
 Victoria BC V8W 9E2

Phone: 250 387-2283  
 Fax: 250 387-4312

Location:  
 Room 323  
 Parliament Buildings  
 Victoria

www.gov.bc.ca/cserv

Other goals in your RGS that support the Province's interests include:

- Nodal structure: encouraging mixed-use communities that include places to live, work, learn, play, shop and access services (Goal 2);
- Environmental Protection: minimizing ecological damage related to growth and development (Goal 4);
- Improved mobility: diversify mobility options within the region – increasing transportation efficiency and reducing dependency on the automobile. (Goal 5);
- Vibrant and sustainable economy: support strategic economic development and to link commercial and industrial strategies to the land use and rural and environmental protection priorities of the region. (Goal 6);
- Efficient Services: providing cost efficient services and infrastructure where urban development is intended, and to provide services in other areas where the service is needed to address environmental or public health issues and the provision of the service will not result in additional development (Goal 7); and
- Cooperation among jurisdictions: facilitating an understanding of, and commitment to, the goals of growth management among all levels of government, the public, and key private and voluntary sector partners. (Goal 8).

As you proceed with the review, I encourage you to collaborate with your municipal partners and seek input from provincial and federal agencies through the Inter-Agency Advisory Committee. I also advise you to work with First Nations to incorporate their interests into the RGS.

The contact for the Ministry of Community Services is Mr. Brent Mueller, Manager, Regional Growth Strategies, Vancouver Island, who may be reached by telephone at 250 387-2540, or by email at [Brent.Mueller@gov.bc.ca](mailto:Brent.Mueller@gov.bc.ca). Mr. Mueller can work with your staff to help facilitate the Province's involvement in the review process and in subsequent implementation.

Thank you, again, for bringing this matter to my attention.

Sincerely,



Ida Chong, FCGA  
Minister

pc: Mr. Brent Mueller  
Manager  
Regional Growth Strategies  
Vancouver Island





OFFICE OF THE  
**Auditor General**  
 of British Columbia

8 Bastion Square  
 Victoria, British Columbia  
 Canada V8V 1X4  
 Telephone: 250 387-6803  
 Facsimile: 250 387-1230  
 Website: <http://bcauditor.com>

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DEC 13 2007			
SMCA			
CHAIR	✓	BOARD	
<i>Board Correspondence</i>			

December 12, 2007

Mr. Joe Stanhope  
 Chairperson  
 Regional District of Nanaimo  
 6300 Hammond Bay Road  
 Nanaimo, British Columbia  
 V9T 6N2

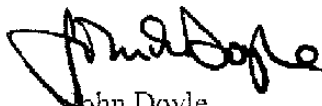
Dear Mr. Stanhope,

I have received your letter of December 11<sup>th</sup> in which you request that I review the deletion of private forest lands from all TFLs on Vancouver Island.

My staff are currently considering the extent and nature of review that we should undertake and will include your request as part of that process.

I would like to thank you for expressing your views about this matter.

Yours truly,

  
 John Doyle  
 Auditor General



CAO APPROVAL <i>CM</i>	
EAP	
CCW	<input checked="" type="checkbox"/> <i>Jan. 8th</i>
DEC 28 2007	
RHD	
BOARD	

## MEMORANDUM

**TO:** C. Mason  
Chief Administrative Officer

**DATE:** December 21, 2007

**FROM:** N. Avery  
General Manager, Finance &  
Information Services

**FILE:**

**SUBJECT:** Recommendation for Local Calling Area in a Portion of Electoral Area H

### PURPOSE:

To obtain approval to instruct Telus to apply for a local calling area in a portion of Electoral Area H.

### BACKGROUND:

Telus recently provided results to staff with respect to creating a local calling area in both the Central Island (Regional District of Nanaimo and Cowichan Valley), as well as for areas between Bowser and Union Bay. The results for the Bowser/Union Bay area are straightforward.

The additional cost for local calling between prefixes 335 and 757 will be \$0.25 cents per month for a residential line and \$0.50 cents per month for business lines. Because these increases are less than \$1.00 per line per month the initiative can proceed with Board approval and no referendum. Of interest is that the rate changes are implemented for a 36 month period after which the "surcharge" is eliminated.

The calling area overlaps a portion of our Regional District and the Comox Strathcona Regional District and approval to proceed is required from each of us. At this time it is staff's understanding that a report will be presented to the Comox Strathcona Regional District Board in January for approval; however, depending on the status of the CSRD boundary changes at that time approval may be somewhat delayed. In any case, Board approval is only the next step in a fairly lengthy process. With both Boards' approval Telus makes an application to the Canadian Radio-television & Telecommunications Commission (CRTC), which independently reviews the proposal. The CRTC can change the way the rates are calculated, although this is unlikely. With CRTC approval Telus proceeds to make any programming or equipment changes to allow local calling to take place – this step may take several months. Finally, the rates are announced through telephone bills and come into effect shortly thereafter. Telus suggests a timeframe of between 15 to 29 months.

Telus' role is to support our interest in this initiative by undertaking the studies and making an application to the CRTC. It is our role to answer any questions from citizens regarding the changes. Telus requires us to identify a key contact for this purpose.

**ALTERNATIVES:**

1. Approve the initiative to bring local calling between Bowser and Union Bay.
2. Decline to participate further in the local calling initiative between Bowser and Union Bay.

**FINANCIAL IMPLICATIONS:**


As outlined above, if implemented, long distance charges will no longer apply between Bowser and Union Bay – on prefixes 335 and 757. Each individual residential telephone line will pay a “surcharge” of \$0.25 cents per month per line (businesses will pay \$0.50 cents per month per line) for 36 months. After 36 months there is no further surcharge. A residential customer with one landline would pay \$3.00 per year – a total of \$9.00 over three years to have access to local calling in this area.

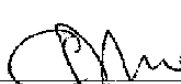
**SUMMARY/CONCLUSIONS:**

Telus has advised staff that the cost to introduce local calling between Bowser and Union Bay is less than the \$1.00 per line per month. This means that with Board approval local calling can be implemented without a referendum. Before this initiative can move to the next step, both the Regional District of Nanaimo and the Comox Strathcona Regional District have to approve the results. While there is a bit of uncertainty in regards to the Comox Strathcona Regional District at this time staff feel certain that support will be forthcoming as soon as possible. It could take up to two years before the changes are fully effected. Staff recommend that the Board approve Telus to proceed with an application to the CRTC to introduce local calling between Bowser and Union Bay.

**RECOMMENDATION:**

That the Regional District of Nanaimo support an application to the CRTC to introduce local calling between Bowser and Union Bay.

  
\_\_\_\_\_  
Report Writer

  
\_\_\_\_\_  
C.A.O. Concurrence

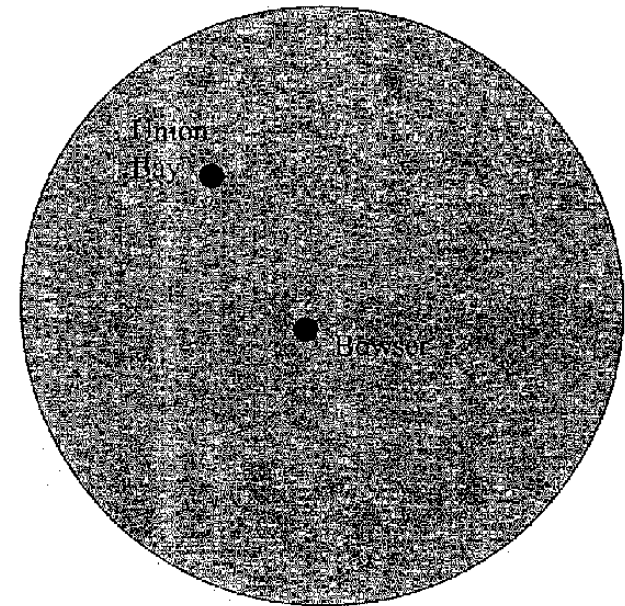
**COMMENTS:**

# Union Bay-Bowser Local Calling Area Proposal

Proposed Local Calling  
Area Boundary



Under proposed expansion, all calls  
between Union Bay and Bowser  
will be treated as a local call





RDN REPORT	
CAO APPROVAL <i>(Signature)</i>	
EAP	
COW	<input checked="" type="checkbox"/> JAN. STN
JAN 02 2008	
RHD	
BOARD	

## MEMORANDUM

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**TO:** C. Mason  
Chief Administrative Officer

**DATE:** December 17, 2007

**FROM:** N. Avery  
General Manager, Finance & Information Services

**FILE:**

**SUBJECT:** Resolution to update mileage rate for committee members, Board and staff

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### PURPOSE:

To obtain approval for an update to the mileage reimbursement rate for volunteer committee members, Board members and staff.

### BACKGROUND:

The Regional District currently uses Province of BC mileage rates which are forecast to increase to \$.49 per kilometer in March 2008 and \$.50 per kilometer in March 2009.

Faced with continuing high fuel prices and increasing vehicle insurance premiums staff recently completed a survey of 17 local government jurisdictions. Ten of the 17 (or 59%) reimburse personal vehicle use at a rate of \$.50 per kilometer. Staff concluded that a personal vehicle use rate of \$.50 per kilometer is warranted at this time and are recommending an adjustment effective December 1, 2007.

### ALTERNATIVES:

1. Amend the personal vehicle use rate to \$.50 per kilometer effective December 1, 2007.
2. Amend the personal vehicle use rate to \$.49 per kilometer effective December 1, 2007.

### FINANCIAL IMPLICATIONS:

Most staff use Regional District vehicles for business purposes and do not incur personal vehicle use. Some senior staff (General Managers and the CAO) are required to use their personal vehicles regularly and have been reimbursed amounts varying from \$200 to about \$1,000 annually. The Regional Districts sixteen elected members are reimbursed for personal vehicle use collectively in the range of \$20,000 annually. With an adjustment to the mileage rate from \$.47 to \$.50 this cost would rise to about \$21,280.

**SUMMARY/CONCLUSIONS:**


The Regional District currently matches Province of BC mileage rates – which are forecast at \$.49 per kilometer in March 2008 and \$.50 per kilometer by March 2009.

In light of continued high fuel and increasing vehicle insurance costs staff surveyed the mileage reimbursement rate of 17 local governments. On balance the majority of local governments reimburse vehicle usage at \$.50 cents per kilometer. Based on these results, staff recommend an adjustment to the mileage rate from \$.47 per km to \$.50 per km, effective December 1, 2007.

**RECOMMENDATION:**

That the rate for reimbursement of personal vehicle use be adjusted to \$.50 per kilometer effective December 1, 2007.

  
Report Writer

  
C.A.O. Concurrence



CAO APPROVAL	
EAP	
COW	✓ Jan. 8th
JAN 02 2008	
RHD	
BOARD	

## MEMORANDUM

**TO:** C. Mason  
Chief Administrative Officer

**DATE:** December 21, 2007

**FROM:** N. Avery  
General Manager, Finance &  
Information Services

**FILE:**

**SUBJECT:** Nanoose Bay Fire Hall – Seismic Reconstruction

### PURPOSE:

To obtain approval to use reserve funds to investigate the cost to reconstruct the Nanoose Bay fire hall to post disaster seismic standards.

### BACKGROUND:

The Nanoose Bay Fire Protection Society commissioned a seismic review of its fire hall in early 2007. The report concluded that about half of the fire hall does not meet current standards for emergency buildings as post disaster structures. All new fire halls must be built to post disaster standards. This means that the building will sustain damage but remain standing and can be rebuilt in situ after the event.

The Regional District's Emergency Plan assumes that fire departments will play a vital role in responding during disasters. This may be at jeopardy if firefighters and vehicles cannot safely enter and leave the building. It is possible to add elements to improve the ability of the fire hall to survive a seismic event, however, the result is a building that is unlikely to be economically rebuilt following an earthquake. The seismic study was a high level examination of the structure and more detailed engineering is required to determine the full practicality of rebuilding -- whether that be at less than a post disaster or at a post disaster standard.

Staff consulted our legal counsel with respect to our obligations to address the seismic report. We have been advised that we have an obligation to take some action -- although the Board can consider budgetary impacts in making a decision on the degree of improvements undertaken. Staff, the Electoral Area Director and the Board of the Society considered this information jointly, and agree that the building should be brought to a post disaster standard as soon as possible. Reconstructing the fire hall is estimated conservatively at \$2.65 million dollars and will require elector consent to borrow funds for this purpose. The first step to take is to complete a detailed engineering review and design to determine the budget required. The department has approximately \$230,000 set aside in a reserve for building improvements and staff recommend using a portion of those funds for this purpose.

**ALTERNATIVES:**

1. Approve the use of reserve funds to complete a review and develop design options to bring the Nanoose Bay fire hall to a post disaster standard.
2. Approve the use of reserve funds to complete a review and develop design options to bring the Nanoose Bay fire hall to 50% of a post disaster standard.

**FINANCIAL IMPLICATIONS:**

Staff do not have complete financial information on either option at this time.

The seismic study quoted a budget scope of about \$275,000 to improve the structure for life safety purposes. This did not include the hose tower which was recommended to be torn down and rebuilt - this is likely to cost a further \$250,000.

A complete re-build of the fire hall will be close to \$3 million dollars. Using \$3 million as a benchmark, staff estimate that property taxes would rise by about \$1.60 per \$100,000 per year for the next five years to finance a new building.

Based on recent experience, further detailed review and design options will cost in the range of \$50,000 to \$60,000. At present the firm of Johnston Davidson Architecture, which is very well known in the field of fire hall construction is engaged for the design and construction of the Meadowood fire hall in Electoral Area F. Under our purchasing policy the sole sourcing of work to a consultant is permitted where they are carrying out similar work within a five year period and they are considered qualified for the assignment. Staff recommend approaching the firm to see if they can undertake this assignment on a concurrent basis.

**SUMMARY/CONCLUSIONS:**

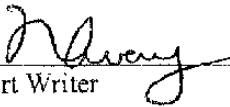
A seismic study of the Nanoose Bay fire hall concluded that the building does not meet current standards for life safety in the event of an earthquake. Giving consideration to our Emergency Plan and the role of fire departments as key players staff, in consultation with the Area Director and the Nanoose Bay Fire Protection Society recommend moving forward to reconstruct the building to full post disaster standards. The cost is very roughly estimated at \$3 million dollars today – which would increase property taxes by about \$1.60 per \$100,000 per year to 2013.


The first step is to engage a consultant to complete a more thorough engineering review and develop design recommendations. The department has reserve funds available for this purpose. Staff further recommend that we be authorized to approach Johnston Davidson Architecture for a quote on this assignment and if it is considered reasonable, that we proceed as quickly as possible to engage them for the work. Staff estimate that this phase of the work will be in the range of \$50,000 to \$60,000.



**RECOMMENDATIONS:**

1. That funds in an amount up to \$60,000 be released from the Nanoose Bay Fire building reserve fund for the purpose of completing an engineering review and developing design options to bring the fire hall to full post disaster standards.
2. That staff be authorized to approach Johnston Davidson Architecture for a quote on this assignment on a sole source basis.

  
\_\_\_\_\_  
Report Writer

  
\_\_\_\_\_  
C.A.O. Concurrence

**COMMENTS:**



CAO APPROVAL		CM
EAP		
COW	✓	Jan. 8th
DEC 28 2007		
RHD		
BOARD		

## MEMORANDUM

**TO:** C. Mason  
Chief Administrative Officer

**DATE:** December 21, 2007

**FROM:** N. Avery  
General Manager, Finance &  
Information Services

**FILE:**

**SUBJECT:** Regional District Fire Halls Seismic Review

### PURPOSE:

To obtain approval to adjust 2008 fire department budgets to carry out a seismic review of all fire hall buildings.

### BACKGROUND:

As noted in an earlier report, local governments are increasingly required to consider the implications of seismic capability in relation to their emergency response plans. The Regional District's Emergency Plan assumes that fire departments will play a vital role in responding during disasters. Most of the fire halls in the Regional District were built over 20 years ago and likely do not meet current post disaster standards. The main concerns are that firefighters and vehicles can safely enter and leave the building.

Attached to this report is a schedule showing the size, age, construction and probable budget to reconstruct these fire halls. With the knowledge that many of our fire halls could suffer serious damage and be inoperable for long periods of time after an earthquake there is an identified liability that needs to be addressed.

Three issues need to be examined before the Board can determine how to improve fire hall safety. Not only do we need a seismic review of existing buildings, but we need a strategy describing which structures should be dealt with in what order and how that can be done while remaining operational. If reconstruction proceeds, borrowing authority will be required from each area. Finally, we may need to hire a project manager to oversee the work.

### ALTERNATIVES:

1. Adjust the 2008 fire department budgets to carry out a seismic review and develop a strategy to improve fire hall safety.
2. Defer this item to 2009.

**FINANCIAL IMPLICATIONS:**Alternative 1

A seismic review of each building will cost between \$4,500 to \$6,500 depending on the size and complexity of the building. The development of a facility improvement strategy will be in the range of \$10,000. Using these estimates the following table indicates the affect of adjusting 2008 fire department budgets:

	2008 tax cost per \$100,000 as proposed	2008 adjusted for seismic study/improvement strategy
Extension	\$95.40	\$100.70 (adds \$5.30)
Coombs Hilliers	\$66.20	\$69.20 (adds \$3.00)
Errington	\$52.00	\$54.90 (adds \$2.90)
Nanoose Bay	\$18.70	\$18.70 ( not required)
Dashwood	\$57.80	\$59.95 (adds \$2.15)
Bow Horn Bay	\$45.50	\$47.30 (adds \$1.80)

Alternative 2


The Board can take into consideration the level of risk and the cost in determining whether to proceed with these studies. The costs outlined above are reasonable and will provide the Board with much needed information on the future requirements for these buildings. Based on the costs above , staff recommend proceeding with the studies in 2008.

**SUMMARY/CONCLUSIONS:**

The result of a seismic study of the Nanoose Bay fire hall has highlighted an unacceptable level of risk that the remaining fire halls in the Regional District could become non-operational in the event of a serious earthquake. This seriously jeopardizes our role in Regional emergency response and preparedness. As a local government we have a legal obligation to be able to marshal resources in the event of a disaster and fire departments play a key role. Staff estimate the cost to do this work in 2008 will add between \$2.00 to \$5.30 per \$100,000 to taxpayers in fire department service areas. With this modest cost staff recommend adjusting fire department budgets so that the work can proceed in 2008.

**RECOMMENDATION:**

1. That 2008 fire department budgets be amended as outlined in this report for the purpose of undertaking seismic reviews and developing an overall building improvement strategy.

  
Report Writer

  
C.A.O. Concurrence

**COMMENTS:**

# REGIONAL DISTRICT OF NANAIMO

## Firehall Inventory

	Size	Age	Construction	Cost to reconstruct
<b>Extension</b>	1,760 sq ft	Circa 1983	Concrete block frame w/ some wood framing	\$440,000
<b>Coombs Hilliers hall #1</b>	1,670 sq ft (on leased land)	Circa 1967	Wood frame	Would be larger + land \$750K - \$1,000,000
<b>Coombs Hilliers hall #2</b>	3,420 sq ft	Circa 1960	Log frame structure	\$950,000
<b>Errington hall #1</b>	4,380 sq ft – 2,610 sq ft Four bay addition added 2004/2005	Circa 1976  Four bay addition added 2004/2005	Wood frame, metal clad roof  Four bay addition is wood frame/metal clad	\$1.2 million
<b>Errington hall #2</b>	3,129 sq ft	Circa 1983  Three bay addition 2006	Log frame structure with metal roof  Three bay addition is wood frame/metal clad	\$861,000
<b>Nanoose Bay hall</b>	8,835 sq ft	Original 1973 Additions 1991 and 1993	Concrete block/part wood frame	\$2.65 million
<b>Dashwood hall</b>	3,200 sq ft	Circa 1984 to 1995	Concrete block	\$880,000
<b>Bow Horn Bay hall</b>	5,040 sq ft	Circa 1980?	Concrete block	\$1.3 million



CAO APPROVAL	
EAP	
GOW	✓ Jan. 8th
JAN 02 2008	
RHD	
BOARD	

## MEMORANDUM

**TO:** C. Mason  
Chief Administrative Officer

**DATE:** December 21, 2007

**FROM:** N. Avery  
General Manager, Finance &  
Information Services

**FILE:**

**SUBJECT:** Fire Hall Facility Planning Review

### PURPOSE:

To consider an adjustment to the 2008 fire department budgets to undertake a study to review fire hall facilities and locations.

### BACKGROUND:

The Dashwood fire department has for the last three years been planning on expanding its fire hall. The department's existing fire hall will become the headquarters for an expanded service area once the new Meadowood Firehall (Dashwood Firehall #2) is constructed. It is currently over crowded because its volunteer complement has expanded by about 15 new recruits.

The Coombs Hilliers fire department has two fire halls. A large building on the highway leading to Port Alberni and a much smaller leased building near the Coombs village area. The smaller firehall is no longer capable of holding the larger fire trucks typically built these days. The department has been searching for an alternate property and has located a likely choice not far from the second firehall. The property has highway access issues and certain ownership covenants need to be removed before it can be sold.

While both department's initiatives are commendable and each has spent considerable effort to get them off the ground, staff are concerned that there is no overall strategy in place to guide these initiatives. For the most part, fire halls have been located opportunistically – usually on Crown land. We have recently been given the opportunity to obtain two more pieces – one for the Nanaimo River fire hall site and a second along Home Lake Rd. to service properties in the Spider Lake area. To staff's knowledge however, the Regional District has never formally reviewed the location of existing or future fire halls in relation to Official Community Plans or the Regional Growth Strategy. Additionally, as the owner of the buildings, there needs to be more coordination with the fire department on the timing and type of building upgrades or expansions.

For the reasons above staff believe it is timely to consider an overall review of our fire service areas to develop criteria for building expansions, relocations and possible future locations as areas develop.

**ALTERNATIVES:**

1. Adjust the 2008 fire department budgets to allow for participation in a review of fire service areas to consider the location of existing fire halls, criteria for the future development of existing fire halls and suitable locations for future fire halls.
2. Include a review of fire service areas and facilities in the 2009 work plan and budgets.

**FINANCIAL IMPLICATIONS:**

Alternative 1

Staff expect a study of this sort to cost in the range of \$25,000 to \$30,000 – shared equally by all departments this would add a one time cost of \$5,000 to each of their budgets. The table below shows the estimated additional cost if the study is included in the 2008 budgets – for comparison the recommended seismic study cost is also shown:

	2008 tax cost per \$100,000 as proposed	2008 adjusted for - seismic study/improvement strategy	2008 adjusted for - seismic study and facility review
Extension	\$95.40	\$100.70 (adds \$5.30)	\$104.80 (adds additional \$4.10)
Coombs Hilliers	\$66.20	\$69.20 (adds \$3.00)	\$70.50 (adds additional \$4.30)
Errington	\$52.00	\$54.90 (adds \$2.90)	\$56.00 (adds additional \$4.00)
Nanoose Bay	\$18.70	\$18.70 ( not required)	\$19.10 ( adds \$0.40)
Dashwood	\$57.80	\$59.95 (adds \$2.15)	\$60.80 (adds additional \$3.00)
Bow Horn Bay	\$45.50	\$47.30 (adds \$1.80)	\$48.70 (adds additional \$3.20)

Alternative 2

Under this alternative the study would be deferred to 2009 – which poses some complications for the Dashwood and Coombs Hilliers fire departments. The Dashwood Fire department has schematic designs for their building expansion and a probable budget between \$600,000 to \$800,000. The timing is somewhat unfortunate because the new Meadowood taxpayers will also participate in the cost of this expansion at the same time they are paying for a new fire hall closer to their own community. With the passage of time, there will be more subdivision activity in the Meadowood area – this growth will help existing taxpayers to cope with the cost of these two significant building projects. Staff need outside advice before recommending a course of action on whether we should proceed with this expansion or whether use of the second fire hall is a practical alternative at least for a few years.

Similarly outside advice should be considered with respect to the Coombs Hilliers fire department. The land they are considering would have to be purchased and under our policy an appraisal is required before any offer is made. A real estate agent could be very helpful in carrying out negotiations.

**SUMMARY/CONCLUSIONS:**

This report provides an update on fire hall building related activity. At this time there are two particular pressure points – the Dashwood and Coombs Hilliers fire departments. The Dashwood fire department would like to expand their building to improve its role as a primary hall for an expanded department and service area. The Coombs Hilliers fire department needs to find a new location to construct a fire hall

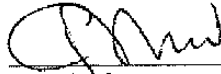
which is properly sized and purpose built to replace an inadequate leased building acting as a second fire hall. In general it would be timely and useful to do a complete review of fire service boundaries, Official Community Plans and the Regional Growth Strategy to develop criteria and strategies for building expansions and locations. For the most part existing land will form the core for building locations – however, these may not be the best locations on which to expand building foot prints.

It would cost about \$3.00 to \$4.00 per \$100,000 to undertake a review in 2008 – this would be in addition to any approval for seismic review which is estimated to add between \$2.00 to \$5.00 per \$100,000. If this item is deferred to 2009, staff recommend at a minimum engaging a consultant to assist with evaluating the suitability of expanding the Dashwood fire hall at this time and to assist in a possible land acquisition for the Coombs Hilliers fire department. Each of these departments have reserve funds which could be used to pay for some outside assistance.

**RECOMMENDATION:**

1. That a facility planning review of Regional District fire halls be deferred to 2009.
2. That staff be authorized to use funds from the Dashwood and Coombs Hilliers reserves to provide assistance in evaluating the Dashwood building expansion and a fire hall location for the Coombs Hilliers fire department.

  
Report Writer

  
C.A.O. Concurrence

**COMMENTS:**



CAO APPROVAL	
EAP	
COW	✓ Jan. 8th
DEC 28 2007	
RHD	
BOARD	

MEMORANDUM

TO: C. Mason  
Chief Administrative Officer

DATE: December 21, 2007

FROM: N. Avery  
General Manager, Finance &  
Information Services

FILE:

SUBJECT: Resolution to AVICC - Infrastructure Funding for Fire Halls

PURPOSE:

To approve a resolution for the conference of the Association of Vancouver Island Coastal Communities, requesting the Province and Canada to provide infrastructure funds for improving the safety of and/or constructing new fire halls to improve public safety.

BACKGROUND:

Staff have reported earlier on the need to review the seismic capabilities of our fire halls. Changing standards for fire hall construction and greater reliance on local governments to be the first to respond to local emergencies has highlighted the need to consider fire halls as basic infrastructure.

Regional Districts are unique institutions in the way services are provided to citizens. Fire services are a good example of how small subsets of larger populations bear a disproportionate share of the cost to protect persons and property compared to incorporated municipalities, which can spread such costs over a larger tax base. Two very recent examples include the Meadowood fire hall in Electoral Area F and the Nanaimo River fire hall in Electoral Area C. The Meadowood firehall is being financed by approximately 430 property owners. The Nanaimo River fire hall, albeit smaller, is being financed by only 51 property owners.

A review of current infrastructure programs shows a distinct lack of resources for emergency services buildings, fire halls in particular. The only alternative source of funds staff have identified is the Provincial Gaming branch through which a non-profit organization can qualify for a grant of up to \$100,000 for a major capital project. Our Regional District fire departments are operated under contract by Societies and the Society can make an application, however the Regional District or any local government itself does not qualify.

The New Deal Gas Tax program has a category which includes "retrofit of local government buildings and infrastructure" with examples including water pumps, street lights etc. With its emphasis on reducing greenhouse gas emissions and reductions in water, sewage and solid waste disposal, the New Deal program does not readily address new buildings for public safety purposes, nor is it broad enough to cover seismic upgrading. Unmanned fire halls, which are typical in rural areas, are low priority candidates for green building principles as they are principally parking and gear storage structures.



The New Deal program allocates funds specifically to the Electoral Areas as Community Works funds. The very great challenge is using those funds for projects which benefit the broadest cross section of property owners and residents. As an example, there will be three fire service areas in Electoral Area F, each with its unique challenges to build and/or seismically upgrade their fire halls.

With the huge demand on all infrastructure programs rural fire halls are a low priority. This gap is a serious omission and staff were requested to draft a resolution for the annual conference of the Association of Vancouver Island Coastal Communities (AVICC) to bring this topic to the attention of the Provincial and Federal governments.

**ALTERNATIVES:**

1. Approve the resolution calling on the Provincial and Federal governments to add emergency services buildings as a category for infrastructure funding.
2. Amend the resolution and approve it as amended.

**FINANCIAL IMPLICATIONS:**

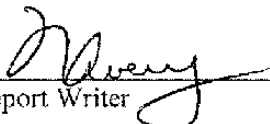
In years gone by fire halls were built with community labour and donations of materials. That approach is less and less feasible as the population ages and young families are occupied with developing careers and raising children. Further, given changes to the building code and our expanded role in emergency management staff have concluded that fire halls need to be designed by professionals and constructed by certified builders. In the earlier report recommending a seismic study of Regional District fire halls, staff outlined that we have potentially \$9.3 million dollars in future upgrades. Most of the fire service areas have about 1,000 to 1,300 property owners, a small number considering the size of some of the upgrades required.

**SUMMARY/CONCLUSIONS:**

In a recent seminar staff reviewed with Electoral Area Directors the topic of seismic stability of Regional District fire halls. That review was followed by a report recommending a seismic review and upgrading strategy to be completed in 2008. The discussion also highlighted the lack of resources within current infrastructure programs to deal with building either new fire halls in unprotected areas or upgrading existing fire halls to post disaster standards. Staff were directed to draft a resolution to be forwarded to AVICC to highlight this omission.

**RECOMMENDATION:**

That the attached resolution requesting the Province and Canada to provide infrastructure funding for emergency services buildings be approved and forwarded to the conference of the Association of Vancouver Island Coastal Communities.

  
Report Writer

  
C.A.O. Concurrence

**COMMENTS:**

**WHEREAS** all local governments are legislated to prepare and maintain active emergency plans for their communities;

**AND WHEREAS** communities expect fire departments to play a key role in responding to emergency events;

**AND WHEREAS** fire halls in rural areas are aging and many would suffer long term damage in the event of an earthquake;

**AND WHEREAS** fire departments in rural areas contribute to the safety of all persons and property in the Province of BC;

**AND WHEREAS** there are no designated categories in current Provincial or Federal infrastructure programs to assist with constructing fire halls in unprotected areas or to address seismic upgrades;

**NOW THEREFORE BE IT RESOLVED** that the Province of BC and Government of Canada include seismic upgrading and construction of fire halls in unprotected areas as eligible for funding in both current and future infrastructure grant programs.



CAC APPROVAL		(Signature)
EAP		
COW	✓	Jan. 8th
DEC 28 2007		
RHD		
BOARD		

**MEMORANDUM**

**TO:** C. Mason  
Chief Administrative Officer

**DATE:** December 21, 2007

**FROM:** N. Avery  
General Manager, Finance &  
Information Services

**FILE:**

**SUBJECT:** Resolution to AVICC - Funding for Victim Services and Restorative Justice Programs

**PURPOSE:**

To present resolutions to be forwarded to the annual meeting of the Association of Vancouver Island Coastal Communities regarding funding for community justice programs.

**BACKGROUND:**

The members of District 69 committed to raising \$55,000 in 2005 to support Victim Services and Restorative Justice programs. The RCMP program supervisor reported in December to the D69 Community Justice Select committee and outlined a continuing funding shortfall of approximately \$15,000 between the two programs. The following table outlines the budgets for the two programs at present:

	Restorative Justice	Victim Services	Total
Wages & benefits	\$25,020	\$80,000	\$105,020
Training		1,000	1,000
Other operating costs	1,435	22,200	23,635
	\$26,455	\$ 103,200	\$129,655
RCMP in kind services (office space etc.)		(\$ 13,200)	(\$ 13,200)
Other funding (grants for training)			
Attorney General's office		(\$ 45,000)	(\$ 45,000)
<b>Balance to be funded</b>	\$26,455	\$ 45,000	\$71,455
Funding available from Regional District of Nanaimo			(\$55,000)
<b>Funding shortfall</b>			\$16,455

Under rules established by the Ministry of the Attorney General, a formula is used to recommend staffing for the Victim Services program and the Ministry provides up to 50% of the cost of wages and benefits with the remainder being sought from local sources, including local government. The Victim Services program receives about \$45,000 in funding from the Attorney General's office.

There is no provincial funding for the Restorative Justice Program. Until the new funding approval in 2005, Parksville and Qualicum Beach contributed about \$15,000 annually to support this program.

Having considered the information, the committee recommended and the Board approved at its meeting held December 11, 2007 the following motions.

The motion to support adding to the requisition to increase funding to \$70,000 in 2008 be tabled until February 2008 to provide an opportunity for the Regional District to meet with the local MLA's and the MP to request their increased financial support for Victim Services and Restorative Justice;

That the Regional District send a letter to the Province and the Federal Justice Minister, emphasizing that additional funding support is required for these programs; and

Staff be directed to prepare a resolution for the Board's consideration for forwarding to the AVICC at their 2008 conference.

**ALTERNATIVES:**


1. Approve the resolution as presented.
2. Amend the resolution and approve it as amended.


**FINANCIAL IMPLICATIONS:**

The resolution highlights the discrepancy between the ability of senior governments and local governments to respond to local issues. The formulas for funding have been arbitrarily established with little or no input from local government. Within the overall context of community safety, programs such as Victim Services and Restorative Justice save Provincial and Federal governments money by reducing the demand for service on RCMP detachments – and shift the funding to the local property tax base. Since all communities in Canada benefit from these programs, it seems logical that they be funded from taxes paid to senior governments by all citizens.

**RECOMMENDATION:**

That the resolution regarding additional funding support for Victim Services and Restorative Justice programs be approved and be forwarded to the annual conference of Vancouver Island Coastal Communities.

  
\_\_\_\_\_  
Report Writer

  
\_\_\_\_\_  
C.A.O. Concurrence

**WHEREAS** Victim Services and Restorative Justice programs provide support to the victims of crime and provide counseling and alternative resolution services to many young and first time offenders;

**AND WHEREAS** these programs save dollars by reducing the need for trained police personnel to attend in court and/or to respond to the needs of victims of crime;

**AND WHEREAS** there is no specific funding for Restorative Justice programs and very limited Provincial funding for Victim Services programs;

**AND WHEREAS** all communities contribute significant local resources to policing services despite the growing surpluses at both the Provincial and Federal levels;

**NOW THEREFORE IT BE RESOLVED** that the Province of BC and the Government of Canada provide additional and adequate funding to fully support Restorative Justice and Victim Services programs in BC.



CAO APPROVAL	
EAP	
COW	✓ JAN. 8th
JAN 02 2008	
RHD	
BOARD	

## MEMORANDUM

**TO:** C. Mason  
Chief Administrative Officer

**DATE:** December 21, 2007

**FROM:** N. Avery  
General Manager, Finance &  
Information Services

**FILE:**

**SUBJECT:** Resolution to AVICC - Municipal Fiscal Imbalance

### PURPOSE:

To propose a resolution to AVICC with respect to the municipal fiscal imbalance by comparison to senior levels of government.

### BACKGROUND:

At its meeting held November 27, 2007 the Board endorsed the following motion:

"That RDN staff be directed to meet with their municipal counterparts in Nanaimo, Parksville, Qualicum Beach and Lantzville and prepare a recommendation for a unified position on the issues of senior government downloading onto local government without sufficient resources, and the Fiscal Imbalance, to be presented to AVICC, UBCM, FCM and senior government."

The motion referred to resolutions endorsed by the City of Vancouver and Metro Vancouver outlining the scale of the reduction in Provincial revenue sharing programs since 1997. The City of Vancouver estimates that over \$300 million could be made available to municipalities in British Columbia, \$40 million of that alone could accrue to the City of Vancouver.

The City of Nanaimo estimates their shortfall at \$32 million dollars and the City of Parksville estimates they have not benefited from in excess of \$4 million dollars in transfers. The Town of Qualicum Beach did not experience a significant cut in their transfer but did become responsible for a portion of the old Island Highway, which has cost about \$150,000 per year to maintain. For the Town, this new expense totals \$1.5 million dollars since 1997. Given the recent incorporation of the District of Lantzville this issue is less relevant; however, they too will be affected to a degree by expectations that municipalities act in non-traditional areas because of the withdrawal of either funding or direct service by senior governments.

Other examples where municipal revenue sharing or access to other sources of revenues have been eliminated include:

- reduced cost sharing in "Keep of Prisoners" expenses
- loss of gas franchise fees on Vancouver Island
- cap on utility tax rate

With respect to the Regional District itself the impact is less, simply because the value of Provincial administrative grants to Regional Districts was always modest. Until 1998 we received a grant of \$110,000 annually which formed part of the General Government Administration budget. The value of those lost revenues up to 2006 was \$770,000. Beginning in 2006 we have again been receiving a grant of about \$90,000 per year.

The fiscal imbalance is exacerbated by the withdrawal of senior governments from an active role in a number of regulatory and social services areas. Examples include:

- riparian area and septic disposal regulatory changes
  - no more health department tracking and inspection of septic installations
  - local governments having to add staff capacity to evaluate more environmental aspects of development applications
- environmental planning and protection
- changes to the Building Code requiring local governments to become involved in a certain oversight of the certification of owner/builders
- ground water protection – local governments called upon to purchase and manage watersheds in the absence of provincial regulatory framework
- attention to providing social housing
- additional costs for policing services and expectations of support for Restorative Justice and Victim Services programs
- support for victims with respect to disaster recovery and management
- homelessness arising from closing of mental health facilities
- harm reduction initiatives to reduce crime

Another realm of concern is health care funding. Local government taxpayers continue to fund almost 40% of capital improvements to facilities within their boundaries, while the Province has had millions of dollars in federal transfers to assist in improving health care in the Province of BC.

In order to meet the deadline for submitting a resolution to AVICC staff have communicated with our counterparts at each of the municipalities and received their support for the motion attached to this report.

#### **ALTERNATIVES:**

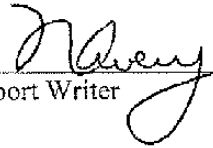
1. Approve the resolution as presented.
2. Amend the resolution further and approve an amended resolution.

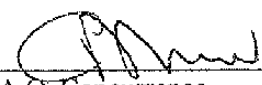
#### **FINANCIAL IMPLICATIONS:**

The financial implications have been outlined above.

**RECOMMENDATION:**

That the resolution requesting the Province to address the fiscal imbalance as presented in this report be endorsed and forwarded on behalf of the Regional District of Nanaimo to the annual conference of the Association of Vancouver Island Coastal Communities, to the Union of BC Municipalities and to the Federation of Canadian Municipalities.

  
Report Writer

  
C.A.O. Concurrence

**COMMENTS:**



**WHEREAS** prior to 1997, the Province of BC Revenue Sharing Act provided for a sharing of provincial revenues with local governments;

**AND WHEREAS** in 1997, the previous Provincial Government eliminated these transfers, forcing local governments to increase their reliance on property taxes;

**AND WHEREAS** local governments have been required to act on behalf of their citizens with regards to new regulations and services, which previously were handled directly by the Province;

**AND WHEREAS** other revenue sources available to local governments cannot fill the gap between the growing costs to service our citizens and a sustainable level of property taxation;

**AND WHEREAS** the decline in transfers to local governments is in contrast to the rate of federal transfer payments to British Columbia and the other provinces;

**AND WHEREAS** compared to growing provincial and federal surpluses local governments across Canada are struggling;

**THEREFORE BE IT RESOLVED THAT** the Provincial and Federal governments take steps in their upcoming budgets to address the local government fiscal imbalance by developing a revenue sharing program with local governments and that these revenues be stable over time.



RDN REPORT	
CAO APPROVAL <i>[Signature]</i>	
EAP	
COW	✓ Jan. 8th
DEC 21 2007	
RHD	
BOARD	

MEMORANDUM

**TO:** N. Avery  
Gen. Mgr., Finance & Information Services

**FROM:** W. Thexton  
Manager, Budgets & Capital Planning

**SUBJECT:** Year 2008 Parcel Tax Rolls

**DATE:** December 12, 2007

**PURPOSE:**

To introduce for three readings and adoption "Regional District of Nanaimo Year 2008 Assessment Roll Preparation Bylaw No. 1541, 2008".

**BACKGROUND:**

Section 806.1(2) of the *Local Government Act* requires that the Board adopt a bylaw to provide for the preparation of assessment rolls for the purpose of levying parcel taxes. "Regional District of Nanaimo Year 2008 Assessment Roll Preparation Bylaw No. 1541, 2008" introduced with this report identifies twenty four services for which parcel taxes form a part of the annual revenues.

We expect to levy new parcel taxes for the following services commencing in 2008:

- a) Cedar Sewer Commercial Properties Capital Financing Service;
- b) Cedar Sewer Large Residential Properties Capital Financing Service;
- c) Cedar Sewer Sportsfield Capital Financing Service;
- d) Cedar Sewer Small Residential Properties Capital Financing Service; and
- e) Meadowood Fire Protection Service Area.

When a parcel tax is to be imposed for the first time, a parcel tax review panel must be arranged to consider any concerns respecting the parcel tax roll (i.e. corrections to an owner's name and address, whether a parcel is correctly included or excluded in the service, or whether an exemption has been properly or improperly allowed). For the most part corrections involve updating owner's names and addresses due to recent property sales and these may be done by direct communication with staff. The review panel consists of 3 people, which may be any combination of staff and Board members. Staff recommend that the review panel meet on Wednesday, February 27, 2008 between 4:00 pm and 5:00 pm in the Regional District Committee Room.

The Surveyor of Taxes office controls the time the rolls are received by our offices and therefore the dates outlined in this report may be amended slightly to ensure sufficient notice to property owners and Board appointed panel members.

**ALTERNATIVES:**

There are no alternatives to this process.

**FINANCIAL IMPLICATIONS:**

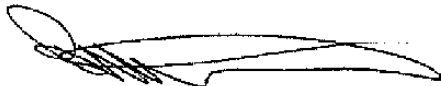
Advertising and mailing costs are provided in the 2008 budget for this purpose.

**SUMMARY/CONCLUSIONS:**

Pursuant to the *Local Government Act* this report introduces a bylaw which will establish parcel tax rolls for 2008. The parcel tax review panel will meet tentatively on February 27, 2008 between 4:00 and 5:00 pm to hear any concerns regarding amendments to the parcel tax rolls. The attached Notice will be used to comply with the notification requirements of the *Act*.

**RECOMMENDATION:**

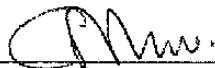
1. That "Regional District of Nanaimo Year 2008 Assessment Roll Preparation Bylaw No. 1541, 2008", be introduced for first three readings.
2. That "Regional District of Nanaimo Year 2008 Assessment Roll Preparation Bylaw No. 1541, 2008", having received three readings be adopted.
3. That the Board appoint the Chairperson, the Senior Manager, Corporate Administration and the General Manager, Finance and Information Services to preside as the 2008 parcel tax review panel.



Report Writer



General Manager



C.A.O. Concurrence

**COMMENTS:**



**NOTICE  
2008 Parcel Tax Assessment Rolls**

**FOR PROPERTY OWNERS WITHIN THE FOLLOWING SERVICE AREAS:**

REGIONAL PARKS	Electoral Areas A, B, C, E, F, G and H	
COMMUNITY JUSTICE & CRIME PREVENTION	Electoral Areas E, F, G and H	
WATER SERVICE AREAS	Decourcey (Pylades Drive – Cedar)	Nanoose Bay
	Driftwood	Nanoose Bay Peninsula
	Englishman River	San Pareil
	French Creek (Sandpiper)	Surfside
	Melrose Terrace	
SEWER SERVICE AREAS	Barclay Crescent	Fairwinds
	Cedar Sewer	French Creek
	Cedar Sewer Commercial Properties Capital Financing	Pacific Shores
	Cedar Sewer Large Residential Properties Capital Financing	Surfside
	Cedar Sewer Sportsfield Capital Financing	
	Cedar Sewer Small Residential Properties Capital Financing	
BULK WATER SERVICE AREAS	French Creek	Nanoose Bay
FIRE PROTECTION	Meadowood Fire	

Assessment rolls for the purpose of levying Year 2008 parcel taxes are being prepared and will be authenticated on or about February 27th, 2008. The purpose of the assessment roll review is to ensure that information is correct for billing property taxes for 2008. A property owner's correct name and address is critical information for billing property taxes.

Property owners may request an amendment to the roll only in respect to their own property for the following reasons:

- (1) there is an error or omission respecting a name or address on the assessment roll (i.e. an owner's name is missing);
- (2) there is an error or omission respecting the inclusion of a parcel;
- (3) an exemption has been improperly allowed or disallowed.

Assessment rolls may be inspected at the Regional District of Nanaimo Administration Office, 6300 Hammond Bay Road, Nanaimo, BC, Monday through Friday between the hours of 8:30 am and 4:30 pm, commencing February 5, 2008.

Requests for amendments to the roll will be accepted up to Wednesday, February 27<sup>th</sup> at 5:00 pm.

<b>By Mail To:</b>	Accounting Coordinator Regional District of Nanaimo 6300 Hammond Bay Road Nanaimo, BC V9T 6N2
<b>By Fax To:</b>	Accounting Coordinator Regional District of Nanaimo 250-390-6572
<b>By Telephone To:</b>	Finance Department 1-877-607-4111 or 250-390-4111
<b>In Person At:</b>	Regional District of Nanaimo, Finance Department 6300 Hammond Bay Road Nanaimo, BC or:
Oceanside Place Wembley Mall, City of Parksville	or: Ravensong Aquatic Centre 737 Jones Street, Qualicum Beach

## REGIONAL DISTRICT OF NANAIMO

### BYLAW NO. 1541

#### A BYLAW TO PROVIDE FOR THE PREPARATION OF PARCEL TAX ROLLS FOR THE YEAR 2008

WHEREAS the Board of the Regional District of Nanaimo shall, pursuant to Section 806.1(2)(a) of the *Local Government Act*, provide by bylaw for the preparation of an assessment roll for the purpose of imposing a parcel tax under Section 806.1(2);

NOW THEREFORE the Board of the Regional District of Nanaimo in open meeting assembled, enacts as follows:

1. Assessment rolls for the purpose of levying a parcel tax for the Year 2008 are to be prepared for the following services:

Barclay Crescent Sewer	Establishing Bylaw No. 1391, 2005
Cedar Sewer Service	Establishing Bylaw No. 1445, 2005
Cedar Sewer Commercial Properties Capital Financing Service	Establishing Bylaw No. 1513, 2007
Cedar Sewer Large Residential Properties Capital Financing Service	Establishing Bylaw No. 1517, 2007
Cedar Sewer Sportsfield Capital Financing Service	Establishing Bylaw No. 1519, 2007
Cedar Sewer Small Residential Properties Capital Financing Service	Establishing Bylaw No. 1521, 2007
Decourcey Water Local Service Area	Establishing Bylaw No. 1096, 1998
Driftwood Water Supply Service Area	Establishing Bylaw No. 1255, 2001
Englishman River Community Water Service	Establishing Bylaw No. 1354, 2003
Fairwinds Sewerage Facilities Local Service Area	Conversion Bylaw No. 947, 1994
French Creek Sewerage Facilities Local Service Area	Establishing Bylaw No. 813, 1990
French Creek Bulk Water Supply Local Service Area	Establishing Bylaw No. 1050, 1996
French Creek Water Local Service Area	Conversion Bylaw No. 874, 1992
Meadowood Fire Protection Service Area	Establishing Bylaw No. 1509, 2006
Melrose Terrace Community Water Service	Establishing Bylaw No. 1397, 2004
Nanoose Bay Bulk Water Supply Local Service Area	Establishing Bylaw No. 1049, 1996
Nanoose Peninsula Water Service	Establishing Bylaw No. 867.01, 2005
Nanoose Water Supply Service Area	Conversion Bylaw No. 1372, 2004
Pacific Shores Sewer Local Service Area	Establishing Bylaw No. 1021, 1996
San Pareil Water Local Service Area	Establishing Bylaw No. 1170, 1999
Surfside Sewer Local Service Area	Establishing Bylaw No. 1124, 1998
Surfside Properties Water Supply Specified Area	Establishing Bylaw No. 694, 1985
Regional Parks	Establishing Bylaw No. 1231, 2001
Crime Prevention and Community Justice Support	Establishing Bylaw No. 1479, 2006

2. The bylaws referred to in (1) above include any subsequent amendments.

3. Unless otherwise noted herein a parcel tax shall be levied on the basis of a single amount for each taxable property with land and improvements or land only within the service area.
4. Parcel taxes for Regional Parks and Crime Prevention & Community Justice Support shall be levied on the basis of a single amount for each parcel, which shall be defined as a taxable folio with either land and improvements, land only or improvements only within the service area.
5. Parcel taxes with respect to the Cedar Sewer Commercial Capital Financing Service will be levied on the basis of the size of each parcel with the amount established as a rate per hectare.
6. Parcel taxes with respect to the Cedar Sewer Large Residential Properties Capital Financing Service will be levied on the basis of a rate per unit of size with a unit of 1 established for a property up to 2 hectares in size and a unit of 2 established for properties greater than 2 hectares in size.
7. Parcel taxes under Sections (3) and (4) above shall not be levied on folios with the following characteristics:
  - (i) water, including but not limited to foreshore leases.
  - (ii) continuous structures physically identifiable as telephone, hydro or other utility wires, fiber or cables.
6. This bylaw may be cited as "Regional District of Nanaimo Year 2008 Assessment Roll Preparation Bylaw No. 1541, 2008".

Introduced and read three times this 22nd day of January, 2008.

Adopted this 22nd day of January, 2008.

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CHAIRPERSON

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SR. MGR., CORPORATE ADMINISTRATION



CAO APPROVAL	
EAP	
COW	✓ J.M. 8th
JAN 02 2008	
RHD	
BOARD	

MEMORANDUM

**TO:** Paul Thorkeisson  
General Manager, Development Services

**DATE:** December 18, 2007

**FROM:** Tom Armet  
Manager, Building and Bylaw Services

**FILE:** 299G07

**SUBJECT:** Parry's RV Park and Campground – Building and Zoning Bylaw Contraventions

PURPOSE

To obtain Board approval to file a Notice of Bylaw Contravention on the title of the above-noted property.

BACKGROUND

Property: 380 Martindale Road, Parksville, BC (Electoral Area 'G')

Legal: Lot A, Plan 30121, District Lot 42, Nanoose Land District

Owners: JAC Holdings Ltd. (Michael Gieringer)

Zoning: Commercial 5 (CM5)

In recent months Parry's RV Park and Campground has been the subject of considerable attention with respect to coordinated emergency response strategies and bylaw contravention issues. Located in the Englishman River Floodplain, this 12 acre site has a long history of annual flooding events requiring the repeated evacuation of residents from the park during the flood season (November to April). In February 2007 the Provincial Emergency Program (PEP) advised the Regional District of Nanaimo (RDN) that they will no longer provide Disaster Financial Assistance or support for the RDN emergency program with respect to Parry's RV Park and Campground due to the unresolved building and zoning bylaw contraventions on site.

Land use on this property is regulated by the "Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987." Commercial 5 zoning permits the property to be used as a Resort Vehicle Park for seasonal or periodic accommodation of travelers or residents using tents or recreational vehicles. Accommodation in tents and recreational vehicles (RVs) is not permitted on a permanent basis. Additionally, all structures must meet the standards of the British Columbia Building Code and "Regional District of Nanaimo Building Regulation and Fees Bylaw No. 1250, 2001."

Recreational vehicles must be:

- free of structural encumbrances that would render them incapable of being moved;
- currently licensed pursuant to the Motor Vehicle Act; and,
- occupied on a seasonal or periodic basis only.

An area of the Park containing 26 serviced RV sites is primarily occupied by full-time permanent residents and has been exposed to continual flooding events requiring the evacuation of residents occupying these sites. Despite continual warnings from PEP and the Regional District Emergency

Program Coordinator, no corrective action had been taken by the property owner or residents to mitigate the risk of property damage or personal injury due to flooding.

Staff met recently with the owner of Parry’s RV Park & Campground to develop land-use compliance and flood risk strategies for the upcoming flood season following which a detailed inspection of the 26 RV sites was conducted by enforcement staff. A total of 24 recreational vehicles appear to be permanently occupied and approximately 30 structures, including decks, carports, and additions were documented. In many cases, recreational vehicles have been on site for many years and have various structures and additions that are being used as living space. Most RVs are permanently sited and occupied and could not be moved if required. All structures have been built without building permits.

“Tenants” have been permitted by the owners to permanently occupy recreational vehicles and illegal structures for many years; in 2 cases, in excess of 20 years. The current owner has expressed a willingness to resolve the outstanding contraventions; however, at the same time he is actively trying to sell the property. A quick resolution of the outstanding issues is not anticipated due to the complexity of removing structures and reverting many of the RVs to vehicular status. Given the potential for the sale of the property, it is staff’s belief that the registration of a Notice on the title is appropriate at this time.

### **ALTERNATIVES**

1. That a Notice of Bylaw Contravention be registered on the title of the property and staff be directed to take the necessary legal action should these contraventions remain unresolved after a ninety (90) day period.
2. That a Notice of Bylaw Contravention not be registered on title at this time and staff be directed to continue to seek voluntary compliance with zoning and building regulations.

### **FINANCIAL IMPLICATIONS**

If it becomes necessary to take legal action to resolve the zoning and building contraventions, the cost is estimated at \$4,000.

### **CONCLUSIONS**

This property is situated in a floodplain where significant flooding events occur every year resulting in the need for evacuation and support for affected residents. Recent events have highlighted a significant problem created by the presence of permanently sited and occupied recreational vehicles as well as approximately 30 structures including decks, carports, and occupied additions that were built without permits. Many of the recreational vehicles have attached buildings of questionable quality that render them incapable of being moved. Until such time as the identified building and zoning contraventions are resolved, the mobility and safety of visitors and first responders will continue to be compromised. The owner has indicated the property is for sale; therefore, a Notice on title will alert prospective purchasers to unresolved bylaw contraventions on the site.

Although staff are continuing to work with the owner to voluntarily resolve these matters, it is anticipated that the required work to the individual units will in some cases be resisted and that legal action may be a necessary, final step in the process of bringing the property into full compliance.



**RECOMMENDATION**

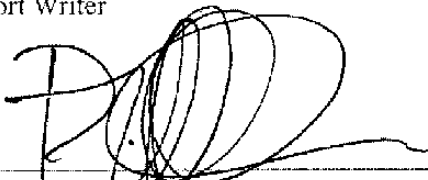
That staff be directed to register a Notice on title pursuant to Section 57 *Community Charter* and should the outstanding bylaw contraventions not be resolved within ninety (90) days, that legal action be pursued to ensure Lot A, Plan 30121, District Lot 42, Nanoose Land District, is in compliance with “*Regional District of Nanaimo Land Use and Subdivision Bylaw 500, 1987,*” and “*Regional District of Nanaimo Building Regulations & Fees Bylaw 1250, 2001.*”



Report Writer



CAO Concurrence



General Manager Concurrence

**COMMENTS:**

*devsvsireports/2008/ja 380 Martindale Road – Parry’s RV Park and Campground Sec 57 Board Report*



CAO APPROVAL (JAN)	
EAP	
COW	✓ JAN. 8th
JAN 02 2008	
RHD	
BOARD	

**MEMORANDUM**

**TO:** Tom Arnet  
 Manager Building and Bylaw Services

**DATE:** December 4, 2007

**FROM:** Jack Eubank  
 Bylaw Enforcement Officer

**FILE:** 205G07

**SUBJECT:** 1532 Marine Circle – Unsightly Premises

**PURPOSE**

To obtain Committee direction regarding an on-going property maintenance contravention at the above-noted location.

**BACKGROUND**

**Property:** 1532 Marine Circle, Electoral Area 'G'

**Legal Description:** Lot 59, Plan 30213, District Lot 28, Nanoose Land District

**Property Owner:** Carol-Jayne Newman  
 1532 Marine Circle  
 Parksville, BC V9P 1Y6

**Zoning:** Residential 1

This property is situated on a residential street of well-maintained homes. The property is solely owned by Ms. Newman.

In May 2006 staff received complaints concerning the condition of this property. Inspections confirmed the presence of household garbage and several derelict vehicles. Follow-up action by enforcement staff resulted in a sufficient cleanup being done to meet the minimum standards of the Unsightly Premises Bylaw.

On July 17, 2007, another complaint was received by staff regarding the unsightly condition of the property. On August 10, 2007, another complaint from a different complainant was received, and a follow-up inspection was made by bylaw enforcement staff on August 14, 2007. It was determined that the property was in worse condition on that occasion than previously noted in 2006. There were two derelict vehicles and a pile of garbage bags found on the driveway at the front of the house. A third derelict vehicle was seen on the side yard along with a substantial pile of rubbish and debris.

On August 23, 2007, a letter was sent to the property owner by courier directing that the derelict vehicles and rubbish be removed.

On October 1, 2007, an inspection was done, and no improvements were seen in the appearance or condition of the property.

On November 6, 2007, another inspection confirmed that no cleanup had been undertaken by the property owner. Photographs were taken on that occasion (*see Attachment No. 1*).

On November 13, 2007, bylaw enforcement staff visited the home and spoke with a young woman who advised she was the daughter of the owner. Contact information for Building & Bylaw Services was left with her with an invitation for the owner to call and discuss the state of the property. At this time the derelict vehicles and camper trailer were examined further. None of the vehicles displayed valid licensing nor did the camper unit. There was an electrical cord running from the house to the camper but it was not possible to determine if it carried power to the camper. Photographs were taken during this inspection (*see Attachment No. 2*). Photographs were also taken of the surrounding homes and properties (*see Attachment No. 3*).

On November 14, 2007, a letter was sent by courier to the property owner advising that in view of no action being taken pursuant to previous requests to clean the property that the matter was being referred to the Board for direction. As of this date, no contact has been made with Building & Bylaw Services by the property owner.

The various site inspections showed staff the distinct differences in property appearance between this subject property and the surrounding properties, all of which are neat and well maintained. It is apparent based on the history of this property's previously described events that this owner will not maintain the property in compliance with Regional District of Nanaimo regulations.

#### **ALTERNATIVES**

1. That the owner be directed by the Board to remove the identified discarded and disused material from the property; and should she fail to do so within a given time frame, the Board may direct that a contractor be hired to remove the discarded and disused material from the property.
2. That the owner not be directed to remove the identified discarded and disused material from the property.

#### **FINANCIAL IMPLICATIONS**

If the Board adopts a resolution to have the identified discarded and disused material removed from the property, any costs incurred by the Regional District of Nanaimo or its agents with respect to the removal may be recovered from the property owner.

#### **PUBLIC IMPLICATIONS**


All of the complaints received have originated from neighbours to this property. As noted, the surrounding properties are well maintained in stark contrast to the subject property. The application of the Unsightly Premises Bylaw by enforcement staff must pass certain tests, including community standards and an interpretation of the definition within Bylaw 1073. To satisfy this test, photographs of surrounding property are included in this report for reference.


#### **CONCLUSIONS**

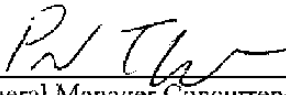
This property owner has shown in 2006 and again in 2007 an unwillingness to comply with the provisions of the Unsightly Premises Bylaw or to keep her property to a reasonable standard as compared with surrounding properties. This property owner has not availed herself of opportunities to contact staff to discuss this situation or to bring her property voluntarily into compliance. Therefore, Board direction appears to be the only option remaining to bring this property into compliance with Regional District of Nanaimo regulations.


**RECOMMENDATION**

That this report be received and staff be directed to prepare a report for the next Board meeting with a resolution requiring that the owner clean-up the property pursuant to the "Unsightly Premises Regulatory Bylaw No. 1073, 1996".

  
\_\_\_\_\_  
Report Writer

  
\_\_\_\_\_  
Manager Concurrence

  
\_\_\_\_\_  
for General Manager Concurrence

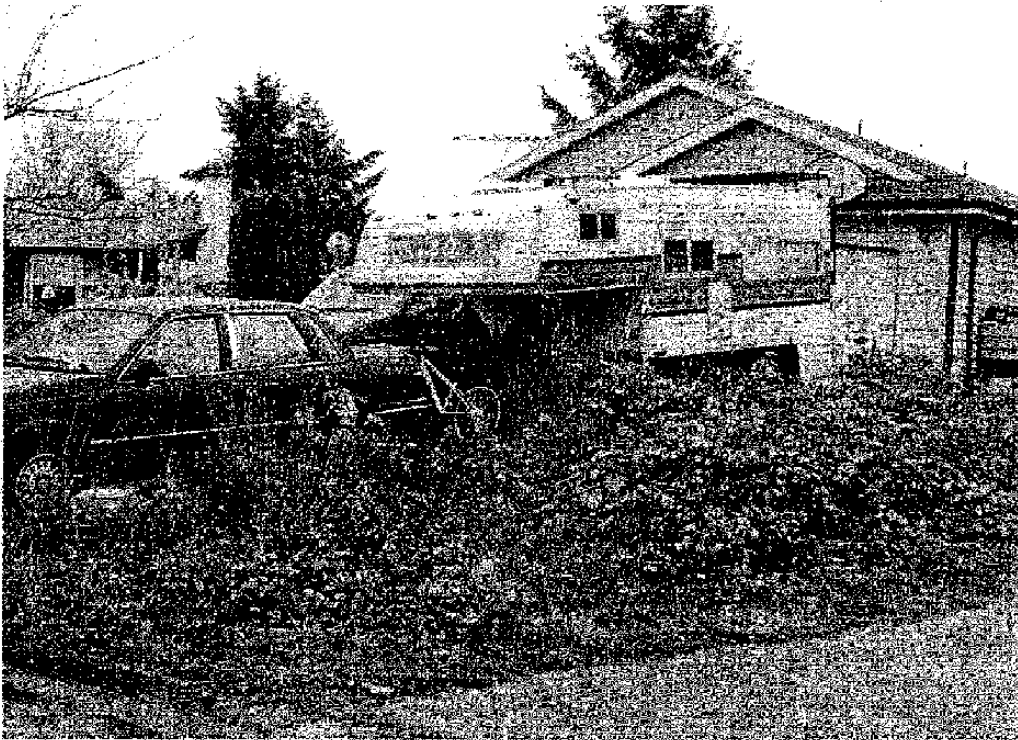
  
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CAO Concurrence

**COMMENTS:**

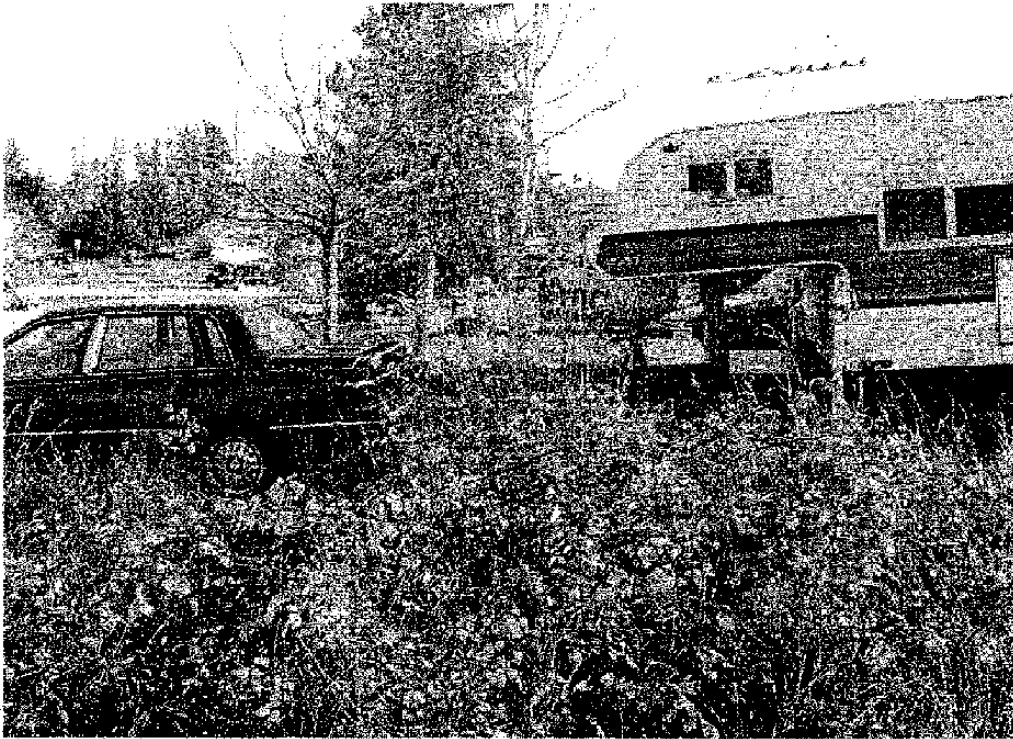
*devsvs/reports/2008/ja 1532 Marine Circle Unsightly Premises CoW Report*

Attachment No. 1





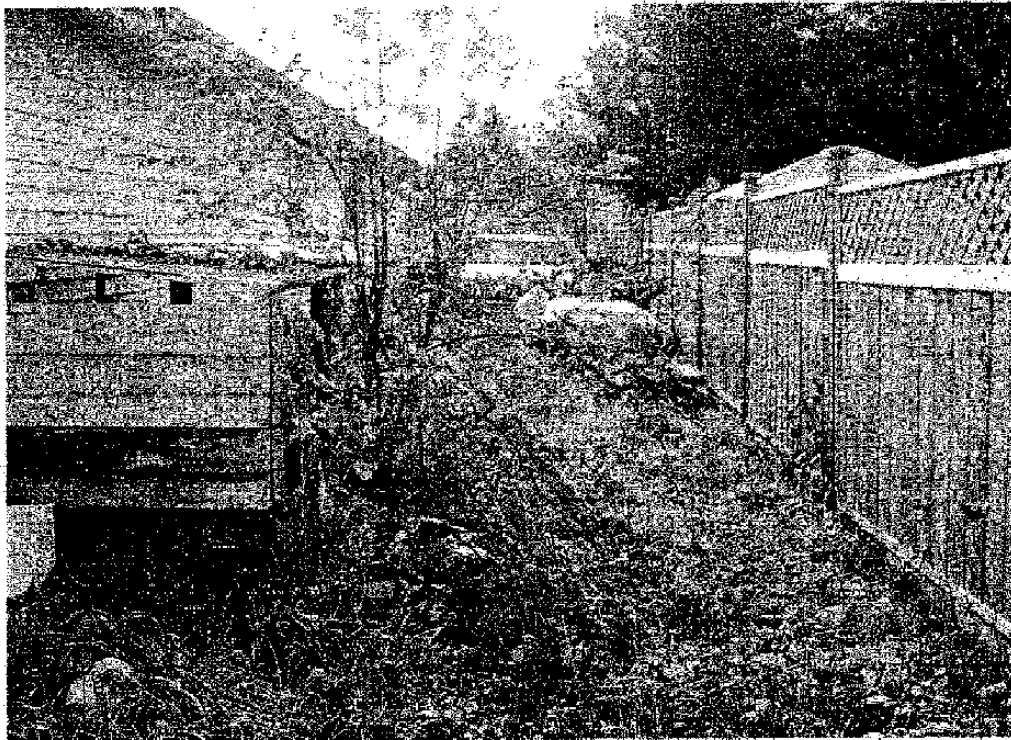
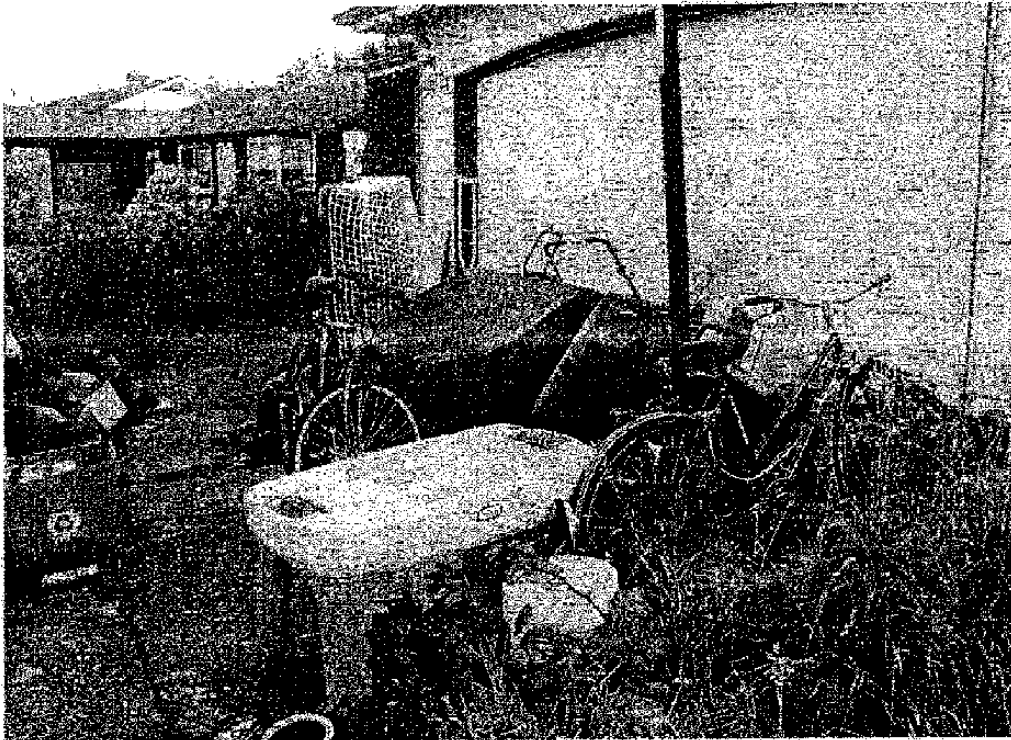
**Attachment No. 2**

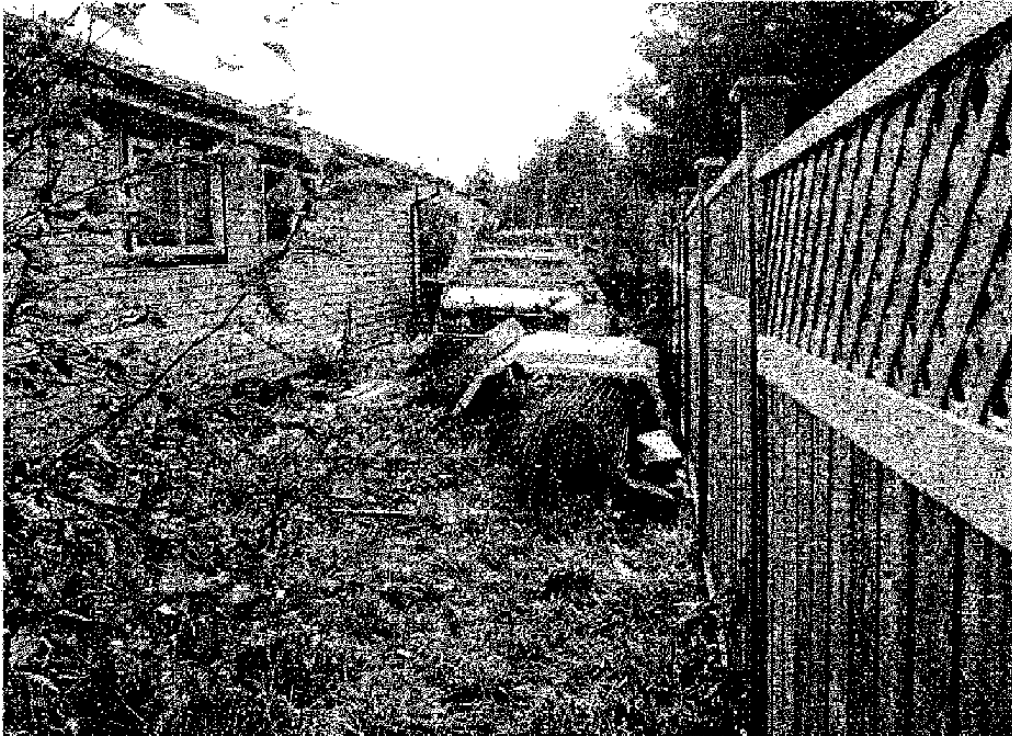


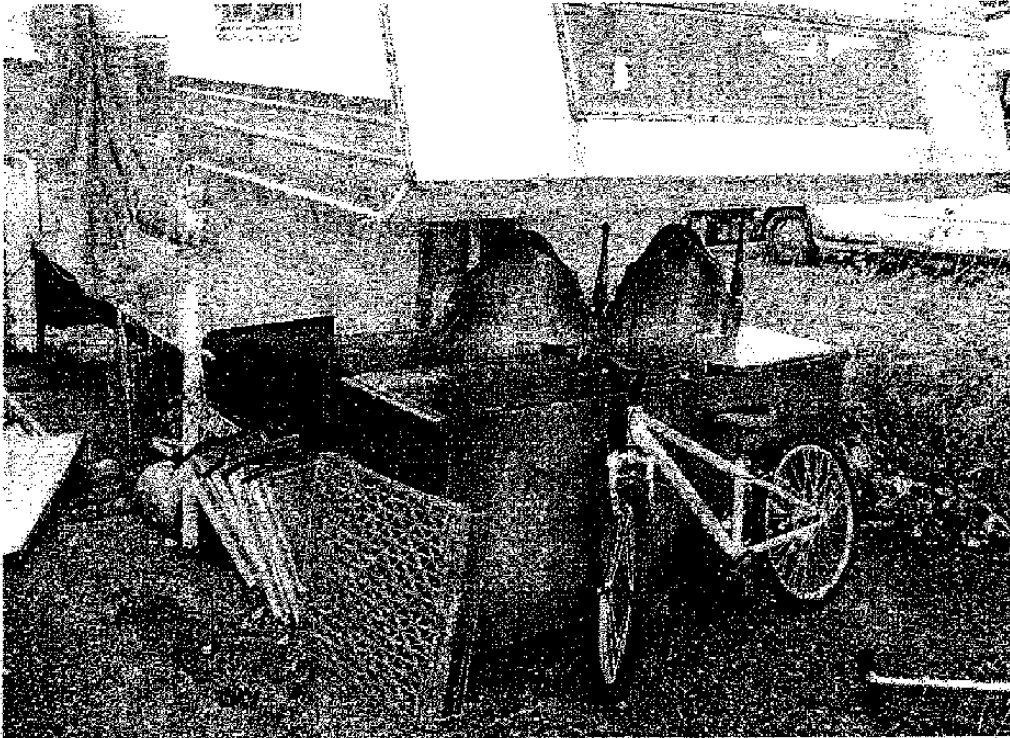


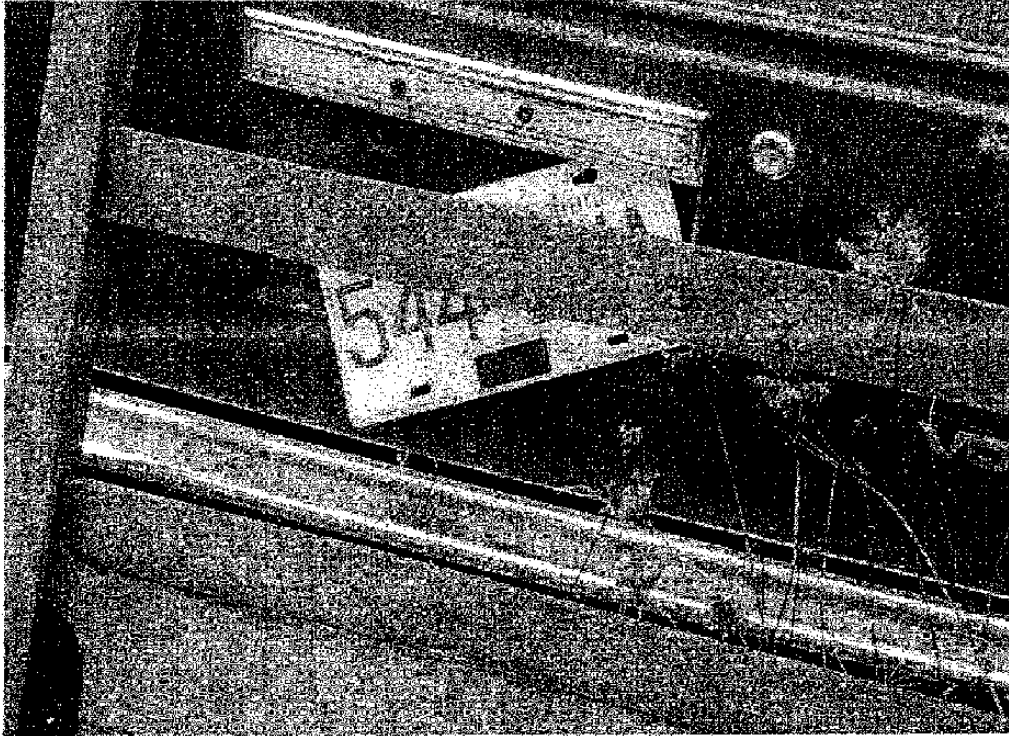
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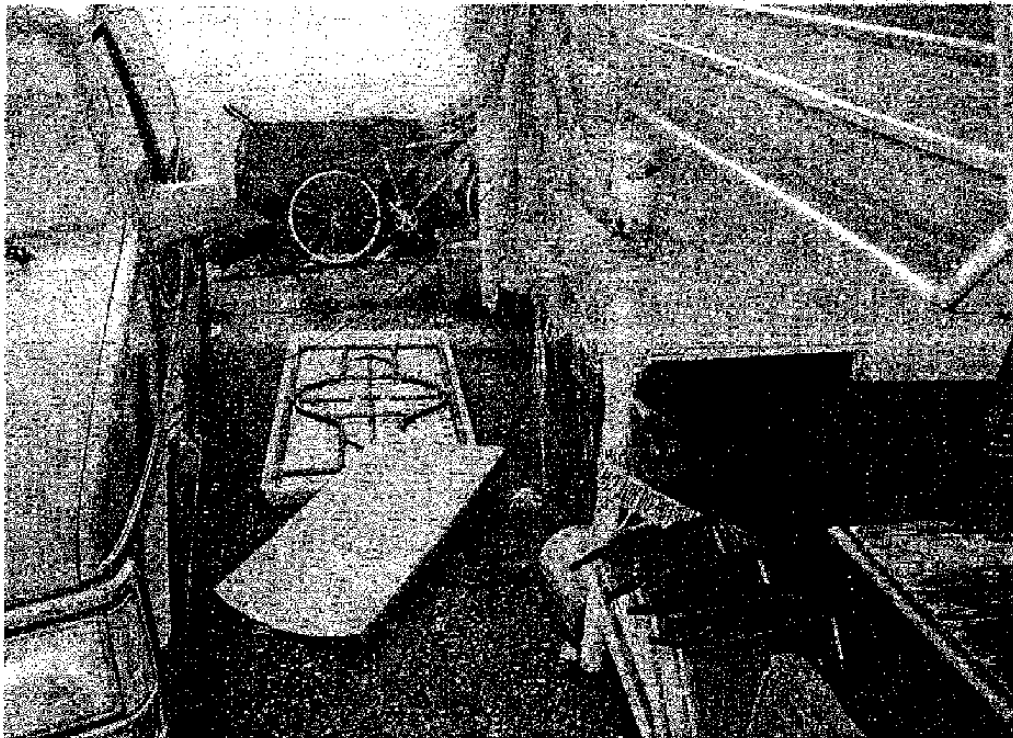












**Attachment No. 3**



93





CAO APPROVAL	
EAP	
CGW	✓ J.W. & T.H.
JAN 02 2008	
RHD	
BOARD	

**MEMORANDUM**

**TO:** Tom Armet  
 Manager, Building and Bylaw Services

**DATE:** December 20, 2007

**FROM:** Allan Dick  
 Building Inspection Supervisor

**FILE:**

**SUBJECT:** 1790 Claudet Road – Bylaw Contraventions

**PURPOSE**

To obtain Board approval to file a Notice of Bylaw Contravention on the title of the above-noted property.

**BACKGROUND**

**Property:** 1790 Claudet Road, Nanoose, BC, Electoral Area 'E'

**Legal:** Lot 4, District Lot 84, Plan 47545, Nanoose Land District

**Owners:** Kathleen Pope and Paul and Rachel Herrmann

**Zoning:** Resource Management 3 (RM3)

On September 11, 2003, a building permit for a single-family dwelling was issued to Kathleen Pope and Paul and Rachel Herrmann. A series of inspections were called for and carried out up to and including the insulation inspection. The permit expired on September 11, 2005, without an occupancy inspection being requested.

The Building Inspector followed up with requests to obtain occupancy, but the owners went ahead and moved into the house without an Occupancy Permit. On November 2, 2007, a letter was sent to the owners informing them of the requirements for an Occupancy Permit. On November 28, 2007, a follow-up letter was sent to the owners regarding the need for an Occupancy Permit. On December 6, 2007, the Building Inspection Supervisor contacted the owner and explained the need for the Occupancy Permit as well as explained the Section 57 filing process. As of this date, the owners have not rectified the situation.

**ALTERNATIVES**

1. That a Notice of Bylaw Contravention be registered on the title of the property and staff be directed to take the necessary legal action should these contraventions remain unresolved after a ninety (90) day period.
2. That a Notice of Bylaw Contravention not be registered on title at this time and staff be directed to continue to seek voluntary compliance with "Regional District of Nanaimo Building Regulations & Fees Bylaw 1250, 2001."

**FINANCIAL IMPLICATIONS**

The financial implications are minimal.



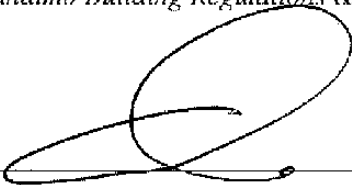
**SUMMARY**

On September 11, 2003, a building permit for a single-family dwelling was issued to Kathleen Pope and Paul and Rachel Herrmann. A series of inspections were called for and carried out up to and including the insulation inspection. The permit expired on September 11, 2005, without an occupancy inspection being requested.


The Building Inspector followed up with requests to obtain occupancy, but the owners went ahead and moved into the house without an Occupancy permit. A letter was sent to the owners informing them of the requirements for an Occupancy Permit. On November 28, 2007, a follow-up letter was sent to the owners regarding the need for an Occupancy Permit. On December 6, 2007, the Building Inspection Supervisor contacted the owner and explained the need for the Occupancy Permit as well as explained the Section 57 filing process. As of this date, the owners have not rectified the situation.

**RECOMMENDATION**

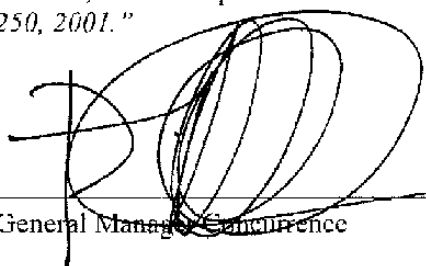
That staff be directed to register a Notice on title pursuant to Section 57 *Community Charter* and should the outstanding bylaw contraventions not be resolved within ninety (90) days, that legal action be pursued to ensure Lot 4, District Lot 84, Nanoose District, Plan 47545, is in compliance with the "*Regional District of Nanaimo Building Regulations & Fees Bylaw 1250, 2001.*"




Report Writer



Manager Concurrence



General Manager Concurrence



CAO Concurrence

**COMMENTS:**

*devsys/reports/2008/ja 1790 Claudet Road Section 57 CoW Report*



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JAN 02 2008	
RHD	
BOARD	

**MEMORANDUM**

**TO:** Tom Armet  
Manager, Building & Bylaw Services

**DATE:** January 2, 2008

**FROM:** Jerry Schaefer  
Building Bylaw Compliance Officer

**SUBJECT:** 2090 Bramley Road – Illegally moved-on mobile home

**PURPOSE**

To obtain Board approval to file a Notice of Bylaw Contravention on the title of the above-noted property.

**BACKGROUND**

- Property: 2090 Bramley Road, Electoral Area 'C'
- Legal Description: Parcel A (DD 4495N), Section 13, Range 2, Cranberry Land District
- Property Owner: Kenneth and Kimberley Lepoidevin

This property is zoned Rural 1 (RU1) pursuant to "Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987". Only one dwelling is permitted due to the site area being under 2 ha. Additionally, the property is contained within the Building Inspection Service Area; and any new construction, including the siting of a mobile home, requires a building permit.

On July 23, 2007, staff received a complaint that a mobile home had been located on the above-noted property contrary to zoning and building regulations. A staff investigation confirmed that a mobile home had recently been moved on-site. There is an existing single-family dwelling on the property; therefore, the mobile home is not permitted for use as a dwelling.

A relative of the property owners advised that the mobile home is temporarily being stored on-site while repairs are being undertaken and will be removed within 30 days. Staff agreed to hold further enforcement action in abeyance pending removal of the unit and continued to monitor the property. When it became apparent that the mobile home was not being removed, staff attempted to discuss the matter with the owners without success.

A subsequent letter to the owners resulted in a response indicating they now intend to decommission the mobile home as a dwelling unit and apply for a building permit to convert it into an accessory building and site it on the property. In consideration of resolving the issue, staff provided the owners with further time to initiate the building permit application process.

As of the date of this report, the owners have failed to take any further steps to resolve the contravention either by converting the mobile to accessory use with a building permit or removing the mobile altogether from the property. It should be noted that the same owners moved a mobile home onto this property in 2000 resulting in a Notice of Bylaw Contravention being filed on the title of the above-noted property. The matter was subsequently resolved by the removal of the mobile home.

**ALTERNATIVES**

1. That a Notice of Bylaw Contravention be registered on the title of the property and that staff be directed to take the necessary legal action should these contraventions remain unresolved after a ninety (90) day period.
2. That a Notice of Bylaw Contravention not be registered on title at this time and staff be directed to continue to seek voluntary compliance with the zoning and building regulations.

**FINANCIAL IMPLICATIONS**


Estimated cost of legal action is approximately \$4,000 including disbursements.

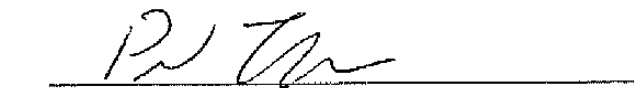
**SUMMARY/CONCLUSIONS**


The subject property is zoned for one dwelling only and is located within a Building Inspection Service Area. Staff received a public complaint that the owners permitted a mobile home to be moved on-site for use as a dwelling unit. Upon being directed by staff to remove the mobile home, the owners proposed converting it into an accessory building; however, the owners have failed to take the necessary steps to do so. Staff has been unsuccessful in securing voluntary compliance, and the mobile home remains on-site in contravention of the Regional District zoning and building bylaws. Therefore, it is recommended that legal action be undertaken to bring this property into compliance with regulations.


**RECOMMENDATIONS**

That staff be directed to register a Notice of Bylaw Contravention on title pursuant to Section 57 of the *Community Charter* and proceed with legal action necessary to ensure the property, legally described as Parcel A (DD 4495N), Section 13, Range 2, Cranberry Land District, is brought into compliance with "Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987," and "Regional District of Nanaimo Building Regulation and Fees Bylaw No. 1250, 2001".

  
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Report Writer

  
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For General Manager Concurrence

  
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Manager Concurrence

  
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CAO Concurrence

**COMMENTS:**

*devsvs/reports/2008/ja 2090 Bramley Road Section 57 CoW Report*



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**MEMORANDUM**

**TO:** Tom Arnet  
Manager, Building & Bylaw Services

**DATE:** January 2, 2008

**FROM:** Jerry Schaefer  
Building Bylaw Compliance Officer

**SUBJECT:** 2820 Extension Road – Illegally moved-on mobile home

**PURPOSE**

To obtain Board approval to file a Notice of Bylaw Contravention on the title of the above-noted property.

**BACKGROUND**

**Property:** 2820 Extension Road, Electoral Area 'C'

**Legal Description:** Lot 11, Block 4, Section 13, Range 2, Cranberry Land District, Plan 716

**Property Owner:** Hugh McCormack

This property is zoned Residential 2 (RS2) pursuant to "Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987". It is also within the Building Inspection Service Area and is subject to "Regional District of Nanaimo Building Regulations and Fees Bylaw No. 1250, 2001". A building permit is required for the siting of mobile homes.

On November 1, 2006, a complaint was received by staff that a mobile home had been located on the subject property contrary to building regulations. An investigation by staff confirmed that a mobile home had been placed on the property without a building permit.

The property owner was notified that a building permit was required. Subsequently, the owner attended the Regional District of Nanaimo (RDN) office to discuss the matter. At this meeting, the owner stated that the unit was not CSA-certified, as is required by building regulations. The owner was told by staff that it would not be possible to issue a building permit for the mobile's placement due to the fact that it was not CSA-certified and that it would have to be removed from the property.

In December 2006 staff was instructed to withhold enforcement action regarding the mobile home placement pending a full review of the Building Bylaw. The owners were advised accordingly.

The file was again referred to staff for enforcement after the review of Building Bylaw 1250 resulted in no change to the requirement for CSA certification of mobile homes being sited within the RDN. Attempts by staff to gain voluntary compliance have resulted in no response from the property owner. The mobile home is still located illegally on the subject property, and the property owners have taken no steps to bring their property into compliance.

**ALTERNATIVES**

1. That a Notice of Bylaw Contravention be registered on the title of the property and that staff be directed to take the necessary legal action should these contraventions remain unresolved after a ninety (90) day period.
2. That a Notice of Bylaw Contravention not be registered on title at this time and staff be directed to continue to seek voluntary compliance with the zoning and building regulations.

**FINANCIAL IMPLICATIONS**


Estimated cost of legal action is approximately \$4,000 including disbursements.

**SUMMARY/CONCLUSIONS**


The property owners sited a mobile home on the subject property prior to obtaining a building permit as required by RDN building regulations. A complaint was received and investigated by staff. Enforcement action was held in abeyance pending a review of the regulations regarding the siting of mobile homes within the RDN. When the review was completed with no consequent changes to the regulations, the owner was instructed to remove the mobile within a reasonable time frame. The owner has taken no steps toward voluntary compliance, and the mobile is still located illegally on the subject property. It is recommended that legal action be pursued to bring the subject property into compliance.

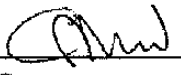
**RECOMMENDATIONS**

That staff be directed to register a Notice of Bylaw Contravention on title pursuant to Section 57 of the *Community Charter* and proceed with legal action necessary to ensure the property, legally described as Lot 11, Block 4, Section 13, Range 2, Cranberry Land District, Plan 716, is brought into compliance with "Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987," and "Regional District of Nanaimo Building Regulation and Fees Bylaw No. 1250, 2001".

  
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Report Writer

  
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General Manager Concurrence

  
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Manager Concurrence

  
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CAO Concurrence

**COMMENTS:**

*devsvs/reports/2008/ja 2820 Extension Road Sec 57 CoW Report*



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JAN 02 2008	
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MEMORANDUM

TO: Paul Thompson
Manager, Long Range Planning

DATE: December 18, 2007

FROM: Stephen Boogaards
Planner

FILE: 6780 30

SUBJECT: Regional Growth Strategy Review Background Reports: Population and Housing Change in the Nanaimo Region 2006 to 2036; and Land Inventory and Residential Capacity Analysis.

PURPOSE

To receive the Regional Growth Strategy Review background reports titled "Population and Housing Change in the Nanaimo Region 2006 to 2036" and "Land Inventory and Residential Capacity Analysis".

BACKGROUND

The Regional Board directed Regional District staff to undertake a review of the Regional Growth Strategy at its March 27, 2007 meeting. The approved "Regional Growth Strategy Review Work Plan, March 1, 2007," consists of a four phase work plan. A component of the initial phase of the work plan is the preparation of background reports to update the population profile and housing demand and an inventory of available land for residential development.

The background report for the population profile and housing demand titled "Population and Housing Change in the Nanaimo Region, 2006 to 2036," was prepared by the consulting firm Urban Futures. The population of the RDN increased by 70% between 1986 and 2006 and the region's population is now around 145,000 people. The population is expected to grow by another 60% over the next 30 years which would bring the total population of the region up to 230,000 people.

One of the main findings of the report is that demand for dwelling units within the region is growing at a faster rate than total population. The higher demand for housing units is a result of the high growth rate of the population sector over the age of 55, which has had a faster growth rate than the overall population. Within this aging population the average household size is decreasing and as a result more dwellings are needed to meet projected demand.

Overall, it is estimated that there will be a demand for about 62,000 more housing units bringing the total number of dwellings in the region up to about 113,000 units by 2036. Based on current housing preferences, two thirds of those units will be single detached dwellings with another one quarter other ground oriented dwellings such as townhomes, duplexes and manufactured homes. Only about eight percent of new housing units would be apartments.

The background report for the land inventory is titled "Regional District of Nanaimo Regional Growth Strategy Review Background Report: Land Inventory and Residential Capacity Analysis," and was prepared by The Sheltair Group. In the report the land available for future residential development was calculated based on existing zoning taking into account constraints such as ecologically sensitive areas

and steep slopes. The report estimates that the region can accommodate about 108,000 dwelling units based on land that is currently designated for residential uses. The region currently has about 59,000 dwelling units, so there will be a capacity for future growth of about 49,000 more dwelling units. The report estimates that the area covered by the Regional Growth Strategy is about 55% full.

Most of the existing zoning provides for single detached dwellings. Of the remaining residential capacity, 60% is for single detached dwellings. Also, of note is that 28% of the capacity for new dwellings is located outside of the Urban Containment Boundary. In terms of capacity to provide for the different types of housing:

1. Single detached dwelling unit capacity is adequate to meet projected housing demand for another 25 years;
2. Other ground oriented dwelling unit capacity is adequate to meet projected housing demand for about another 15 years;
3. Apartment dwelling unit capacity is adequate to meet projected housing demand to 2036 and beyond.

It is worth noting that when the report was prepared, there appeared to be a shortfall of about 2,500 residential units by 2036. However, with the recent approval of the South Nanaimo Lands project, there is more than enough capacity in that project to make up for the expected shortfall.

#### **ALTERNATIVES**

1. That the RDN receive the reports: Population and Housing Change in the Nanaimo Region, 2006-2036; and Regional District of Nanaimo Regional Growth Strategy Review Background Report: Land Inventory and Residential Capacity Analysis for the Regional Growth Strategy Review.
2. That the RDN not receive the population profile and land inventory reports for the Regional Growth Strategy Review and provide further direction for staff.

#### **FINANCIAL IMPLICATIONS**

There are no direct financial implications for these reports. The reports were completed with funds approved in the 2007 Regional Growth Management budget.

#### **GROWTH MANAGEMENT IMPLICATION**

Section 850 (2) of the *Local Government Act* requires that a Regional Growth Strategy must cover a period of at least 20 years from the time of its initiation. The background reports indicate that there will be enough land designated for residential uses within the Regional Growth Strategy plan area to provide for about 108,000 units, which is enough to meet projected housing demand for about 30 years. While the report indicates that there may be insufficient residential land supply to meet demand in about 30 years time, this shortfall is largely addressed by the recent approval of the South Nanaimo Lands project.

The residential capacity analysis was largely based on existing zoning but other factors will affect the actual number of dwellings that can be accommodated in the long-term. Factors that may result in more dwellings being accommodated include the provision for secondary suites. This form of dwelling was not considered in the analysis as data on the number of secondary suites is not available. This form of housing is generally more affordable and could be used to meet demand for other types of ground oriented dwellings. A second factor that could result in increased capacity for residential units is existing and future OCP policies. Many OCPs include policies that support higher densities in certain places such as

village and town centres. If these lands are rezoned to higher densities then there will be more capacity to accommodate residential units.

One factor that will result in less capacity for residential units in the long-term is that residential developments are currently being built at densities lower than what is supported in existing zoning and OCP policies. If this practice continues then there will be less capacity to accommodate more housing units. Another factor that may result in less capacity is that not all new homes are being occupied on a full-time basis. If more dwellings are being used as a second home then overall residential capacity could be reduced. As outlined in the previous two paragraphs, there are factors that will affect the long-term residential capacity for the region.

### **PUBLIC CONSULTATION IMPLICATIONS**

The information in these reports will be made available to the public as part of the Regional Growth Strategy Review process.

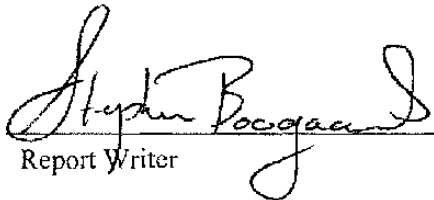
### **SUMMARY**

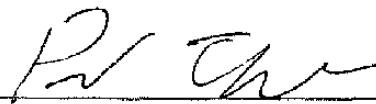
The Regional Board has approved the Regional Growth Strategy Work Plan that consists of four phases. Part of the initial phase of the Regional Growth Strategy is the preparation of a background report detailing the population and housing profile of the region and a land inventory of existing land designated for residential use and constraints to development.


The population profile report found that housing demand was growing faster than the overall population. The projected housing demand is for about 111,000 dwelling units which is an additional 50,000 units by 2036. The land inventory report states that the region has a capacity of about 108,000 dwelling units, which is slightly less than the projected demand by about 2,500 dwelling units. Subsequent to the completion of the background studies, the recent approval of the South Nanaimo Lands will provide more than enough residential capacity to meet this projected shortfall in the region. For the projected number of dwelling units, 72,729 will be single family dwellings, 16,115 will be other ground oriented units, and 19,502 will be apartment units. According to the projections, the existing capacity of the region for residential units was 55% full as of 2006.


### **RECOMMENDATION**

That the Regional District of Nanaimo receive the population profile and land inventory reports titled Population and Housing Change in the Nanaimo Region, 2006 to 2036 for the Regional Growth Strategy Review and Regional District of Nanaimo Regional Growth Strategy Review Background Report: Land Inventory and Residential Capacity Analysis.

  
Report Writer

  
for General Manager Concurrence

  
Manager Concurrence

  
CAO Concurrence





CAO APPROVAL	
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BOARD	

## MEMORANDUM

**TO:** Paul Thorkelsson  
General Manager, Development Services

**DATE:** December 20, 2007

**FROM:** Paul Thompson  
Manager, Long Range Planning

**FILE:** 6780 30 SOS

**SUBJECT:** State of Sustainability Project -- Final Report

### PURPOSE

The purpose of this report is to present the final report produced by the Regional Growth Monitoring Advisory Committee for the State of Sustainability Project titled "Prospering Today Protecting Tomorrow Recommendations For a Sustainable Future".

### BACKGROUND

The Regional Growth Monitoring Advisory Committee (RGMAC) was established to monitor progress on attaining the goals of the Regional Growth Strategy (RGS). In 2003 the Regional District of Nanaimo (RDN) Board expanded the Committee's mandate and the RGMAC consequently initiated "The State of Sustainability" project. This involved an extensive evaluation of the Region's sustainability through the analysis of a series of indicators used to measure progress in the areas of Environmental, Social and Economic Capital.

This final report of the State of Sustainability Project presents the RGMAC's recommendations and ideas for actions to address the issues and challenges highlighted by the review of sustainability indicators. The recommendations were guided by feedback from many community members, organizations, RDN staff and consultants that were involved throughout the course of State of Sustainability Project. Many of the recommendations support and reinforce existing policies in the RGS. The final report is intended to serve as a tool to influence the forthcoming review of the RGS.

The final report is the fifth of seven components of the state of sustainability project approved by the board on January 13<sup>th</sup>, 2003. The sustainability project is being conducted to assess the region's progress towards sustainability, to make residents aware of the region's progress towards sustainability and to provide more and better opportunities to involve residents of the region in that assessment.

The seven key components of the project are: [1] a public event to discuss what sustainability means in the context of the Nanaimo region; [2] review, refinement and confirmation of a set of indicators or measures of sustainability; [3] a report that documents the sustainability of the Nanaimo region, based on the chosen sustainability indicators; [4] a public event to discuss the results of that report; [5] a report that provides ideas about how the sustainability of the region can be improved [6] the development and implementation of a regional sustainability awards program and [7] citizen committee involvement in the first six deliverables.

The RGMAC has now completed its mandate. The RGMAC has developed and come to agreement on the details of component number six, a regional sustainability awards program. Staff are currently working

on developing a terms of reference for the awards program and will be bringing this item to a future COW meeting.

### **ALTERNATIVES**

1. Receive the Regional Growth Monitoring Advisory Committee's Final Report for the State of Sustainability Project.
2. Do not receive the Regional Growth Monitoring Advisory Committee's Final Report for the State of Sustainability Project.

### **FINANCIAL IMPLICATIONS**

Receipt of the Final Report for the State of Sustainability Project has no financial implications. The Regional Growth Management Services 2007 budget provided for the components of the State of Sustainability Project that were to be undertaken in 2007.

Acting on the recommendations in the report could have significant financial implications and the full ramifications of implementing all of the recommendations in the report is not known at this time. Some of the recommendations will not require much in terms of staff time and funding but others may require a significant allocation of resources. Staff believe that the next step is to review the report and complete an assessment of the implications of implementing the recommendations in the report. The allocation of resources to act on the recommendations in the report must be considered as a part of the approval of budgets in future years.

### **GROWTH MANAGEMENT IMPLICATIONS**

Participant feedback during the course of the State of Sustainability Project indicates that there is a high degree of enthusiasm and support for initiatives designed to enhance the sustainability of the region, such as the Regional Growth Strategy.

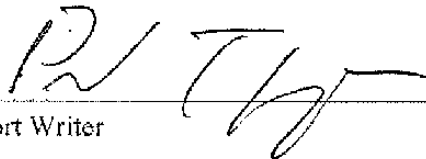
The Final Report for the State of Sustainability Project provides recommendations intended to guide future actions to make the region more sustainable. The RGMAC has used the comments recorded at the May 2007 Sustainability Workshop and the results of the State of Sustainability Report to develop a report that includes recommendations on how to advance sustainability in the region. This report will provide information that will have implications for the Regional Growth Strategy Review.

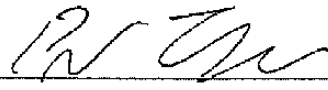
### **SUMMARY**

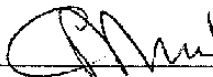
A copy of the Report titled "Prospering Today Protecting Tomorrow Recommendations For a Sustainable Future" is attached. This is the final report prepared by the Regional Growth Monitoring Advisory Committee as part of the State of Sustainability Project. The report contains recommendations and ideas for actions to address the issues and challenges highlighted by the State of Sustainability indicator report. The recommendations were guided by feedback from many community members, organizations, RDN staff and consultants that were involved throughout the course of State of Sustainability Project. Many of the recommendations support and reinforce existing policies in the RGS. The final report is intended to serve as a tool to influence the forthcoming review of the RGS.

**RECOMMENDATION**

1. That the Regional Growth Monitoring Advisory Committee's Final Report for the State of Sustainability Project be received.
2. That the Final Report for the State of Sustainability Project be referred back to staff and an assessment of the implications of implementing the recommendations in the report be prepared.

  
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Report Writer

  
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for General Manager Concurrence

  
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CAO Concurrence

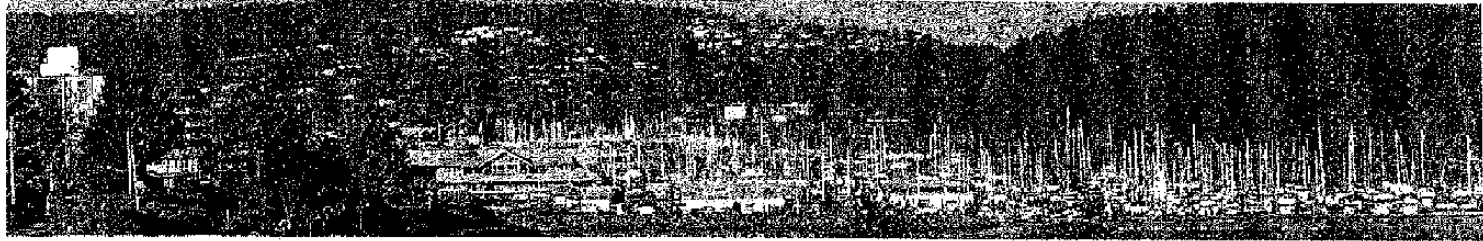
# Prospering Today



# Protecting Tomorrow

# Recommendations For a Sustainable Future

Regional District of Nanaimo  
Regional Growth Monitoring Advisory Committee  
State of Sustainability Final Report December 2007



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## 3 Environmental Integrity

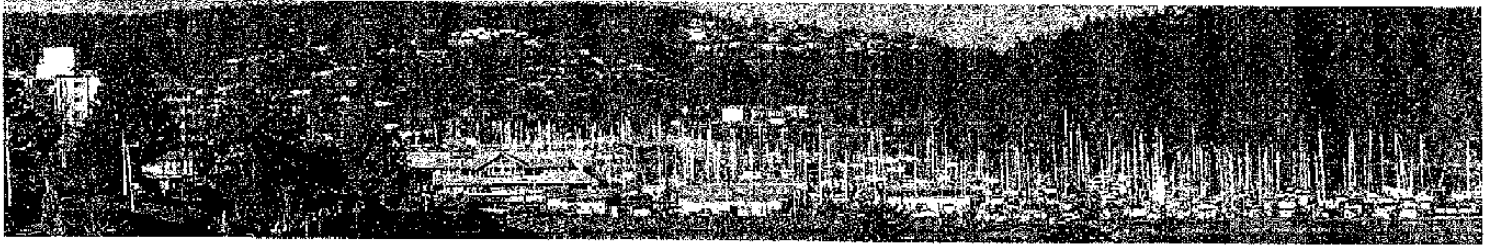
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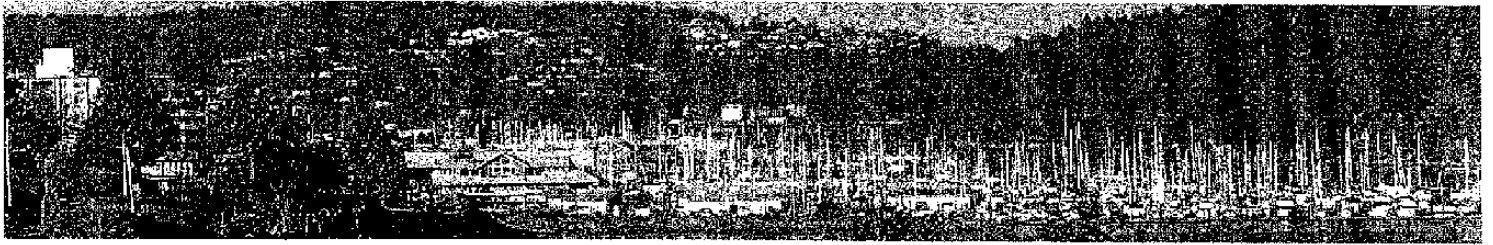


## **A C K N O W L E D G E M E N T S**

This report was prepared under the direction of The Regional Growth Monitoring Advisory Committee:

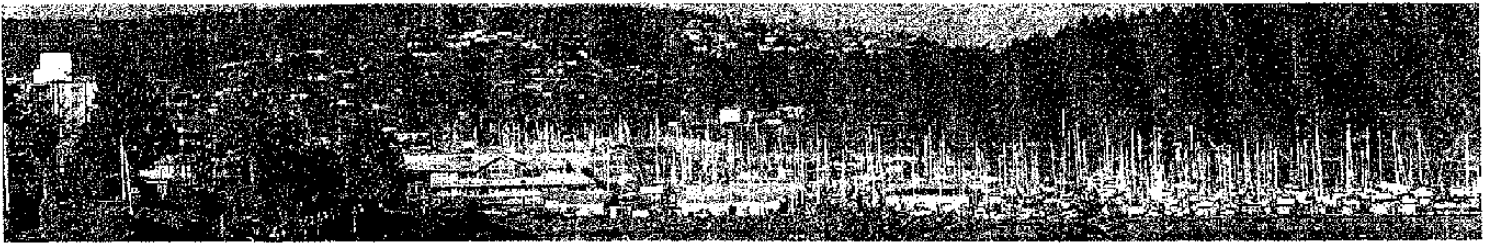
Director Bill Holdom	Chair
Director Dave Bartram	Deputy Chair
Brian Anderson	Member
Douglas Anderson	Member
Gordon Buckingham	Member
Betty Collins	Member
Janet Farooq	Member
Adele McKillop	Member
Sylvia Neden	Member
Ross Peterson	Member
Sharon Thomson	Member

The RGMAC would like to acknowledge the work of the many dedicated individuals, organizations, RDN staff (especially Christina Thomas and Paul Thompson) and consultants who contributed their time to participate in this important initiative.



## ***A C R O N Y M S***

<b>ICBC</b>	Insurance Bureau of British Columbia
<b>OCP</b>	Official Community Plan
<b>RDN</b>	Regional District of Nanaimo
<b>RGMAC</b>	Regional Growth Monitoring Advisory Committee
<b>RGS</b>	Regional Growth Strategy of the Regional District of Nanaimo
<b>UCB</b>	Urban Containment Boundary
<b>VIHA</b>	Vancouver Island Health Authority



## CONTEXT

The Regional Growth Monitoring Advisory Committee (RGMAC) was established to monitor progress on attaining the goals of the Regional Growth Strategy (RGS). In 2003 the Regional District of Nanaimo (RDN) Board expanded the Committee's mandate and the RGMAC consequently initiated "The State of Sustainability" project. This involved an extensive evaluation of the Region's sustainability through the analysis of a series of indicators used to measure progress in the areas of Environmental, Social and Economic Capital<sup>ii</sup>.

This final report of the State of Sustainability project presents our recommendations and ideas for actions to address the issues and challenges highlighted by the review of sustainability indicators. Our recommendations were guided by feedback from many community members, organizations, RDN staff and consultants that were involved throughout the course of this project. Many of our recommendations support and reinforce existing policies in the RGS. We expect that this document will serve as a tool to influence the forthcoming review of the RGS.

The list of recommendations is extensive, recognizing numerous areas where steps can be taken to build upon our progress and ongoing efforts to achieve higher levels of social, environmental and economic sustainability. We recognize that the RDN and its member municipalities (individually and collectively) have made significant strides to improve sustainability in some areas such as waste management, conducting inventories of environmentally sensitive areas, improving park land and recreational facilities, farmland retention and providing the physical infrastructure that encourages long term investment in economic health.

In our view, compared to other areas (such as environmental and economic), the Region's social indicators have shown little progress while also receiving limited attention from local government. Subsequently, we have put recommendations to address social challenges upfront in **Section 1 - Community Wellbeing**. This is followed by **Section 2 - Regional Growth and Development**, **Section 3 - Environmental Integrity** and **Section 4 - Economic Health**. The recommendations within each section have not been ranked, but they have been organized into areas where the RDN has the ability to take direct action (**Actions the RDN Can Take**) and areas where the RDN can use its role to influence (**Actions the RDN Can Influence**).

We recognize that sustainability is about a search for balance. Many of our recommendations are interrelated and mutually supportive. At the same time we acknowledge that progress in one area may have an associated real cost and a negative consequence in another area. Improving sustainability and our quality of life requires that we recognize the interrelationships between our society, environment and economy, and that we harmonize our approaches to these areas in order to achieve long-term sustainability for all beings.





## USING THIS REPORT

Each recommendation in this report can be cross-referenced using the following table to show how it relates to the original 22 'Sustainability Characteristics' outlined in the State of Sustainability Report. The corresponding Sustainability Characteristic can be found at the end of each recommendation, for example recommendation 4 b 'Foster and support a healthy diversity of community groups and encourage cooperation among them.' C 14, 15 relates to the Sustainability Characteristics:

C 14 - "High level of safety where residents care for and respect one another." and  
 C 15 - "Number of opportunities for residents to interact with each other and nature."

CODE	SUSTAINABILITY CHARACTERISTIC State of Sustainability of the RDN Report September 2006
<b>Environmental</b>	
C 1	There is a safe and sufficient supply of water for all living beings and uses in the RDN.
C 2	Important ecosystems and ecological features are protected, healthy and productive.
C 3	The air is clean and safe to breathe.
C 4	All Natural resources are conserved, and renewable resources are available in perpetuity.
C 5	Energy requirements are reduced, and/ energy is obtained in ways that minimize negative impacts on the environment and greenhouse gases are minimized
C 6	Land and resources are efficiently used, and the negative impacts of land use and development are minimized.
C 7	Waste is minimized, treated, and disposed using environmentally sound methods.
<b>Social Capital</b>	
C 8	Healthy residents and the availability of health care when needed.
C 9	Educated and trained residents who qualify for employment,
C 10	Employed residents and a wide variety of employment opportunities.
C 11	Financially independent residents and minimal poverty.
C12	Affordable housing and a variety of different types and sizes of housing to accommodate the demographics of the Region.
C 13	Minimized need for travel by private automobile.
C 14	High level of safety where residents care for and respect one another.
C 15	Number of opportunities for residents to interact with each other and nature.
<b>Economic Capital</b>	
C 16	There is positive economic growth in the Region.
C 17	The Tax System favours sustainable, environmentally responsible economic activities.
C 18	The economy is characterized by a diversity of different types and sizes of businesses.
C 19	A wide variety of employment opportunities exist, and residents are employed
C 20	Residents have training that qualifies them for employment
C 21	The urban core areas of the Region are characterized by their vitality.
C22	Regional consumption of products and services produced in the Region in economically viable ways is maximized.



## COMMUNITY WELLBEING

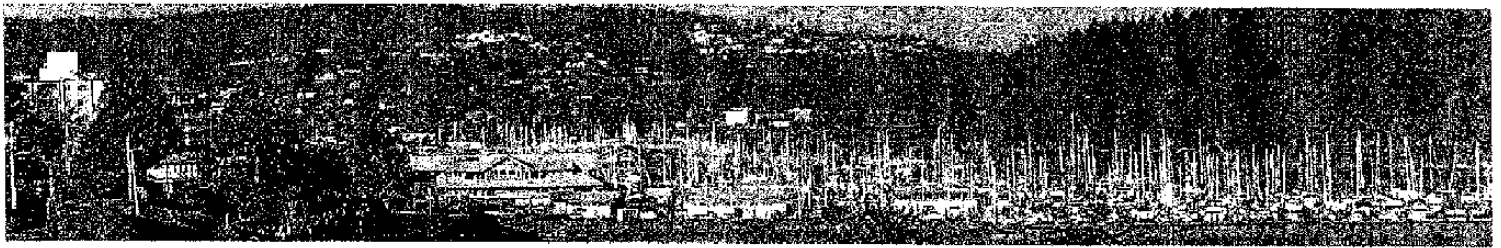
The State of Sustainability Report revealed an overall lack of progress in a variety of indicators relating to social sustainability in the Region. Of significance are key indicators relating to poverty, housing and income that show a worsening trend.

The RDN is ranked lowest in the Province for average annual income. For some of our most vulnerable citizens, this is compounded by rising costs of living compared to average income and a related increase in the need for affordable housing. Furthermore, it is recognized that some issues (such as unemployment, poverty, children at risk, drug use, crime, homelessness) are regional, as people move throughout the RDN seeking affordable housing, access to services and employment.

The RDN has a pivotal role to play in fostering a healthy environment for its citizens to thrive and prosper. Many of the functions and services provided by the RDN have a direct and indirect impact on the community wellbeing. These include: management of land uses; the provision of public amenities (parks, recreation and cultural facilities); transportation (through transit services); servicing (roads, sewer, water and waste disposal); and the ability to bring together rural and urban communities to participate in regional initiatives. The latter is of great significance given that some of our smaller communities struggle to individually address social and economic challenges.

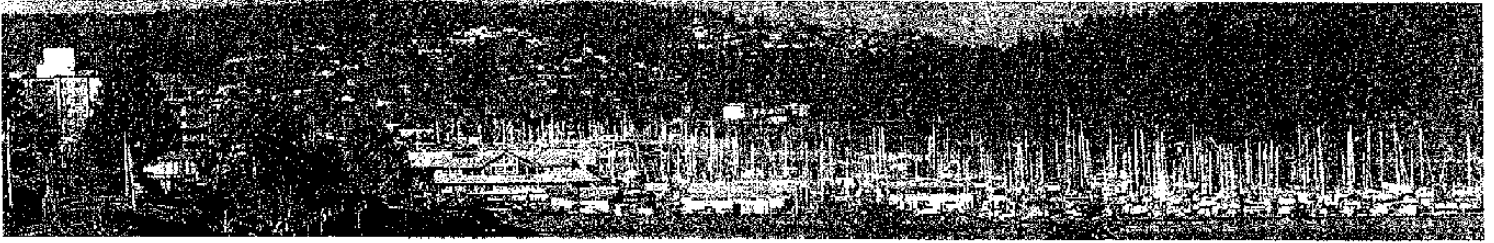
### ***1A Actions The RDN Can Take:***

1. Establish a Regional Social Advisory Committee to work with member municipalities, Vancouver Island Health Authority (VIHA) and social service agencies, to improve social and economic conditions for RDN citizens, especially the most vulnerable. Such a committee would:
  - a. Monitor social indicators and bring problems to the attention of the Board. C 8
  - b. Develop a guide to social/ community services in the RDN (similar to the "Surviving in Nanaimo" guide). C 8
  - c. Coordinate the efforts of the RDN, First Nations and member municipalities on improving health and wellbeing including children through neighbourhood planning, provision of transit, parks and public amenities. C 8
  - d. Determine and address the underlying factors that create a need for subsidized housing as it applies to electoral areas and member municipalities. C 12
  - e. Work with member municipalities to improve accessible housing, neighbourhoods, parks and recreational/ public facilities for citizens with



special accessibility needs and to allow for 'aging in place'. This could include participating in the Social Planning and Research Council of BC's (SPARC) annual accessibility awareness program. C 12, 14, 15

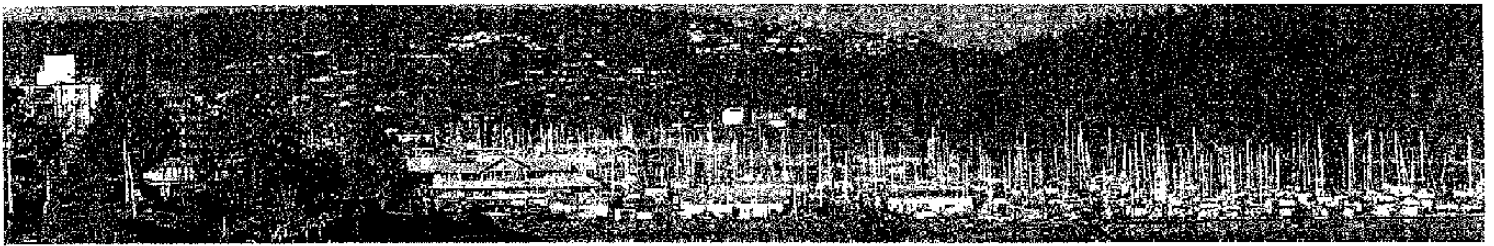
2. Amend the Regional Growth Strategy to:
  - a. Include a policy that "social zoning" (zoning that allows a range of social uses such as daycares and seniors centers) be considered in each village centre. C 15
  - b. Require Official Community Plans (OCP's) to include Crime Prevention and Safety through the application of planning and design considerations (such as Crime Prevention through Environmental Design).<sup>111</sup> C 14
  - c. Strengthen existing policies to direct all municipalities and electoral areas to develop plans which focus on walking and encouraging non-vehicular traffic. C 13
3. Provide the opportunity for diversity/ human rights training to help foster a safer work environment for employees and clients of the RDN, member municipalities, businesses and educational institutions. C 14
4. Develop and implement strategies to increase civic participation for RDN and member municipalities including:
  - a. Work with school districts, Malaspina University College and other educational institutions to educate students about the role of regional and local governments and ways in which they can take action to positively change their environment/neighbourhoods through civic participation (for example, presentations to the RDN board). C 14, 15
  - b. Foster and support a healthy diversity of community groups and encourage cooperation among them. C 14, 15
  - c. Promote increased civic participation in government including voting/elections and participation in community planning. C 14
5. Continue to use the resources of the BC Healthy Communities initiative to encourage member municipalities and electoral areas to promote and develop Healthy Community initiatives. C 8
6. Continue to work with provincial initiatives to develop and implement programs and events specifically aimed at improving fitness levels for all RDN residents using RDN recreation facilities, parks and open spaces. C 8,15
7. Continue to publish and disseminate user-friendly information on parks and trail systems. C 15
8. Continue to work with member municipalities and First Nations to engage in mutually beneficial social, economic and environmental planning initiatives, and to improve emergency preparedness and build disaster resilience. C 8, 11, 15
9. Work with member municipalities, BC Housing Management Commission (BCHMC) and Canada Mortgage and Housing Corporation (CMHC) to:



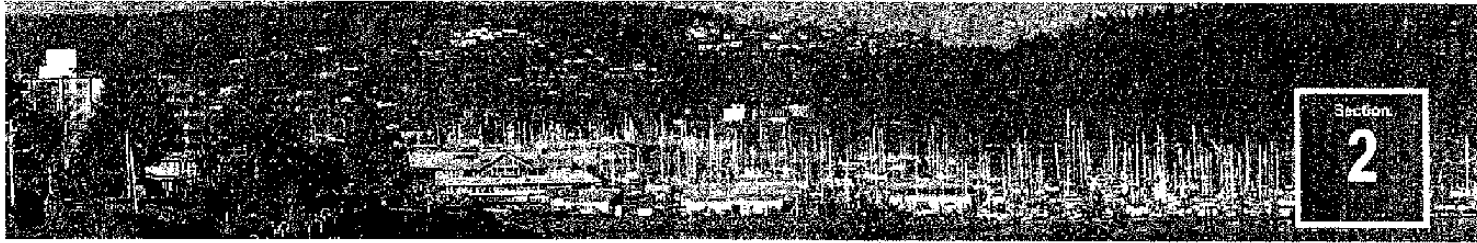
- a. Monitor and increase the Region's rental housing stock. C 11, 12
- b. Implement strategies to increase the number of affordable and subsidized housing units for higher needs groups (e.g. low income families including single parents, those challenged with disabilities and seniors). For example, density amenity provisions can be written into zoning bylaws to allow for higher densities if affordable housing targets are met. C 11, 12
- c. Amend OCP policies and zoning bylaws to allow secondary suites in residential zones inside the Urban Containment Boundary. C 11, 12
- d. Amend policies in OCP's to encourage the development of "flexible" or adaptable housing, for example, single family dwellings can be converted to multiple dwelling units subject to rezoning. C 11, 12
- e. Acquire land for non-profit organizations (like Habitat for Humanity) to build and manage affordable housing through partnerships with the development community. C 11, 12
- f. Support rezoning to multi unit developments within urban containment boundaries without the requirement of an OCP amendment. C 11, 12

### ***1B - Actions The RDN Can Influence:***

10. Enhance long term community health and well being:
  - a. Support the collaborative efforts of VIHA, School District 68 and 69, as well as Malaspina University College to work together to use the education programs of the Public Health Agency of Canada and other efforts to provide information on health directly to youth (including family planning, prevention of sexually transmitted diseases, risks of smoking and drinking, the need for vitamin and other supplement programs). C 8
  - b. Recommend the RDN explore ways to assist the ongoing efforts of VIHA, Ministry of Health, and the Public Health Agency of Canada to provide preventative health education. C 8
  - c. Support and work with VIHA to help realize their Primary Health Care Strategic Plan<sup>iv</sup> and vision<sup>v</sup> by ensuring that there are adequate Primary Health Care facilities distributed throughout the Region. C 8
  - d. Support the further development of Nanaimo Regional Hospital as the main provider of Secondary and Tertiary health care. C 8
  - e. Recommend that the RDN work with VIHA and the Ministry of Health to have elected RDN Board representation on the VIHA Board of Directors. C 8
  - f. Work with the Ministry of Children and Family Development, VIHA and school districts to ensure the provision of affordable, high quality child care to support the participation of women and single parents in the work force and to provide resources for improving the outcomes for 'at risk' children.  
C 8, 10, 11, 19



- g. Support school district early childhood education and health programs.  
C 8, 9
        - h. Continue to promote the use of schools and community centres, for community-based activities. C 8, 15
  11. Reduce crime and improve safety:
    - a. Support and promote more education on crime and consequences, especially for juveniles. C 14
    - b. Promote more positive interaction between the RCMP and the public to increase mutual understanding and respect. C 14
    - c. Support the collaborative efforts of member municipalities, the Ministry of Transportation and ICBC to increase safety on the roads and at high-risk intersections (for example, through use of photo radar, mandatory provincial vehicle inspection, testing of seniors for re-licensing and road design). C 14
    - d. Promote safe environments in urban core areas through devices such as citizens on patrol and surveillance cameras.<sup>vi</sup> C 14
    - e. Encourage and support working groups on community safety to address issues including:
      - Crime prevention
      - Neighbourhood safety and emergency preparedness
      - Increasing trust and respect between seniors and youth
      - Supporting and increasing block watch programs
      - Creating 'safe' homes and businesses for seniors and childrenC 14, 15
  12. Housing: Develop strategies to increase the number of available subsidized and affordable housing units for higher needs groups (for example, low income families including single parents, those challenged with disabilities and seniors) including:
    - a. Supporting public housing projects. C 11, 12
    - b. Encouraging senior levels of government to contribute resources to provide more affordable housing. C 11, 12
    - c. Encouraging the provision of low rent housing, including housing allowances for low income families. C 11, 12
    - d. Encouraging the Province and member municipalities to provide tax credits/incentives to landlords who guarantee rent controlled housing.  
C 11, 12
    - e. Encourage the Province to provide the RDN and member municipalities with the means to collect cash in lieu of land for affordable housing from developers. C 11, 12



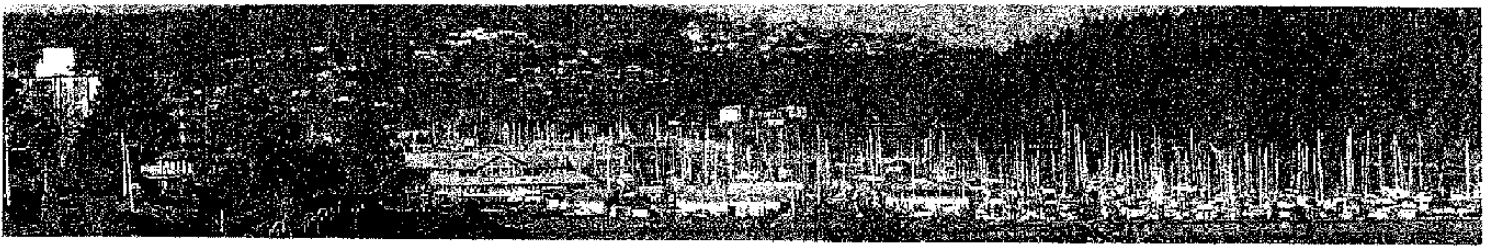
## **REGIONAL GROWTH & DEVELOPMENT**

**E**ffective planning for regional growth and development is central to the sustainability of our region. Careful management of land and resources can improve environmental integrity, community wellbeing and economic health by reducing sprawl, fostering diverse mixed-use communities that support walking and cycling and a range of compatible activities.

Many of the recommendations in this section support and reinforce existing RGS policies.

### ***2A - Actions The RDN Can Take:***

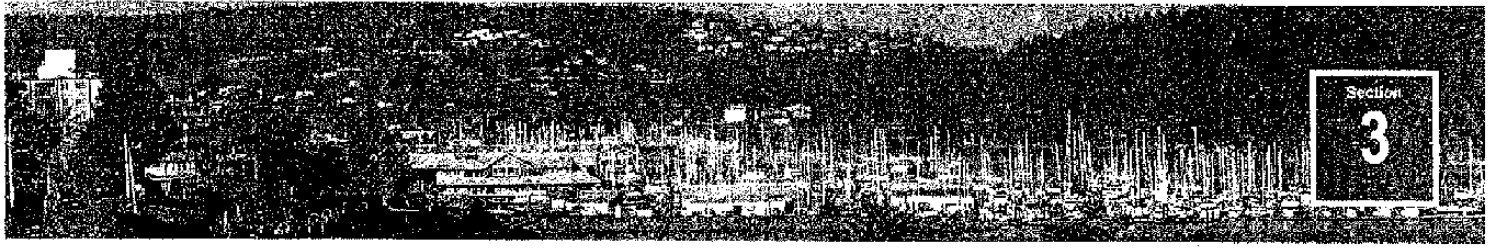
13. Ensure that the RGS is monitored and adhered to throughout the RDN and member municipalities. C 2, 6
14. Revise and then enforce the use of the RDN's 'Sustainability Checklist' to monitor and set targets to improve sustainability within the Electoral Areas and encourage the RDN member municipalities to adopt a Sustainability Checklist approach to development. C 1-7
15. Require that all new construction meet green building standards. C 5, 6, 7
16. Continue to examine the size and location of UCBs and Village Centres with a view towards maximizing densities within these boundaries and then focusing on developing planned communities within these areas, including multi-unit residential, professional and commercial buildings and attractive, pedestrian friendly urban core areas. C 6, 21
17. Provide incentives for redevelopment of land within the UCB that is currently underutilized, derelict, or contaminated. C 2, 4, 7
18. Resist applications to rezone all resource lands (including forest and farm lands) into residential lands or other land uses. C 4, 6
19. Vehicle Trip Reduction:
  - a. Continue to support the RDN's Regional Growth Strategy goals of Urban Containment and Complete Communities that result in trip reduction. C 3, 5, 6, 13
  - b. Continue to encourage efforts to use land use planning and design features that promote walking and cycling (including more bike and walking paths). Encourage the development of new trails that can be connected to existing trail systems. C 3, 5, 6, 13, 15
  - c. Continue to support land use patterns that encourage efficient bus services based on linking nodal centres along growth corridors and offer free transit passes to students to reduce private vehicle use. C 3, 13, 21



- d. Review and reduce parking requirements in zoning bylaws and consider implementing pay parking where practical to encourage increased walking and alternate transit use. C 3, 13
- e. Encourage the RDN and member municipality employees to use fuel-efficient and alternative fuel fleets/vehicles, or alternative forms of transportation, through a variety of initiatives including providing incentives. C 3, 13

***2B Actions The RDN Can Influence:***

- 20. Promote and encourage establishing targets and escalating charges for consumption of fuel, sewer, water and garbage disposal. C 1, 7
- 21. Promote and support efforts to provide education on efficient vehicle trips (for example, maximizing stops en-route, car pooling, and supporting the Province's carpool program). C 3, 13
- 22. Work with member municipalities to discourage adding lanes to existing roads (for example, no more four lane roads in Departure Bay/Hammond Bay). C 6, 13
- 23. Work with employers to develop creative, practical ways to reduce employee vehicle use (consider flex time, provision of showers for cyclists, tele-working, subsidized bus passes and encouraging living closer to work). C 3, 13
- 24. Support new transportation initiatives, (such as the harbour to harbour passenger ferry, rail and air travel – including the Nanaimo Airport expansion), which balance economic with social needs and environmental considerations. C 16, 19



## ***ENVIRONMENTAL INTEGRITY***

**E**nvironmental indicators for the Region show that the RDN has made significant progress toward environmental sustainability in several areas including waste reduction and treatment, and park land acquisition. However, there is much room for improvement in other areas including our water supply and consumption and reliance on private vehicles for transportation. Furthermore, we need to improve our knowledge and understanding of the status of our sensitive aquatic and terrestrial ecosystems with improved research and data collection.

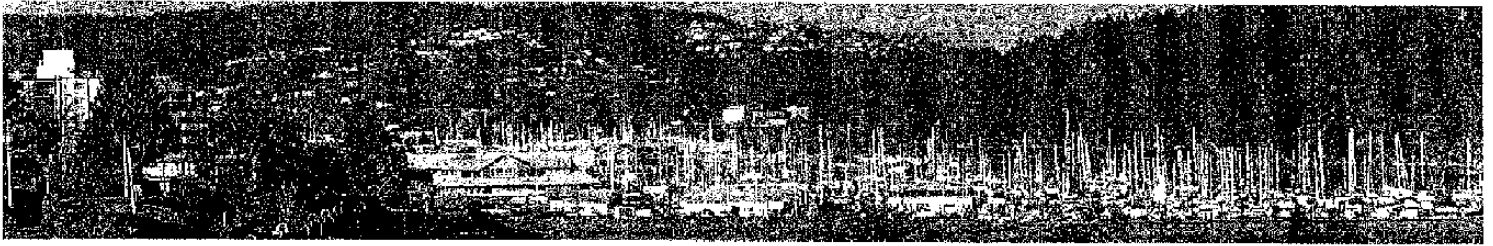
### ***3A - Actions The RDN Can Take:***

25. Strengthen RGS policies to emphasize prevention and mitigation rather than remediation to protect the environment (for example through the use of "Site Adaptive Design" principles that preserve sensitive and important ecosystems by restricting development activities to relatively non-sensitive lands). C 1-6
26. Ecosystems:
  - a. Expand the mapped inventory of important and sensitive ecosystems and features to include evaluation of their sensitivity to various types of disturbances, and prioritization for protection. C 2
  - b. Maintain this inventory, and calculate ecosystem area losses and gains from time to time, and identify any change in the health and productivity of these areas as measured by selected indicators.<sup>viii</sup> C 2
  - c. Maintain natural corridors for water, wildlife and vegetation. C 2
  - d. Purchase land that contains threatened, high priority, important and sensitive ecosystems or features, and to protect watersheds. C 2
  - e. Maintain and enhance biodiversity through the planning and maintenance of RDN parks and open spaces and increasing the area of RDN parkland through subdivisions, rezonings, donations, and acquisitions from development. C 2
  - f. Work with the Ministry of Environment to develop a comprehensive program to eradicate invasive species such as Scotch Broom and the American Bullfrog. C 2
27. Legislation and bylaws:
  - a. Educate landowners, developers, realtors and others involved in development about bylaws and development processes and other policies designed to protect ecosystems, such as the RDN Sustainability Checklist and the Riparian Areas Regulation. C 1, 2, 5, 6
  - b. Develop incentive schemes for environmentally friendly activities by both households and businesses. C 1-7





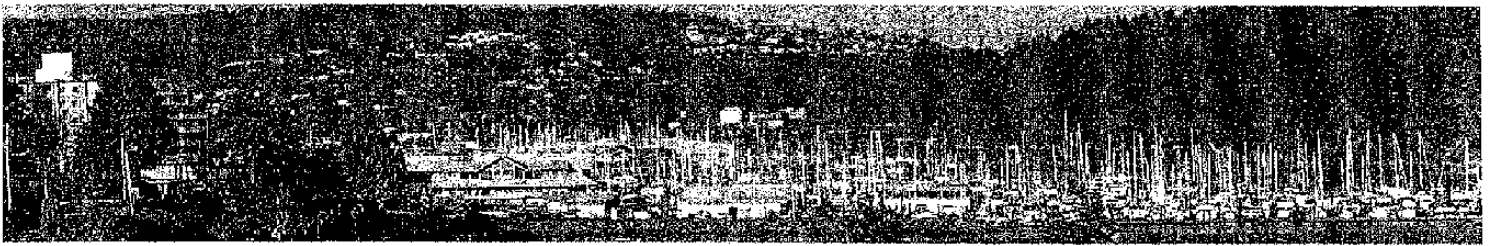
- c. Improve the process for enforcement of various environmental protection bylaws 24/7. C 1, 2, 7
  - d. Amend RDN landscaping requirements in zoning bylaws to promote xeriscaping and use of indigenous plant species. C 1, 5
  - e. Institute the building permit process throughout the RDN to ensure environmental protection measures are included in all new construction.  
C 1-7
28. Waste management:
- a. Continue to support the expansion of the RDN waste recycling efforts including food composting and recycling of garden waste. C 6, 7
  - b. Continue to investigate new technologies to reduce and re-use waste to expand the lifespan of the RDN waste facility. C 6, 7
  - c. Upgrade RDN sewage treatment plants to attain full secondary and ultimately tertiary treatment. C 1, 7
  - d. Seek out new forms of provincial or federal funding to expedite sewer construction programs. C 7
  - e. Continue to deliver public education programs to limit harmful chemicals entering the liquid waste stream through both sanitary sewers and septic systems. C 1, 7
29. In the RGS include policies to improve air quality such as:
- a. Prohibit all backyard burning and implement a compost/yard waste collection system. C 3
  - b. Prohibit logging slash burning in areas cleared for development, and encourage use of chippers and other alternatives. C 3
  - c. Encourage the replacement of older woodstoves and fireplaces with more efficient wood burning devices. C 3, 5
  - d. Promote more public awareness of air quality issues by subscribing to and promoting the Air Quality Health Index website, and educate the public on the effective use of woodstoves and fireplaces (to increase efficiency and reduce air pollution). C 3, 5
  - e. Support smoking bans in outdoor public spaces. C 8
  - f. Discourage the idling of vehicles through the implementation of bylaws, education and signage. C 3, 5
30. Water:
- a. Adopt "The Drinking Water - Watershed Protection Action Plan" (Drinking Water – Watershed Protection Stewardship Committee, September 2007) and RDN climate change reports and the policy recommendations therein.  
C 1, 2, 4



- b. Ensure that water needs for ecosystems (flora, fauna and aquatic beings), recreation and other social uses/values are part of the above Action Plan process. C 1, 2, 4
  - c. Establish watershed management committees to support a watershed-based approach to land and water use management for the protection of water and ecosystems. C 1, 2, 4
  - d. Reduce water consumption in all RDN facilities: establish reduction targets that will be achieved each year. C 1, 4
31. Energy:
- a. Set targets to reduce energy consumption by all users, at a rate of at least 1% per year. C 5
  - b. Exceed targets for conserving and reducing energy consumption in the corporate RDN workplace as outlined in the Corporate Climate Change Plan. C 5
  - c. Continue to support and if possible expand methane recovery at the RDN landfill for power generation. C 5, 7
  - d. Include policies in the RGS that encourage the use of wind, closed circuit geothermal, solar, or small-scale water based power generation for new or retrofitted development in all official community plans. C 5
  - e. Include policies in the RGS that work towards increased energy self-sufficiency in buildings and structures. C 5

### ***3B - Actions the RDN Can Influence:***

- 32. Work with a wide variety of stakeholders (including provincial and federal governments, member municipalities, First Nations, non-profits, academia and business) to develop partnerships and implement strategies to monitor, conserve, enhance and restore biodiversity in the Region, including integrating biodiversity considerations into policies related to agriculture, forestry, fisheries (including aquaculture) and urban land development. C 2, 6
- 33. Work with the Federal and Provincial Governments: (a) to adopt a biodiversity index or other suitable and standard indices, and (b) to support local public stewardship programs to monitor the health and productivity of ecosystems. C 2
- 34. Encourage the Provincial Government to create legislation requiring periodic mandatory inspection of septic systems. C 7
- 35. Encourage industry and institutions to take steps to reduce environmental impacts. C 1-7
- 36. Encourage all levels of government and industry to reduce packaging and improve efforts to recycle/re-use products that currently cannot be recycled in the RDN (such as Styrofoam, non beverage tetra packs). C 7



37. Influencing Air Quality:

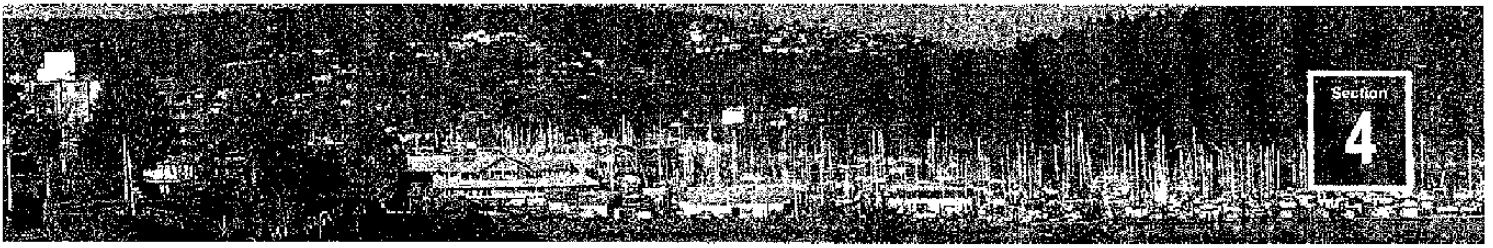
- a. Work with the Ministry of Environment to review how representative data from the single monitoring site in Nanaimo are of the Region and if necessary review the need for more monitoring sites. C 3
- b. Work with industry to reduce emissions (quality, quantity and odour).  
C 3, 7, 8
- c. Work with neighbouring jurisdictions (regional districts, municipalities and First Nations) to meet similar air quality standards. C 3, 8
- d. Support a building code review to require use of more efficient wood burning devices in new and existing buildings. C 3, 5, 8
- e. Encourage all levels of government to lead the way with creating healthy indoor air quality in government buildings. C 3, 8
- f. Encourage government, industry and business to work together to divert more transportation of goods from the roads to the railway when environmentally and economically feasible. C 3, 5
- g. Encourage the Provincial Government to implement mandatory vehicle inspections for emissions testing. C 3, 5

38. Water:

- a. Encourage a regular review of existing water licenses by the Provincial Government in order to determine the needs of different users and set targets for water use accordingly. C 1, 4
- b. Recommend all levels of government support water conservation to the greatest extent possible for all users. C 1, 4, 5
- c. Encourage water conservation and re-use practices for all government buildings and facilities (including schools/educational facilities). C 1, 4, 5

39. Energy:

- a. Support BC Hydro's Power Smart program and joint Provincial initiatives to achieve a 20 % reduction in energy use in all government facilities by 2020.  
C 5
- b. Support alternate energy initiatives by the Federal and Provincial Governments and private industry (for example small scale hydro electric power, wind, solar and closed circuit geothermal). C 5
- c. Support government initiatives to encourage use of eco-friendly, alternate fuels for private vehicles. C 5



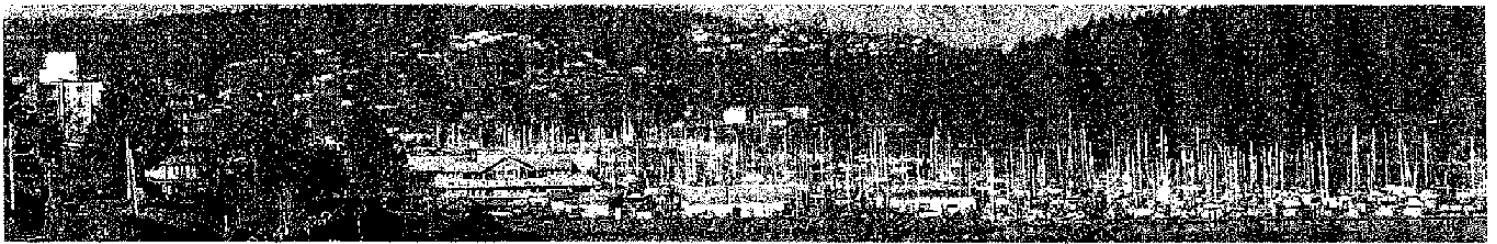
## ECONOMIC HEALTH

**A** strong and sustainable economy is vital to both community wellbeing and environmental integrity. The State of Sustainability Report showed that despite improvements, the Region is generally behind Provincial averages in most of its economic indicators. Furthermore, the data used show a trend towards increasing employment in sectors that provide lower wages. This fact directly influences the trend toward decreasing disposable income as shown by the indicator measuring 'average annual income compared to cost of living'.

The Region has recently been experiencing rapid economic growth and low unemployment largely influenced by external market forces. However there has not been any analysis of the impacts of this trend in terms of improving the disposable income and quality of life for residents, especially those working in low paying jobs.

### ***4A - Actions The RDN Can Take:***

40. Through the RGS:
  - a. Partner with member municipalities and First Nations to develop a region-wide economic development function. C 16, 18, 19
  - b. Encourage a broad and comprehensive mix of uses within village centres in the RDN and member municipalities, focused on providing employment for local residents. C 9, 10, 11, 16, 18, 19
  - c. Amend the RGS to recognize that future economic growth will likely occur in the retail service sector, health services, services targeted to an aging population, and in services related to culture and recreation. C 20, 22
41. Business development:
  - a. Promote and support a diversity of small home-based business through regulations that encourage small-scale uses that fit with surrounding residential areas. C 10, 18, 19
  - b. Encourage the diversification of service businesses into fields such as financial services and health services. C 10, 18, 19
  - c. Create new mixed-use enterprise zones that allow for a wide range of economic activities in residential/commercial/industrial areas. C 10, 18, 19
  - d. Encourage use of industrial parks for small and medium sized industries through tax breaks. C 10, 18, 19
  - e. Lobby the Provincial and Federal governments through associations such as Union of BC Municipalities (UBCM) and Federation of Canadian Municipalities (FCM) to ensure provincial and federal tax credits are

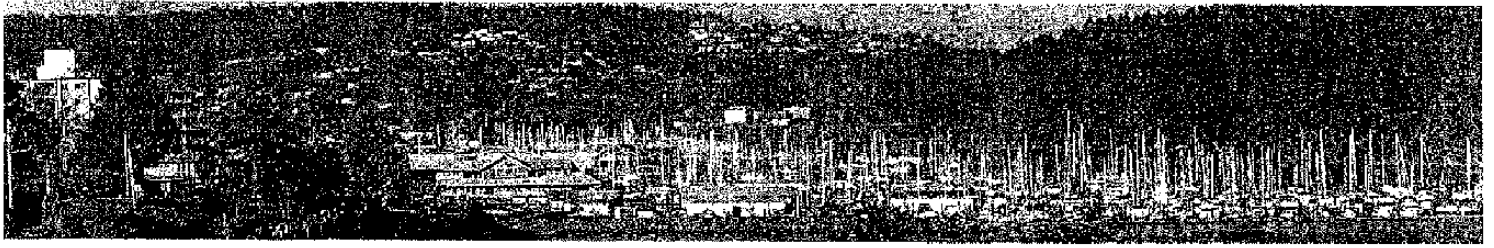


transferred back to the Region to support sustainable, environmentally sound economic development. C 16, 17

- f. Ensure that the RDN is adequately represented to the world through the lead up to the 2010 Olympics as a key location for business and investment. C 16
42. Food and Agriculture:
    - a. Support local food production and consumption. C 5, 22
    - b. Activate the RDN Agricultural Advisory Committee. C 22
    - c. Promote the development of regional farmers markets and other outlets for local farmers. C 5, 22
  43. Corporate RDN:
    - a. Implement RDN hiring and supplier policies that offer due consideration to local residents and products and services from local businesses. C 22
    - b. Foster employment opportunities for local youth by implementing corporate RDN programs to hire students and apprentices for temporary employment / co-op work programs, participating in school district sponsored career fairs and, encouraging RDN staff mentoring. C 9, 20

#### ***4B - Actions the RDN Can Influence:***

44. Work with educational and training institutions to:
  - a. Support School District efforts to encourage students to complete Grade 12. C 9, 20
  - b. Support literacy programs for both students and adults; and opportunities for adult training and retraining. C 9, 20
  - c. Work with school districts to support better career advice programs at local high schools. Involve local employers (government and private sector) in these efforts. C 9, 20
  - d. Work with trade schools, chambers of commerce and professional associations to:
    - Increase trade programs at Malaspina University-College and other schools.
    - Encourage experienced trades people, business owners and other professionals to take on the role of "Mentors".
    - Create more apprenticeship programs.
    - Make apprentice programs more attractive to employers. C 9, 20
  - e. Work with chambers of commerce and the Province to improve conditions of work, training and opportunities for entry-level workers. C 9, 11, 20



- f. Work with Malaspina University College to find local employment for graduates. C 9, 20, 22
  - g. Continue to support the concept of 'elder college' for seniors. C 9, 15
45. Goods and Services:
- a. Participate in opportunities to expand the range of local goods and services. Support province-wide initiatives to attract new economic activities to British Columbia through actions such as consolidated approval processes. C 18, 22
  - b. Support the development of business enterprise centres to support the development of small business through sharing mutual resources. C 10, 18, 19
  - c. Support the development of WiFi (wireless) networks in the member municipalities and the village centres. C 10, 18
  - d. Recommend that all levels of government purchase local goods and services whenever possible. C 22
  - e. Encourage local chambers of commerce to showcase and promote local products and services. C 22
  - f. Work with industry and government to resist the export of raw logs and increase the rotation period of timber supply areas. C 4, 6, 22
46. Food and Agriculture:
- a. Encourage local supermarkets to purchase and promote local products. C 22
  - b. Work with the Agricultural Land Commission (ALC) and Ministry of Agriculture and Lands to encourage farming on Agricultural Land Reserve (ALR) lands and agriculturally/rural zoned lands.<sup>ix</sup> C 4, 6
  - c. Work with the Ministry of Agriculture and Lands, Ministry of Environment and other agencies to promote and support sustainable farming practices. C 1-7



## ***End Notes***

<sup>i</sup> Bylaw No. 1309, June 10, 2003, Regional District of Nanaimo Regional Growth Strategy.

<sup>ii</sup> The results of this are captured in the report 'Prospering Today, Protecting Tomorrow: The State of Sustainability of the Regional District of Nanaimo' (September 2006).

<sup>iii</sup> Strengthens RGS Policy 2B – "Nodes should be designed to maximize personal safety and security".

<sup>iv</sup> The Vancouver Island Health Authority defines Primary Health Care as "the range of services individuals and communities receive on a regular, ongoing basis in order to stay healthy, get better, manage ongoing illness or disease, and cope with end of life. Different people in a variety of settings may provide primary health care services."

<sup>v</sup> VIHA's vision for Primary Health Care is: "Comprehensive, seamless and locally accessible primary health care services delivered by a network of provider teams, integrated into a regional health care system that supports our population to stay healthy, get better, manage illness and disease, and cope with end of life" (Primary Health Care Strategic Plan June 2006).

<sup>vi</sup> Consistent with RGS Policy 2B – "Nodes should be designed to maximize personal safety and security".

<sup>vii</sup> Consistent with RGS Policy 5A – "...reduce the need for automobile travel and to increase the opportunities for more environmentally-friendly modes of transportation ( e.g. walking, cycling, transit)...."

<sup>viii</sup> Consistent with RGS Policy 4B relating to identifying and understanding ESA's.

<sup>ix</sup> Consistent with RGS Goal 3C - "...encourage agricultural uses on land designated as Resource Lands and Open Space, particularly on land in the ALR.



RDN REPORT	
CAD APPROVAL <i>(initials)</i>	
EAP	
COW	<input checked="" type="checkbox"/> Jan. 8th
DEC 19 2007	
RHD	
BOARD	

MEMORANDUM

**TO:** Carey McIver  
Manager of Solid Waste

**DATE:** December 18, 2007

**FROM:** Jeff Ainge  
Zero Waste Coordinator

**FILE:** 5370-01

**SUBJECT:** Garbage and Recycling Collection Contract Extension

**PURPOSE**

To acquire Board approval to extend the RDN garbage and recycling collection contract for an additional year.

**BACKGROUND**

In 2002 the RDN executed a five year contract with Waste Services Inc. (WSI) to undertake residential garbage and recycling collection services for approximately 23,000 households in the RDN. This contract expired March 31, 2007.

In February 2007, the Board approved extending the contract for one year to facilitate the residential food waste diversion pilot project. Due to delays in starting that project, the collection of residential food waste did not commence until October 2007. The twelve month pilot project is a collaborative project involving the Regional District, City of Nanaimo and Town of Qualicum Beach. It has received 50% funding under the Federation of Canadian Municipalities Green Municipal Fund.

The food waste collection is being tested on three individual routes; one each in the Town of Qualicum Beach, City of Nanaimo, and Cedar (Electoral Area A). The actual collection is being handled by Town and City crews in Qualicum Beach and Nanaimo respectively, and by the RDN's contractor Waste Services Inc in Cedar.

One of the purposes of the pilot program is to provide information for the next garbage and recycling collection contract tender with regards to curbside food waste collection within the RDN. A further one year extension of the collection contract allows the pilot to be completed and reviewed in 2008. If the pilot proves successful, food waste diversion can be included in the next contract tender, to be completed by the fall of 2008.

Although the food waste collection project has only been underway since October 23rd, over 4 tonnes of compostable waste is being diverted from the landfill each week. Across the 1,985 households on the three routes this equates to an average of over 2kg per household per week; in excess of the amounts anticipated in the field test design. When coupled with the curbside recycling program, the food waste collection increases overall diversion from the landfill to close to 70% - well on the way to achieving the Board's target of 75% diversion by the year 2010. Staff anticipate seasonal fluctuations will become evident over the course of the year long pilot; retaining the current collection contractor is important in letting this project run its course.



Staff has negotiated terms of a contract extension with WSI. Waste Services Inc. has agreed to continue the contract under the terms and conditions of the present extension. Under the contractor fee escalation agreement, the 2008 contracted fee has increased by 3.5% over the 2007 rate.

## **ALTERNATIVES**

1. Extend the garbage and recycling collection contract for an additional year.
2. Do not extend the garbage and recycling collection contract for one year and prepare a new contract tender.

## **FINANCIAL IMPLICATIONS**

### **Alternative 1**

The 2008 Annual Budget for the RDN garbage collection and recycling program is \$2,369,875. Contractor fees account for \$1,277,775 of this budget. The other major program expenditure is tipping fees, budgeted at \$700,000. The 2008 collection fee has been increased 3.5% from the 2007 fee as per the contractor fee escalation agreement. This fee would continue until March 31, 2009.

### **Alternative 2**

Under Alternative 2, preparation of a new contract tender would mean that the current contractor would need to be retained on a month-to-month basis until the tender could be completed and a new program started.

## **INTERGOVERNMENTAL IMPLICATIONS**

Two municipalities along with the RDN are participating in the residential food waste collection pilot project. This has given staff the opportunity to build partnerships and to spread the responsibilities of operating the pilot program. For example, in addition to adding food waste to the collection stream for the City of Nanaimo route, City public works staff have taken on the role of servicing and maintaining the leased split packer collection truck. Each of the jurisdictions involved is considering food waste and yard and garden collection programs; extending the current RDN collection contract fits in with operating the pilot project for a full twelve months to gather as much useful data as possible.

## **PUBLIC RELATIONS IMPLICATIONS**

A new collection schedule will be required for each route. Several problems were identified in 2007 with the mass mail out of schedules to almost 25,000 households. Staff have worked to update route maps and customer billing information stemming from the calls received. Some customers expressed frustration at receiving only a single year schedule. While this cannot be avoided for 2008, work on a tender for a new five-year contract will take place in the coming year, which will likely result in some route adjustments. Longer term schedules can be considered for 2009 onwards.

## **CONCLUSIONS**

The five year residential garbage and recycling curbside collection contract with Waste Services Inc. expired March 2007. In February 2007 the Regional Board approved extending the contract by one year (to March 2008) to facilitate the implementation of the residential food waste collection pilot program.

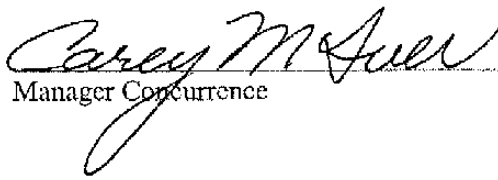
The twelve month residential food waste collection pilot project start up was delayed until October 2007. This project is collecting food and compostable kitchen waste from households on three participating garbage routes; one route each in the Town of Qualicum Beach, City of Nanaimo, and Cedar (RDN Electoral Area A). Waste Services Inc. is collecting the food waste on the participating Cedar route.

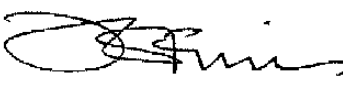
Waste Services Inc., the current garbage and recycling collection contractor has agreed to maintain the regular garbage and recycling service for an additional year and to continue participating in the food waste collection pilot project. The 2008 collection fee has been increased 3.5% from the 2007 fee as per the contractor escalation agreement.


**RECOMMENDATION**

That the Board approve an additional one-year extension to Waste Services Inc. for garbage and recycling collection services.

  
\_\_\_\_\_  
Report Writer

  
\_\_\_\_\_  
Manager Concurrence

  
\_\_\_\_\_  
General Manager Concurrence

  
\_\_\_\_\_  
CAO Concurrence

COMMENTS:



RDN REPORT	
CAO APPROVAL <i>[Signature]</i>	
EAP	
COW	<i>[Checkmark]</i> <i>Jan 8th</i>
DEC 19 2007	
RHD	
BOARD	<i>[Checkmark]</i>

**MEMORANDUM**

**TO:** Carey McIver  
Manager of Solid Waste

**DATE:** December 18, 2007

**FROM:** Jeff Ainge  
Zero Waste Coordinator

**FILE:** 5370-00

**SUBJECT:** 2008 Garbage and Recycling User Rate Amendment Bylaw

**PURPOSE**

To introduce for three readings and adoption bylaw No. 1009.11, a bylaw to amend Garbage and Recyclable Material Collection Bylaw No. 1009, to reflect the user fees in the 2008 annual budget.

**BACKGROUND**

The 2008 annual budget for the Regional District's garbage collection and recycling program consists of revenues raised by way of direct user fees. User fee revenues in this budget are estimated assuming a 2% increase in rates for 2008. Attached to this report is the associated bylaw amendment to reflect the user fees applied in the 2008 budget.

**ALTERNATIVES**

1. Adopt an amended Garbage and Recyclable Materials Collection Rates Bylaw.
2. Amend the budget and adopt an amended bylaw as necessary.

**FINANCIAL IMPLICATIONS**

The rates in the attached bylaw have been increased by 2% to reflect the user fees in the 2008 annual budget. This means that the annual user fee for weekly collection service will increase from \$117.50 to \$119.80. The annual user fee for bi-weekly collection service would increase from \$108.00 to \$110.20 and bi-weekly recycling only service would increase from \$31.75 to \$32.35. The fees remain unchanged for additional garbage tags and purchase of blue boxes.

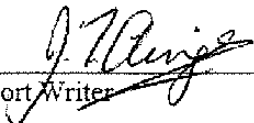
User fees account for 100% of the revenue for the Garbage and Recyclables Materials Collection program. There is no tax requisition associated with this budget. Adoption of the amended bylaw will ensure sufficient revenue to fulfill the RDN's contractual obligations. If the user fees are not amended the result will be a budgetary shortfall for 2008 which will have to be corrected with higher fees in subsequent budgets.

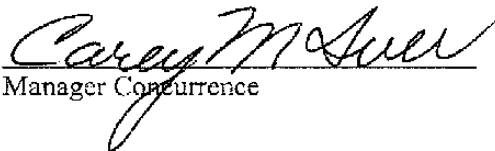
**SUMMARY/CONCLUSIONS**


User rate revenues for garbage collection & recycling are budgeted in 2008 in amounts that include a 2% rate increase. Staff recommend that the associated Garbage and Recyclables Materials Collection Rates bylaw be amended to reflect the user fees in the approved 2008 budget. Adoption of the amended bylaw will ensure sufficient revenue to fulfill the RDN's contractual obligations. If the user fees are not amended the result will be a budgetary shortfall for 2008 which will have to be corrected with higher fees in subsequent budgets.

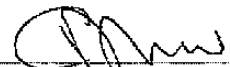
**RECOMMENDATIONS:**

1. That "Regional District of Nanaimo Garbage and Recyclable Materials Collection Rates Amendment Bylaw No. 1009.11, 2008" be introduced and read three times.
2. That "Regional District of Nanaimo Garbage and Recyclable Materials Collection Rates Amendment Bylaw No. 1009.11, 2008" having received three readings be adopted.

  
Report Writer

  
Manager Concurrence

  
General Manager Concurrence

  
C.A.O. Concurrence

**COMMENTS:**

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1009.11**

**A BYLAW TO AMEND REGIONAL DISTRICT  
OF NANAIMO GARBAGE AND RECYCLABLE  
MATERIALS COLLECTION BYLAW NO. 1009**

WHEREAS the “Regional District of Nanaimo Garbage and Recyclable Materials Collection Bylaw No. 1009, 1996”, provided for the collection of garbage and recyclable materials within the Regional District of Nanaimo;

AND WHEREAS the Board wishes to amend the rates established by Bylaw No. 1009;

NOW THEREFORE the Board of the Regional District of Nanaimo, in open meeting assembled, enacts as follows:

1. Schedule ‘A’ of Bylaw No. 1009 is hereby repealed and replaced with Schedule ‘A’ attached to this bylaw.
2. This bylaw may be cited as “Regional District of Nanaimo Garbage and Recyclable Materials Collection Rates Amendment Bylaw No. 1009.11, 2008”.

Introduced and read three times this 22nd day of January, 2008.

Adopted this 22nd day of January, 2008.

\_\_\_\_\_  
CHAIRPERSON

\_\_\_\_\_  
SR. MGR., CORPORATE ADMINISTRATION

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Chairperson

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St. Mgr., Corporate Administration

### RECYCLING AND GARBAGE COLLECTION RATES

	<b>Regional Property Owners (Basic Rates)</b>	<b>City of Parksville, Town of Qualicum Beach, District of Lantzville</b>
1. Weekly garbage and bi-weekly recycling collection: allows for setting out one garbage container on any collection day	\$119.80 per annum per dwelling unit	\$119.80 per annum per dwelling unit
2. Bi-weekly garbage and recycling collection: allows for setting out two garbage containers on any collection day	\$110.20 per annum per dwelling unit	\$110.20 per annum per dwelling unit
3. Bi-weekly recycling collection	\$32.35 per annum per dwelling unit	\$32.35 per annum per dwelling unit
4. Tags for disposal of extra garbage: allows for setting out additional garbage containers over and above those permitted under items 1 and 2	\$2.00 per garbage container	\$2.00 per garbage container
5. Recycling containers	\$9.25 each	\$9.25 each



RDN REP/URJ	
CAO APPROVAL (initials)	
EAP	
COW	✓ JUN. 8th
DEC 19 2007	
RHD	
BOARD	

MEMORANDUM

**TO:** Carey McIver  
 Manager of Solid Waste  
**DATE:** December 17, 2007

**FROM:** Jeff Ainge  
 Zero Waste Coordinator  
**FILE:** 5380-05

**SUBJECT:** School Education Program

PURPOSE

To provide the Board with information pertaining to the environmental education work being provided by the Nanaimo Recycling Exchange, and to consider a contract for school education services.

BACKGROUND

In February 2001, the RDN Environmental Services Department issued a Request for Proposals (RFP) seeking responses from organizations capable of providing a comprehensive 3-R's (Reduce, Reuse, Recycle) school education program. The Nanaimo Recycling Exchange (NRE), a not-for-profit society incorporated in the early 1990's, was the only qualified responder. They scored highly on the evaluation and were awarded a three year contract (2001-2003). The contract was valued at \$15,000 per year.

Since the expiration of the contract the NRE has continued to provide school education workshops in School Districts 68 and 69 on an annual renewal basis. This program has evolved over time to move beyond the 3-Rs to now reflect the Region's zero waste philosophy. The staff at NRE have developed an informative and interactive "Down to Earth" program consisting of a series of stand alone workshop modules covering topics such as Zero Waste, Composting, Ecology, Water Quality, Climate Change, Consumer Behaviour, Clean Energy, and Extended Producer Responsibility.

Between January 2006 and August 2007 NRE education staff presented over 260 workshops to over 6,000 school children. In addition to the school program, NRE staff had a presence at over 30 community and special events where they provided a range of recycling, waste management and environmental education information to the general public.

Up to now the education focus has been on grades K through 7. The RDN Solid Waste Department's budget and business plan for the past two years however has allocated funding for expanding into high schools. Staffing resources and funding have limited the NRE's ability to adequately meet the curriculum demands of grades 8-12. To achieve this, the NRE has proposed to take the "Down to Earth" environmental education program into high schools at an additional cost of \$15,000 per year. A number of complex interactive activities and tools such as a non-point source pollution model showing the impacts of pollution on an urban area, and the Environmental Mind Grind challenge (an inter-school quiz competition) are planned to deliver the environmental messages.

ALTERNATIVES

1. Continue supporting the environmental education work of the Nanaimo Recycling Exchange by entering into a three year contract for school programs K through 12 for School Districts 68 and 69.
2. Direct staff to prepare a Request for Proposals seeking responses from educators able to implement an environmental education program for School Districts 68 and 69.

### FINANCIAL IMPLICATIONS

The value of a contract to provide school education programs encompassing all grades is \$30,000 per year. The 2008 Solid Waste budget includes \$30,000 for education programs.

The Nanaimo Recycling Exchange has built up a sizeable resource centre and established working relationships with teachers throughout the two school districts. Well developed education modules relate to the school curriculum as well as youth organizations such as Scouts and Guides. To staffs' knowledge there are no other local organizations able to provide the breadth and depth of workshops and programs currently available through the NRE.

### INTERDEPARTMENTAL IMPLICATIONS

The RDN Utilities Department have been discussing the role that the NRE can play in promoting water conservation, such as developing a water conservation unit to take the Team WaterSmart messages into the schools. The goal of Team WaterSmart program is to provide an education program focused on reducing water waste and encouraging water conservation. Currently this is accomplished with attendance at community events, hosting a variety of water conservation based seminars and in working with community groups to identify and reduce water waste and encouraging water conservation initiatives. The NRE school program would reach a much broader audience and would work towards the Team WaterSmart goal of a region wide message on reducing water waste and encouraging water conservation.

### CITIZENS/PUBLIC RELATIONS IMPLICATIONS


In addition to providing school programs, staff at the NRE attend community and special events throughout the Region. This outreach has included mall displays, tours of the NRE facility, Earth Day events, attendance at Scout or Guide jamborees, and a presence at City or RDN hosted open houses at parks and facilities.

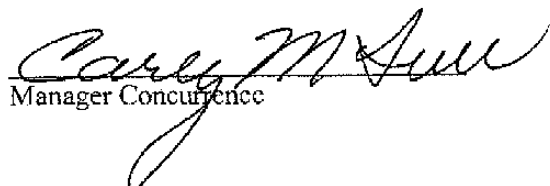
### SUMMARY/CONCLUSIONS

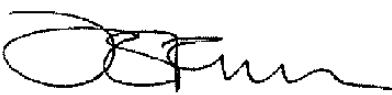
Since 2001 the Nanaimo Recycling Exchange (NRE) has provided environmental education programming to schools throughout Districts 68 and 69. For 2008, the NRE is seeking additional funding to expand the environmental education program to grades 8 through 12. The \$15,000 sought is in addition to the \$15,000 funding provided for the K through 7 school programs. The additional money will enable the NRE to deliver programming suitable for high school age children; create awareness of environmental issues, promote environmental responsibility, and challenge high school students to take a leadership role in waste reduction and sustainability.


### RECOMMENDATION

That the Regional District continues to support the environmental education work of the Nanaimo Recycling Exchange by entering into a three year contract (2008-2010) for school programs K through 12.

  
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Report Writer

  
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Manager Concurrence

  
\_\_\_\_\_  
General Manager Concurrence

  
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CAO Concurrence





CAO APPROVAL	
EAP	
COW	✓ JUN. 8TH
DEC 19 2007	
RHD	
BOARD	

MEMORANDUM

**TO:** Mike Donnelly, ASCT  
Manager of Utilities

**DATE:** December 18, 2007

**FROM:** Deb Churko, ASCT  
Engineering Technologist

**FILE:** 5500-21-01

**SUBJECT:** Utilities  
Inclusion into the Morningstar Streetlighting Local Service Area  
1029-1067 Yellowbrick Road, Electoral Area "G"

PURPOSE

To consider the request to include Lots 1-7, DL 29, Nanoose Land District, Plan VIP73094 into the Morningstar Streetlighting Local Service Area (see attached map).

BACKGROUND

The owners of the above-noted properties have petitioned the Regional District of Nanaimo (RDN) to be included in the Morningstar Streetlighting Local Service Area (LSA). The subject properties are located adjacent to each other at the east end of Yellowbrick Road, near the intersection of Wembley Road in Electoral Area G. These properties were developed at a later date than the Yellowbrick Road properties to the west, and have not received streetlighting service to date.

BC Hydro has agreed to install overhead streetlighting davits on hydro poles along the east end of Yellowbrick Road. As with each RDN streetlighting LSA, BC Hydro would charge the annual cost to operate streetlights to the RDN, and the RDN in turn would recover those costs from the residents of the streetlighting LSA in the form of taxes.

The Morningstar Streetlighting Local Service Area Bylaw No. 869, 1992 requires an amendment in order to include these properties within the taxation boundary for streetlighting service.

ALTERNATIVES

1. Accept the requests for inclusion into the Morningstar Streetlighting LSA.
2. Do not accept the requests, and streetlights would not be installed at the east end of Yellowbrick Road.

FINANCIAL IMPLICATIONS

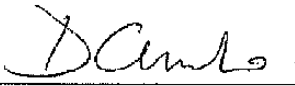
There are no financial implications to the RDN. BC Hydro has agreed to install streetlighting davits at no charge. If accepted into the Morningstar Streetlighting LSA, the annual power charges would be paid by the property owners within the streetlighting LSA at a rate of \$22.70 per \$100,000 of property assessment. No Capital Charges or DCCs apply to streetlighting service.


**SUMMARY/CONCLUSIONS**

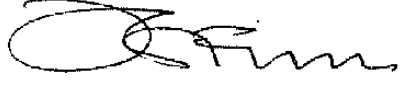
Petitions have been received to amend the boundaries of the Morningstar Streetlighting Local Service Area. BC Hydro has agreed to install overhead streetlighting davits on hydro poles at no charge. If accepted into the streetlighting LSA, the property owners would pay the annual power costs to run the streetlights.


**RECOMMENDATIONS**

1. That "Morningstar Streetlighting Local Service Area Amendment Bylaw No. 869.07, 2008" be introduced and read three times.

  
\_\_\_\_\_  
Report Writer

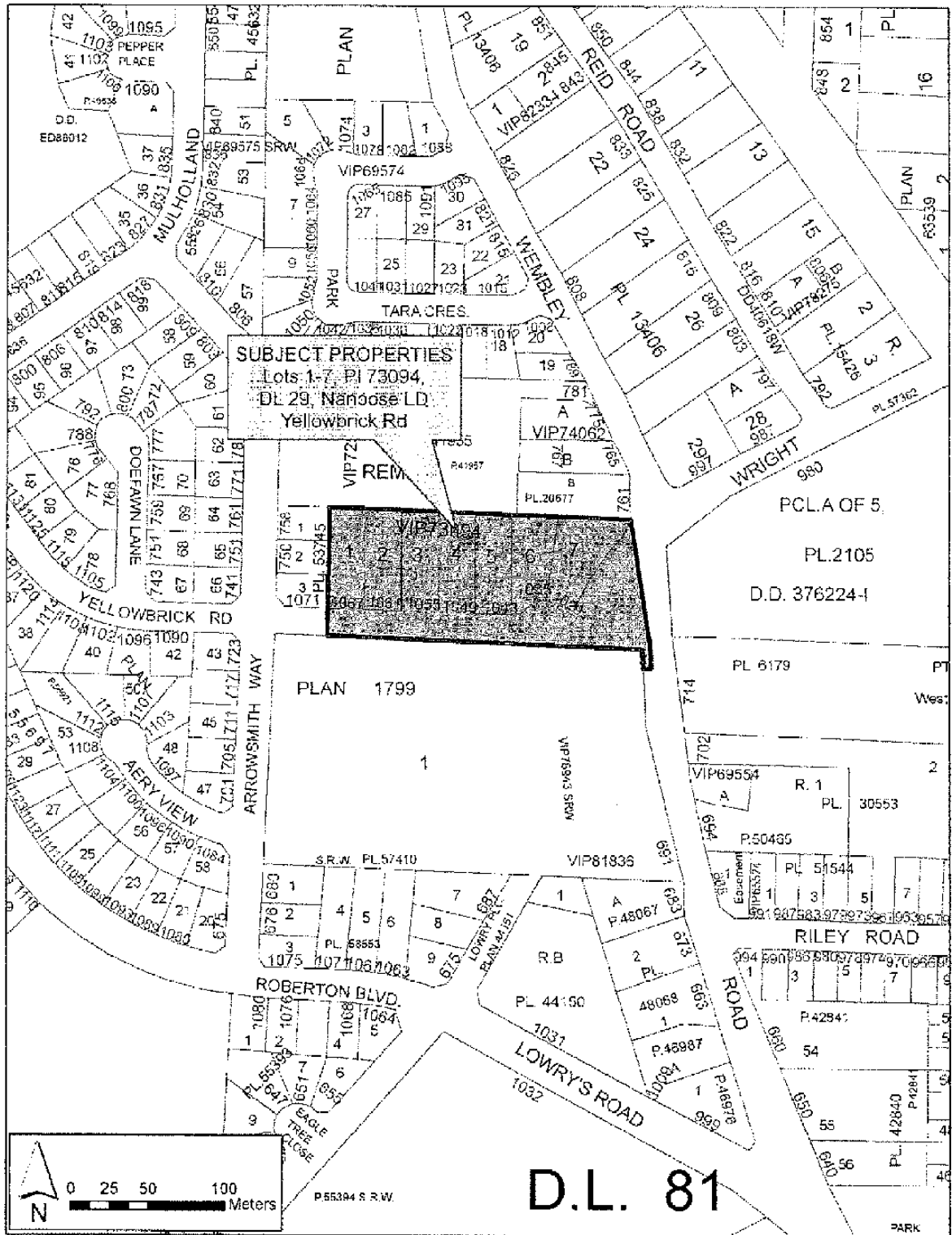
  
\_\_\_\_\_  
Manager Concurrence

  
\_\_\_\_\_  
General Manager Concurrence

  
\_\_\_\_\_  
CAO Concurrence

COMMENTS:

Figure 1 – Site Location Plan



**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 869.07**

**A BYLAW TO AMEND THE BOUNDARIES  
OF THE MORNINGSTAR STREETLIGHTING  
LOCAL SERVICE AREA**

WHEREAS "Morningstar Streetlighting Local Service Area Establishment Bylaw No. 869, 1992" established the "Morningstar Streetlighting Local Service Area" and the Board of the Regional District of Nanaimo now wishes to extend the boundaries of the local service area;

AND WHEREAS pursuant to Section 802(1)(b), consent of the Electoral Area Director has been obtained;

NOW THEREFORE, the Board of the Regional District of Nanaimo in open meeting assembled, enacts as follows:

1. The boundaries of the "Morningstar Streetlighting Local Service Area", established by "Morningstar Streetlighting Local Service Area Establishment Bylaw No. 869, 1992", are hereby amended to include those properties outlined in heavy black on Schedule 'A' attached to and forming a part of this bylaw.
2. The amended boundaries of the local service area are hereby shown as outlined on Schedule 'B' attached to and forming a part of this bylaw.
3. This bylaw may be cited as the "Morningstar Streetlighting Local Service Area Boundary Amendment Bylaw No. 869.07, 2008".

Introduced and read three times this 22nd day of January, 2008.

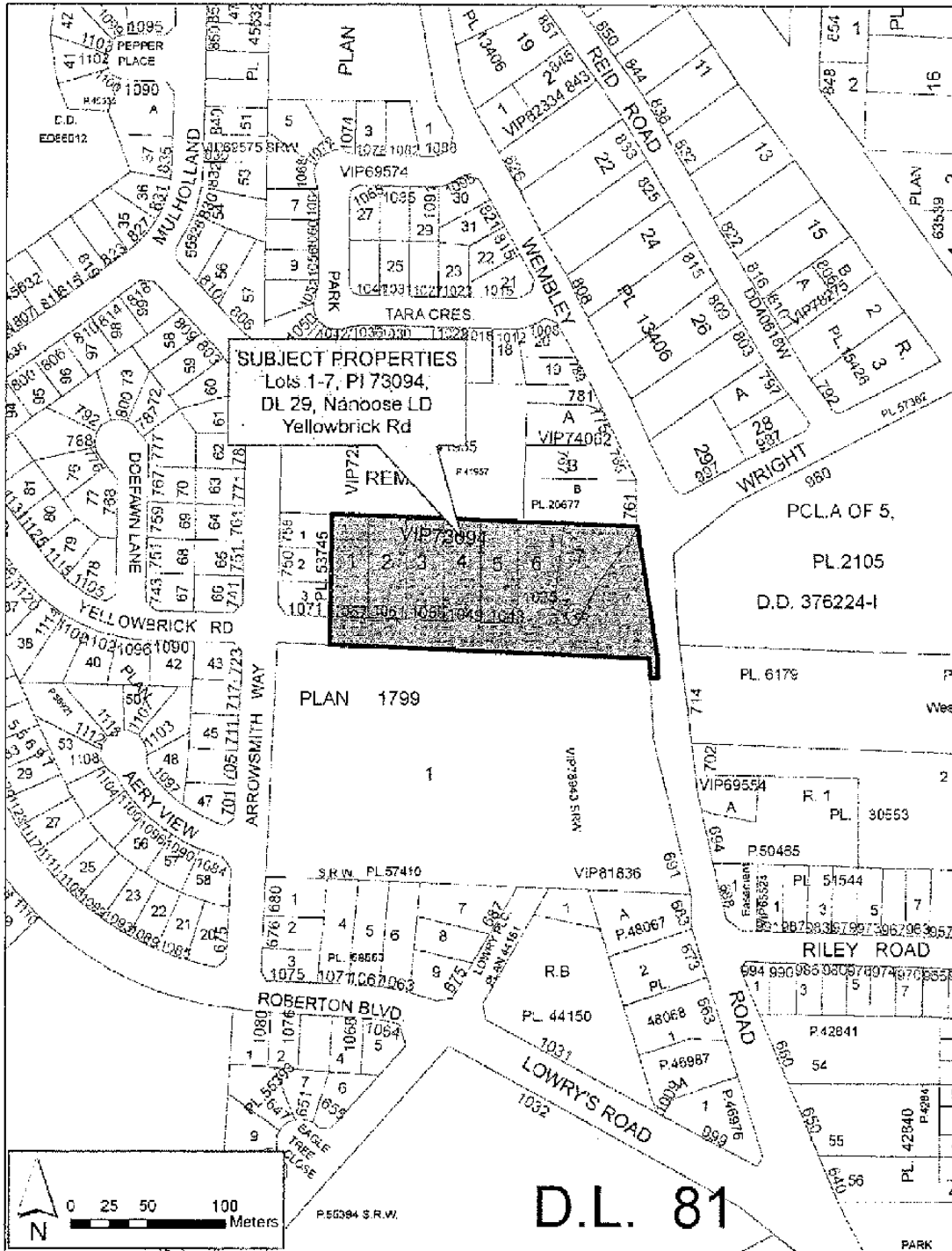
Adopted this \_\_\_\_ day of \_\_\_\_\_, 2008.

\_\_\_\_\_  
CHAIRPERSON

\_\_\_\_\_  
SR. MGR., CORPORATE ADMINISTRATION

Chairperson

Sr. Mgr., Corporate Administration



**REGIONAL DISTRICT OF NANAIMO**

**MINUTES OF THE  
REGIONAL PARKS AND TRAILS ADVISORY COMMITTEE MEETING  
HELD ON TUESDAY, NOVEMBER 6, 2007  
RDN COMMITTEE ROOM**

**Attendance:**

Director Larry McNabb, Chair  
Director Maureen Young  
Frank Van Eynde

Harrict Rueggeberg  
Peter Rothermel

**Staff:**

Tom Osborne, General Manager of Recreation and Parks  
Wendy Marshall, Manager of Parks Services  
Marilynn Newsted, Recording Secretary

**Regrets:**

Director Joe Stanhope  
Director Sandy Herle

Director Dave Bartram

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**CALL TO ORDER**

1 The Chair called the meeting to order at 12:00pm.

**MINUTES**

3 MOVED F. Van Eynde, SECONDED M. Young, that the Minutes of the Regional Parks and Trails Advisory Committee Meeting held on September 18, 2007, be approved.

CARRIED

**COMMUNICATIONS/CORRESPONDENCE**

5 MOVED F. Van Eynde, SECONDED M. Young, that the correspondence J. Lunney, MP, to Minister of Western Economic Development Re: Municipal Rural Infrastructure Fund Nash and Ridgewell Creek Bridges be received.

CARRIED

**REPORTS**

8.1 **Monthly Update of Community Parks and Regional Parks and Trail Projects for September 2007**

Ms. Marshall presented a brief overview of the report noting the following:

- The Official Opening of the Top Bridge Crossing held September 30 was well attended by the public.

- The first of two Open Houses for the Englishman River Regional Park Management Plan was held immediately following the Top Bridge Opening. The second event held October 17 at Oceanside Place also included a workshop session.
- Staff have developed some new group campsites at Horne Lake Regional Park as some old sites were flooded out.
- Staff are in talks with Timber West and Island Timberlands to review license renewal and settle boundary disputes.
- Both the Parks Planner and Park Technician positions have been filled and both staff are now working full time. Jonathan Lobb, Parks Operations Coordinator, will be away from the office for a month as he and his wife have just had their first child.
- The Tourism Program is moving ahead. Signs should be appearing in the parks in the near future.

MOVED P. Rothermel, SECONDED H. Rueggeberg, that the Community Parks and Regional Parks and Trail Projects Report for September 2007, be received.

CARRIED

## **NEW BUSINESS**

### **9.1 Englishman River Regional Park Management Plan**

Ms. Marshall reviewed the three Englishman River Regional Park Management Plan options which were presented to the public, at both the open house sessions. She noted Option A reflected minimal human impact through to Option C maximum human impact. Ideas from any of the three options may be brought forward and included in the final plan. Most people at the workshop shop session were in favour of many of the aspects of Option A. There was however, lots of discussion about horseback riding and access for horses in the park, particularly access points across the river.

### **9.2-3 Island Corridor Foundation/Permissive Tax Request**

Mr. Osborne reported the Island Corridor Foundation's request for a Permissive Tax Exemption has been granted by the Board. Staff will now work with the Island Corridor Foundation in the coming years to ensure a regional trail is included along the corridor. Mr. Osborne noted the Phase Two funding from the Tourism Grant could be used if agreed to by the Board to do a review of the corridor to establish requirements for the construction of the trail and bridges along the corridor and possibly implement a section of it.

### **9.4 Review of Development Cost Charges for Regional Park Capital and Acquisition Development**

Mr. Osborne reported the Department is in the final stages of the review of the Development Cost Charges (DCC) proposal. The DCC proposal was presented at a stakeholders meeting in September. As a result of the meeting staff revised the proposal and now have a proposed scenario for the Board's consideration, if they were to establish DCC's for regional parks.

Ms. Rueggeberg stepped out of her role as Committee Member to present a Power Point on the Development Cost Charges Review for Regional Parks.

MOVED P. Rothermel, SECONDED F. Van Eynde, that a regional parks development cost charges bylaw be considered by the Regional Board, pending further discussion with the four member municipalities, based on the recommended scenario outlined in Table 6 of the DCC Review Final Report.

CARRIED

Ms. Rueggeberg resumed her role as Committee Member.

## COMMITTEE INFORMATION

### 11.1 News Release – Hamilton Marsh

Mr. Osborne reported the attempt by the Regional District, in partnership with Ducks Unlimited Canada, to purchase Hamilton Marsh was unsuccessful. He noted the Real Estate Director for Island Timberlands stated the company is in the process of a land analysis and may change the process in how they deal with land issues. The Director did state they expect the analysis process to take about twelve months and they will contact the District upon conclusion of the review.

Mr. Osborne noted Ducks Unlimited are still very interested in the acquisition however, the majority of their contribution is time sensitive and may not be available in twelve months.

Mr. Osborne also reported the Friends of Hamilton Marsh Committee were extremely disappointed with the collapse of the purchase offer.

## NEXT MEETING

Tuesday, January 15, 2008  
12:00pm RDN Committee Room

## ADJOURNMENT

- 12 MOVED F. Van Eynde, SECONDED H. Rueggeberg, that pursuant to Section (90) (1) E of the Community Charter the Committee proceed to an In Camera meeting to consider land issues.

CARRIED

The Regular Meeting was adjourned at 12:55pm.

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Chair





RDN REPORT	
CAO APPROVAL	
EAP	
COW	
OCT 29 2007	
RHD	
BOARD	✓
RPTAC / Board	

## MEMORANDUM

**TO:** Carol Mason  
Chief Administrative Officer

**DATE:** October 29, 2007

**FROM:** Tom Osborne  
General Manager of Recreation and Parks

**FILE:**

**SUBJECT:** Review of Development Cost Charges for Regional Park Capital and Acquisition

### PURPOSE

To report on the review of implementing Development Cost Charges for future regional parks and trails.

### BACKGROUND

The Regional Parks & Trails Plan 2005-2015 identified the potential for Development Cost Charges (DCCs) to be charged on new development for the provision of regional parks and trails, and recommended that the Recreation and Parks Department examine the potential for instituting DCCs for future regional parks and trails acquisition. The Regional District currently collects DCCs for sanitary sewage collection and treatment and for bulk water service in some parts of the District. Parks would be a new DCC strategy for the Regional District. DCCs for park acquisition and improvement are common at the municipal level. However, while some regional districts (e.g., the Central Okanagan Regional District) have instituted DCCs for rural area community park acquisition and improvements, no regional districts in B.C. have established DCCs for regional parks.

At the December 12, 2006 Inaugural Board meeting the following resolution was approved:

*"That Regional District investigate the development of a Regional Parks DCC bylaw to be included in the 2007 work plan."*

In February 2007, Lanarc Consultants Ltd. was retained by the Regional District to undertake the review. Working in conjunction with RDN staff, the following steps of the review were taken over the course of the year:

- Researched the context for regional park DCCs in the RDN: its basis in the *Local Government Act*; comparable park DCCs in other local governments in B.C.; and the status of DCCs in the electoral areas and municipalities in the Region.
- Defined the variables to be used in determining a DCC for regional parks.

- Generated a series of scenarios to test various assumptions regarding the variables. The scenarios were intended to provide insight into the practicality of establishing DCCs for regional parks in the RDN, and to help define reasonable values for these variables.
- Developed a working discussion paper that presented the results of steps 1 to 3 and distribute it for review by relevant "stakeholders" – representatives from the RDN Board and staff, the Regional Parks and Trails Advisory Committee, member municipalities and the real estate/development community.
- Held a working luncheon session with these representatives to discuss the concept of regional parks and trails DCCs, and review the scenarios and assumptions regarding variables.
- Based on the feedback from these stakeholders, the attached report was completed and recommendations for next steps in pursuing a DCC program for regional parks and trails.

Of the stakeholders canvassed in this project, no group expressed outright opposition to the idea of DCCs for regional parks and trails. It is interpreted that this implies the general acknowledgement of the benefits of a regional park and trail system to the Region's population – both within and outside municipalities.

There is however some concern about adding to the DCC 'load', particularly in the municipalities, and its effect on housing affordability and development patterns. Increasing DCC costs in urban centers makes development in outlying electoral areas, where DCCs are lower or nonexistent, appear more attractive. This would also conflict with the goals of the Regional Growth Strategy to limit sprawl and to focus future development in growth nodes.

There is also the fact that the four municipalities already charge park DCCs for their municipal park and trail systems, whereas the RDN does not charge DCCs for community parks in the electoral areas. This further skews land development costs in favour of the electoral areas.

In addition, the municipalities view some of their municipal parks as 'regionally significant' in that they draw a high proportion of users from outside their boundaries. Municipal representatives have suggested that the costs for major improvements to these regionally significant parks could be included in the calculation of a regional park DCC.

In dealing with the above inter-municipal matters, the consultants are recommending in the Final Report the following:

- a) A proposed regional parks and trails DCC should be applied throughout the Region, in both the member municipalities and the electoral areas.
- b) A proposed regional parks and trails DCC should not add significantly to the DCC load that already exists in the member municipalities. Lanarc suggest keeping any proposed DCC below 5% of the average total DCCs across all 4 member municipalities. At current DCC levels (see Table 3), this would suggest a maximum regional parks DCC for a single family dwelling in the range of \$600-700.
- c) To help to level the playing field for land development costs between the municipalities and the electoral areas (as they relate to supporting future parks and trails), the Regional District should consider developing DCC charges for community parks in the electoral areas.

- d) Once the basic DCC program is operational, the Regional District should also look at criteria and methods for including major capital improvements to 'regionally significant' municipal parks in the calculation of regional parks and trails DCCs.

Staff propose that a meeting with senior staff from the four municipalities be conducted to further review the four areas shown above and to discuss in general terms other implications relating to the possible implementation of regional park DCCs. It should be noted that other DCC reviews are currently underway in some of the member municipalities and sewer DCCs are under review by the Regional District.

In addition, there is a need for the Regional Board to review and discuss the percent benefit to existing residents to include a potential DCC Bylaw. It is generally recognized that existing residents will benefit substantially from future parks. The proposed recommended ratio of 30% implies that existing residents should pay about 1/3 the costs of future park and trail acquisitions and improvements. It is noted in the report that this factor is largely a political decision that requires further deliberation.

**ALTERNATIVES**

1. That a regional parks DCC bylaw be considered by the Regional Board, pending further discussion with the four member municipalities, based on the recommended scenario outlined in Table 6 of the DCC Review Final Report and as shown below:

DCC Variable	Proposed Value
Time horizon	30 years
"Sites of interest" to be included	All sites (i.e. priorities 1,2 and 3)
Projected property costs for sites of interest	Assessed value (BCAA)
Land acquisition multiplier	1.5 (private), 0 (Crown)
Survey, legal, appraisal, other costs	\$10,000 per parcel
Park improvements average annual budget	\$400,000
% Funding from other sources	40%
% Benefit to existing residents	30%
Assist factor	1%
Annual population growth rate	2%
Dwelling densities	2.5 per single family dwelling 1.7 per multiple family dwelling 1.2 per congregate care unit

2. That a regional parks DCC bylaw be considered by the Regional Board, pending further discussion with the four member municipalities, based on an alternative scenario shown in Table 5 of the DCC Review Final Report.
3. That no further action be taken on the development of a regional parks DCC bylaw at this time.

## FINANCIAL IMPLICATIONS

The current acquisition sites of interest for regional parks have a combined assessed valued of approximately 65 million dollars or 35 million dollars when Crown Lands are not included.

Should the Regional Board implement a DCC bylaw, DCC funding could be applied, based on rates agreed to and set by the Board, to further advance the capital and acquisition program.

Based on some assumptions of housing demand for the next thirty years, a rough estimate on total DCC revenues collected under the Alternative 1 recommended scenario would be 13.9 million dollars over the next thirty years, or \$464,000 per year. Applying the values of to the recommended scenario would provide for a DCC rate of \$609 per single family dwelling or \$414 per multiple family dwelling. Should the Board choose an alternative scenario, Table 5 in the DCC Review Report provides a summary detail on the range of DCC rates accordingly.

If the Board decides not to pursue the development and implementation of a regional parks DCC bylaw, the current funding model will raise approximately 3.95 million dollars by 2013, or 20 million dollars over the next thirty years, to finance the capital and acquisition plan with no additional funding that would be have been provided from a Regional Parks DCC bylaw. Without the additional funding that a Regional Parks DCC would generate, the advancement of the acquisition program would be limited accordingly.

## CONCLUSIONS

Regional District's are authorized under the *Local Government Act* to levy Development Cost Charges (DCCs) to assist in providing expanded or new services as a result of growth and development. The current Regional Parks and Trail Plan 2005 – 2015 recommended that the RDN examine the potential for implementing DCCs for future regional parks and trails. Parkland DCC's are fairly common in municipalities, however, there is no current example of a DCC for regional park purposes in BC.

In February 2007, Lanarc Consultants Ltd. was retained by the Regional District to undertake the review. Working in conjunction with RDN staff, the review of Regional Parks DCCs has been done and the attached Final Report has been completed with recommendations for next steps in pursuing a DCC program for regional parks and trails.

When the stakeholder groups were consulted at a meeting in September, no group expressed outright opposition to the idea of DCCs for regional parks and trails. It is interpreted that this implies the general acknowledgement of the benefits of a regional parks and trails system to the Region's population – both within and outside municipalities.


It is therefore recommended by staff that a regional parks DCC bylaw be considered by the Regional Board, pending further discussion with the four member municipalities, based on the recommended scenario outlined in Table 6 of the DCC Review Final Report.

As part of the discussion with the municipal members, the parties will also consider criteria and methods for including major capital improvements to 'regionally significant' municipal parks in the calculation of regional parks and trails DCCs.

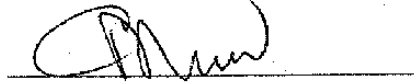
Staff also recommend that should a regional parks DCC be implemented, that the Regional District consider developing DCC charges for community parks in the electoral areas.

**RECOMMENDATION**

That a regional parks development cost charges bylaw be considered by the Regional Board, pending further discussion with the four member municipalities, based on the recommended scenario outlined in Table 6 of the DCC Review Final Report.



Report Writer



C.A.O. Concurrence

# Development Cost Charges for Regional Park Acquisition and Improvement



A Study for the  
Regional District of Nanaimo

Final Report  
October 2007



**Acknowledgements**

The authors extend gratitude and thanks to Tom Osborne and Wendy Marshall (RDN Recreation and Parks Dept.) for their oversight and contributions to this project. Special thanks also goes to Nancy Avery (Finance and Information Services Dept.) and Paul Thompson (Development Services Dept.) for providing background information and valuable comments.

We also thank the participants in the September 19<sup>th</sup> Workshop and the members of the Regional Parks and Trails Advisory Committee for their review and input at critical points in the project.

Harriet Rueggeberg and David Reid  
Lanarc Consultants Ltd.

# Development Cost Charges for Regional Park Acquisition and Improvement in the RDN

## Analysis and Recommendations

October-07

Acknowledgements

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### ATTACHMENTS:

Table 1: Comparison of Parks Development Cost Charges across BC Local Governments

Table 2: DCCs charged in the RDN Electoral Areas

Table 3: DCC Comparisons among RDN Municipalities

Table 4: RDN Future Regional Park "Sites of Interest" - Assessments

Table 5: Regional Parks DCC Study - Comparative Scenarios + 5 scenario summaries



Appendix 1: DCC Calculation Model - Scenario Summaries

Appendix 2: Proposed Regional Parks and Trails Development Cost Charge – Notes from Luncheon  
Workshop 19 September 2007

## 1. Introduction

Since its inception in 1995, the Regional Parks and Trails system in the Regional District of Nanaimo (RDN) has grown to 9 regional parks covering 670 hectares and some 60 km of regional trails. For the most part, regional parks are larger parcels of land outside urban areas, have limited facilities and emphasize environmental protection and outdoor recreation in natural settings. The regional parks and trails are intended to coordinate with municipal, provincial and federal park systems, and to link communities to each other as well as to outlying areas.

The Regional Parks & Trails Plan 2005-2015 identifies the potential for Development Cost Charges (DCCs) to be charged on new development for the provision of regional parks and trails, and calls on the RDN to "examine the potential for instituting DCCs for future regional park and trail acquisition."

The RDN currently collects DCCs for sanitary sewage collection and treatment and for bulk water service in some parts of the District; parks would be a new DCC strategy for the RDN. (Note that while it is responsible for community and local parks in the seven electoral areas, the RDN has not as yet established park DCCs for those areas.)

DCCs for park acquisition and improvement are common at the municipal level. However, while some regional districts (e.g., the Central Okanagan Regional District) have instituted DCCs for community park acquisition and improvements, no regional districts in B.C. have established DCCs for regional parks.



Descanso Bay Regional Park

### 1.1 Objective and Methodology

The objective of this project was to define the basis and explore options for establishing regional park DCCs for new development in the Regional District. The approach was to develop a series of scenarios based on different assumptions regarding future development and regional park acquisition and improvements in the Region.

As such, the project consisted of the following steps:

1. Research the context for regional park DCCs in the RDN: its basis in the *Local Government Act*; comparable park DCCs in other local governments in B.C.; and the status of DCCs in the electoral areas and municipalities in the Region.
2. Define the variables to be used in determining a DCC for regional parks.
3. Develop a DCC calculation model and generate a series of scenarios to test various assumptions regarding the variables used in the model. The scenarios were intended to provide insight into the practicality of establishing DCCs for regional parks in the RDN, and to help define reasonable values for these variables.
4. Develop a working discussion paper that presented the results of steps 1 to 3 and distribute it for review by relevant "stakeholders" - representatives from the RDN Board and staff, the Regional Parks and Trails Advisory

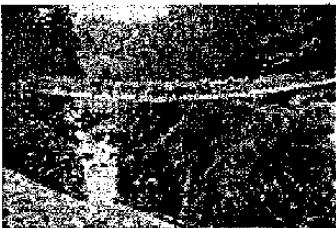
Committee, member municipalities and the real estate/development community.

5. Hold a working luncheon session with these representatives to discuss the concept of regional parks and trails DCCs, and review the scenarios and assumptions regarding variables.
6. Based on the feedback from these stakeholders, generate this report and recommendations for next steps in pursuing a DCC program for Regional Parks and Trails.

## 2. Background - Funding Regional Parks & Trails

There are various ways in which local governments can acquire land for parks and trails and the funds to improve them:

- Property taxes – A portion of annual property taxes (as a percentage of assessed value) can be dedicated to parks, on the premise that each landowner will benefit from, and therefore should contribute to, the acquisition and improvement of parks.
- Amenity negotiation at time of rezoning – a local government may recommend that a developer provide land or fund facilities (trails, benches, buildings, etc.) as part of a ‘community amenity package’ negotiated when a developer applies to rezone a property to allow a different land use or higher density.
- 5% dedication at time of subdivision - the *Local Government Act* allows local governments to require developers to dedicate 5% of the land area being subdivided for park purposes, or to provide a cash value equivalent to the 5% land area (“cash in lieu” option).
- Donation of land or money for parkland – Local governments can issue tax receipts for such donations. For example, Descanso Bay Regional Park was acquired through a partial land donation/partial purchase from the Coastal Community Credit Union.
- Donation of supplies and/or in-kind services for park improvement – e.g., a local business donating material and labour to build a playground.
- Grants from senior government or institutions for natural area preservation or recreational development - e.g., the \$500,000 Top Bridge Crossing was completed with 50% funding from the Provincial Community Development Initiative. Additional contributors included the City of Parksville and numerous individual donors and area businesses that helped fundraise for the bridge.
- Cost-sharing with government agencies and nongovernmental organizations - the RDN has been successful in partnering with organizations such as Ducks Unlimited, the Land Conservancy of BC, Nature Trust of B.C. and Ministry of Environment in cost-sharing the acquisition of several regional parks – e.g., Nanaimo River Regional Park, Little Qualicum River Estuary Conservation Area, and Englishman River Regional Park and Conservation Area. A management agreement then allows the RDN to manage the land as a regional park subject to criteria specified in the agreement.



Haslam Creek bridge on the TransCanada Trail

- Lease agreements – rather than acquiring the land for regional trails, the RDN typically negotiates access across private lands (particularly lands held by timber companies) in the form of a long term lease and management agreement
- Finally, development cost charges on new development.

The RDN uses all of these methods for acquiring and developing regional or community parks and trails, with the exception, as yet, of development cost charges.

## 2.1 Development Cost Charges

Development cost charges (DCCs) are fees that municipalities and regional districts choose to collect from new development to help pay the cost of off-site infrastructure services that are needed to accommodate growth. The authority to charge DCCs is defined under the provincial *Local Government Act*, specifically sections 932-937.

DCCs are applied as one-time charges against residential, commercial, industrial and institutional developments. DCCs are usually collected from developers at the time of subdivision approval in cases where such approval is required. Where a parcel is not being subdivided prior to development, the charges are applied at the building permit approval stage.

### Types of DCCs

Local governments are limited in the types of services for which they may charge DCCs and that they can fund using DCC revenues. Specifically, DCCs may be used to help offset costs associated with the provision, construction, alteration or expansion of:

- roads, other than off-street parking;
- sewer trunks, treatment plants and related infrastructure;
- waterworks;
- drainage works; and
- park land and parkland improvements (sec. 935-936).

### DCCs for Parks and Trails

A plan that sets out park land acquisition and improvement priorities is needed in order to calculate park DCCs. Regarding park improvements, works for which DCCs can be calculated are limited to<sup>1</sup>:

- fencing;
- landscaping, which includes the construction of playing fields (leveling ground, planting grass and other plant material), but does not include the construction of parking lots or access roads;
- drainage and irrigation, including sprinkler systems;
- trails;
- restrooms and changing rooms;

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<sup>1</sup> B.C. Ministry of Community Services. 2005. *Development Cost Charge Best Practices Guide 3<sup>rd</sup> Edition*. P. 2.25 and 7.13.



Englishman River Regional Park and Conservation Area



Benson Creek Falls Regional Park

- playground equipment and playing field equipment, including swings and slides, but does not include buildings or structures such as dugouts, bleachers, or field houses or installation of lighting. It also does not include the construction of tennis or basketball courts, baseball diamonds, (running) tracks or the installation of lighting systems.

There are several things for which park DCCs cannot be charged or used:

- park maintenance or operations.
- other types of services that are affected by community growth, such as recreation programming, policing, fire and library services.
- past deficiencies in parkland – i.e., to acquire parkland in older areas that are not experiencing new development; DCC monies may be used to acquire park land in older areas experiencing redevelopment such as the conversion of single-family neighbourhoods to multi-family development. DCC funds may also be applied to parkland that provides community-wide benefit derived as a result of new development experienced throughout the community.

## 2.2 How DCCs are Determined

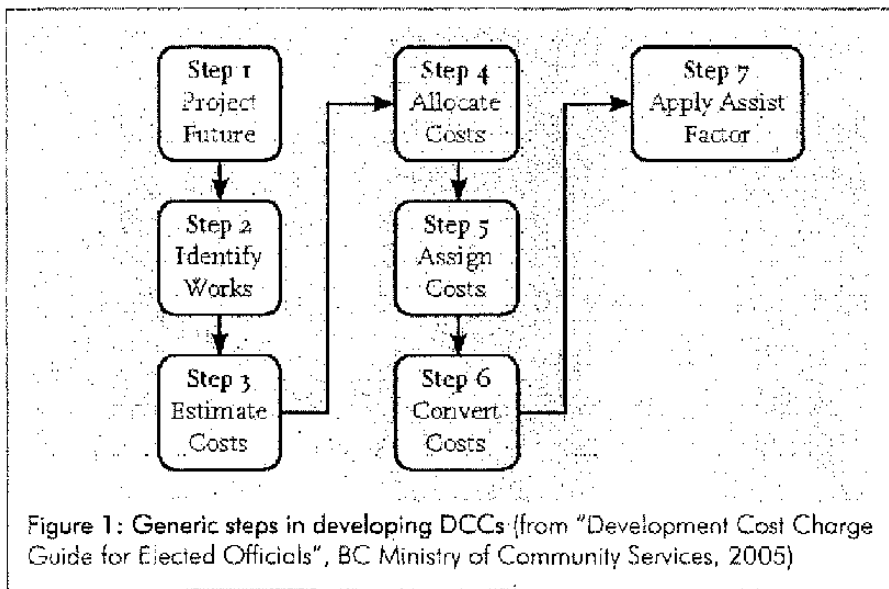
There are different approaches to calculating DCCs, but some steps are common to most DCC processes (Figure 1):

1. Project how much development will occur over a specified time period (e.g., 10, 20, 30 years). Often this projection is based on an expected rate of population growth (e.g., 2% per year) that is then translated into the types and number of units of development (single family, townhouse, apartment, etc.) that are expected to be built to support that additional population.
2. Determine the specific infrastructure that will be required to accommodate that growth. For parks, this may be based on some 'standard' (e.g., hectares of parkland per 1000 population), or it may be based on priority lands and improvement projects identified in a parks master plan.
3. Estimate the cost of providing that infrastructure. For parks and trails, it may be property assessments and cost estimates for major park and trail capital improvements.
4. Allocate portions of the costs to growth (projected new users) versus existing users. Most infrastructure, including parks, will benefit both new and existing populations. Growth is expected to pay only for the portion of the infrastructure that it requires; existing population is expected to pay the remainder through taxes or user charges.
5. Assign the growth-related costs to different types of growth that are expected – residential, commercial, industrial and institutional. For parks, many local governments assume that industrial and institutional development will not be beneficiaries, and therefore, assign costs only to residential and potentially commercial development.

6. Convert costs into DCC rates. DCCs are typically charged on the following bases:

Per lot	Single family residential
Per unit	Multi-family residential, mobile home parks, campgrounds
Per square meter (m <sup>2</sup> ) gross building floor area (GBFA)	Multi-family residential, commercial, industrial, institutional

7. Apply an "assist" factor required under the *Local Government Act*, which is the contribution that the existing population is expected to provide to assist future growth in paying its portion of future infrastructure costs. The assist factor reduces the DCC rates by a certain proportion chosen by the local government; under the Act, the level must be at least 1%.



Besides meeting the criteria set out in the *Local Government Act*, the estimates of future park and trail acquisition and improvement costs used for DCC purposes must be clear and defensible. The variables over which a local government has some discretion when developing a DCC program are:

- The time period over which to project growth and calculate DCCs.
- Whether to apply DCCs uniformly across all areas or to define different DCCs for different areas. This may depend on whether some areas will benefit more from a particular DCC project than others, or in the case of 'hard' infrastructure like roads or water lines, whether the local government wishes to encourage development in some areas over others.
- Which types of development (residential, commercial, industrial, institutional) to which DCCs should be applied.
- The allocation of costs to existing population versus future growth.
- The amount of the assist factor.

### 2.3 Examples of Park DCCs from other Jurisdictions

To get a sense of park-related DCC rates in B.C., Table 1 (attached) provides a summary of park DCCs applied across the province as of June 2006. Some highlights are:

- For single-family residential lots, park DCC rates range from a high of over \$8000/lot in the Township of Langley to a low of \$650 in Parksville (though the latter is currently under review).
- Of the municipalities in the RDN, Qualicum Beach charges the highest DCCs for parks, at \$3675.00.
- Of the 27 regional districts in the province, only two - Central Okanagan and North Okanagan Regional Districts - have created park DCCs of \$1,144 and \$2,844 respectively. However, these are related to community and neighbourhood level rather than regional parks.



Home Lake Regional Park

### 2.4 DCCs in the RDN

It is important to know the current DCC context in the Region, and how much an additional DCC might add to the DCC load.

#### **Electoral Areas**

The RDN charges DCCs for sanitary sewer and bulk water supply in parts of the Regional District where it provides these services. Table 2 (attached) summarizes the DCC rates charged in these areas. There are also several improvement and waterworks districts and private utilities that may charge DCCs (or their equivalent), which are not reflected in Table 2.

#### **Member Municipalities**

A factor that was considered in this study is whether regional park DCCs should be applied throughout the Region (i.e., in the member municipalities and electoral areas) or just the electoral areas. Obviously, municipal residents benefit from regional parks as much as electoral area residents. Including the four municipalities would be very advantageous to regional park funding, considering the much larger development market that could be drawn upon. The four municipalities already collect DCCs for regional sanitary services for the RDN, so there is a precedent and process in place for administering regional DCCs at the municipal level.

Table 3 (attached) provides a summary of all DCCs – i.e., parks as well as sanitary, drainage, water, roads and water – charged by the four municipalities in the RDN. Comparing the figures for single family lots, total DCCs range from \$12,542 in Parksville to just over \$16,500 in Qualicum Beach.

### 3. Scenarios for Regional Park DCCs in the RDN

Generating sample scenarios for regional park and trail DCCs required the following steps:

- Estimate the value of future park acquisitions and park and trail improvement costs.
- Identify the variables needed to calculate DCCs and define a range of possible values for those variables.
- Estimate future population growth and household sizes for different types of development.



Mt. Arrowsmith Massif proposed park

#### 3.1 Future Park Acquisition Costs

A list of 'sites of interest' for future regional parks was compiled based on the Regional Parks and Trails Plan 2005-2015, past Regional Park plans and more recently identified properties of interest. A priority of 1, 2 or 3 was assigned to each site based on criteria for future park acquisition specified in the Regional Parks and Trails Plan (page 29). These criteria include: priority sites from past regional park plans; regional significance; level of public interest; landscape and ecosystem representation; and availability for acquisition (owner willingness). An additional criterion of accessibility – whether the site is or can be readily accessed and complements the existing regional park and trail network – was also considered.

The assessed values for parcels containing these sites were compiled from BC Assessment Authority records for 2006. The assessed values of government-owned (Crown) properties were included, where they exist. This generated a total assessed value of about \$65 million for all sites of interest, \$35 million excluding Crown lands – see Table 4 (attached).

It was assumed that new regional trails would be acquired through lease/management agreements rather than property acquisition.

#### 3.2 Park & Trail Improvement Costs

Park improvement costs are based on planned capital projects that are eligible for DCC funding. At the moment, the RDN budget structure does not make a clear distinction between regional park operating and capital improvement budgets, with the exception of future costs for bridges needed to complete the regional trail network.

Therefore, for the purposes of these scenarios and based on past major capital projects (mostly bridges), an assumption was made that an annual budget for regional park improvements might range from \$500,000 (conservative estimate) to \$3 million (optimistic estimate).

#### 3.3 DCC Calculation Model Variables

To create scenarios for DCCs, a DCC calculation model, in the form of an Excel spreadsheet, was developed that allowed different values to be assigned to the following variables:



Variable	Explanation	Range used in Scenario building
Time horizon	The timeframe over which population growth as well as park acquisition and improvements are projected.	10 to 30 years
Priority Sites to be acquired	The sites of interest to be acquired in the designated time horizon.	Priority 1 only; 1 + 2; and 1 + 2 + 3.
Land Acquisition multiplier	A factor to estimate the potential appraised or 'market value' (and hence, purchase price) relative to the assessed value. Different multipliers could be applied to Private and Crown land (federal or provincial) on the assumption that private land would usually have to be purchased at market value, but Crown land could be acquired by means other than full purchase.	For Private lands: 0.5 (i.e., purchase price = 1/2 of assessed value, assuming partial acquisition via donation and/or amenity zoning) to 3 (purchase price = 3 X assessed value). For Crown lands: 0 (land is handed over to RDN for park purposes) to 1 (sold to RDN for assessed value).
Park Improvements average annual budget	Assumed, based on past annual expenditures and knowledge of some major upcoming capital projects (primarily bridges).	\$500,000 to \$3 million
% Funding from other sources	Percentage of funds assumed to be acquired through grants, donations, and volunteerism (in kind). <sup>2</sup>	10% to 50%
% Benefit to existing residents	Required by the <i>Local Government Act</i> , the portion of total costs to be paid by existing residents (who will also benefit from new parks and improvements).	10% to 50%
Assist factor	Also required by the <i>Local Government Act</i> , the contribution by the existing population to assist future growth in paying its portion of DCC infrastructure costs.	1% to 3%
Annual population growth rate	See discussion below.	2% to 3%

### 3.4 Population Growth and Dwelling Densities

Estimates of current populations for the RDN as a whole as well as for the 4 municipalities and the 7 electoral areas were determined from Statistics Canada census data for 2006.<sup>3</sup> The RDN's population in 2006 was 138,631. Over the past 25 years, the Region's population has grown 79% or an average of about 3% per year. BC Statistics projects a growth rate of about 2% per year over the next 25 years.

<sup>2</sup> The *Development Cost Charge Best Practices Guide* (Min. Community Services, 2005) suggests that contributions from grants should not be included unless they are already approved; however, in the interests of reducing DCC rates and given the RDN's success in funding partnerships, this variable is included in the DCC calculation model.

<sup>3</sup> Statistics Canada. 2007. *Nanaimo, British Columbia 2006 Community Profiles*. 2006 Census. Released March 13, 2007.

For the purpose of the scenarios, a 2% or 3% annual growth rate was applied for the entire Region. This population growth rate may be low for some parts of the Region and high for others.

It was assumed that DCCs would be charged on single-family, multiple-family and congregate care residential development, and that each form of residential development represented the following average number of people per unit:

- o Single-family dwelling - 2.5 persons/lot.
- o Multiple family dwelling - 1.7/persons/unit.
- o Congregate care dwelling - 1.2/persons/unit.

### 3.5 Five Scenarios

Using this spreadsheet, 5 scenarios were generated for illustration and discussion purposes. The basic steps in generating the scenarios were:

- a) Choose a timeframe for park acquisition and improvement.
- b) Define which sites of interest will be acquired within that timeframe.
- c) Estimate the annual park improvement budget to be applied over that timeframe.
- d) Project the growth in population over the selected timeframe.
- e) Calculate the \$/person required to meet the total park acquisition and improvement budget over the selected timeframe.
- f) Translate that \$/person to \$/single family, \$/multiple family and \$/congregate care dwelling based on the #persons/dwelling type applicable DCC rates for each form of development.



Lighthouse Country Trail

Summaries of the scenarios generated by the DCC calculation model are attached in Appendix 1.

Table 5 provides a summary of the results of the scenarios in terms of possible DCC rates per single family, multi family and congregate care units. For each scenario, results were generated assuming that DCCs would be charged throughout the entire Region (i.e., including member municipalities), as well as only in the electoral areas:

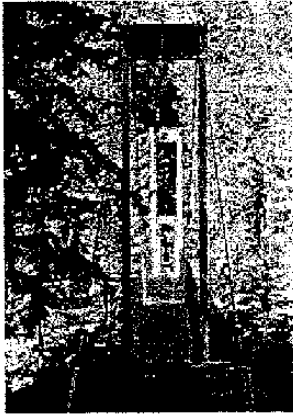
The scenarios were labelled:

1. "Optimistic" - short timeframe, all sites of interest to be acquired, low land acquisition multiplier, high improvement budget, high funding levels from other sources, low percentage to be paid by existing residents.
2. "Moderate" - medium timeframe, priority 1 and 2 sites of interest to be acquired, moderate land acquisition multiplier, moderate parks improvement budget, moderate funding levels from other sources, moderate percentage to be paid by existing residents.
3. "Conservative" - long timeframe, only priority 1 sites of interest to be acquired, high land acquisition multiplier, low parks improvement budget, low funding levels from other sources, high percentage (50%) to be paid by existing residents.

4. "Possible" – leaning to the optimistic side with a 15-year timeframe, priority 1 and 2 sites to be acquired, and a very low land acquisition multiplier (0.75x) on the assumption that 25% of the land acquisition could be achieved by a combination of donation (for a charitable tax receipt) and amenity zoning (i.e., allowing higher rezoning with higher density on developable lands in exchange for park dedication).
5. "High Growth" – the same as Scenario 2 "Moderate" but with a higher annual population growth rate of 3%.

The lowest DCCs were generated by Scenario 4 "Possible" (\$669 per single family unit) and the highest by Scenario 1 "Optimistic" (\$2034 per SF unit), with the remaining scenarios falling within the range of \$750 to \$1260 per single family unit, assuming participation of the entire RDN.

Testing the relative impact of each of the variables indicated that changing the annual population growth rate had the greatest impact on DCC rates, followed by changes to the land acquisition multiplier, the time horizon, and then the other variables. Increasing or decreasing the assist factor had the least impact.



Top Bridge crossing

#### 4. Results of the Stakeholder Workshop

A discussion paper "Development Cost Charges for Regional Park Acquisition and Improvement" was distributed in August 2007 to representatives of local governments and the development industry with an invitation to attend a luncheon workshop on September 19, 2007 to discuss this concept. Twenty-one representatives from the four member municipalities, the Vancouver Island Real Estate Board, Oceanside Development and Construction Association, Parksville Chamber of Commerce, Fairwinds Community and Resort, Malaspina University-College, the Islands Trust and the RDN attended.

After a 20-minute presentation summarizing the discussion paper, the floor was opened for comments and questions. More detailed notes from the workshop are attached in Appendix 2. The key 'take away' messages from the session include the following:

- ▶ Use time horizons and population projections that are consistent with the RDN's analyses for the upcoming review of the Regional Growth Strategy.
- ▶ Include all park sites of interest, regardless of priority, in the DCC bylaw.
- ▶ Examine ways of including improvement costs for municipal parks that are of regional significance in the DCC calculation.
- ▶ Consider how to incorporate legal and interim debt-financing costs into the DCC calculation.
- ▶ Look at ways to provide for a DCC "credit" for donation of park land as part of development agreements.
- ▶ A concern was raised about the ambitious acquisition and improvement program and the ability of the Region to support it without significant tax increases. Consider the list of sites of interest in the context of the overall costs/budget for regional park and trail acquisition, improvement,

operation and maintenance. In particular, consider the additional O&M costs and staffing requirements as parks are added over time.

- ▶ Be mindful of the potential impacts of contemplated DCC rates on housing affordability, so that the DCC charges do not act as a significant deterrent to new housing where needed to accommodate growth.

## 5. Study Conclusions

### 5.1 Support for Regional Park and Trail DCCs

Of the stakeholders canvassed in this project, no one expressed outright opposition to the idea of DCCs for regional parks and trails. This implies general acknowledgement of the benefits of a regional park and trail system to the Region's population – both within and outside municipalities.

However, support for a regional park and trail DCC program comes with some qualifications:

- Concerns were expressed about adding to the DCC 'load', particularly in the municipalities, and its effect on housing affordability and development patterns. Increasing DCC costs in urban centers makes development in outlying electoral areas, where DCCs are lower or nonexistent, appear more attractive. This conflicts with the goals of the Regional Growth Strategy to limit sprawl and to focus future development in growth nodes.
- The four municipalities already charge park DCCs for their municipal park and trail systems, whereas the RDN does not charge DCCs for community parks in the electoral areas. This further skews land development costs in favor of the electoral areas.
- The municipalities view some of their municipal parks as 'regionally significant' in that they draw a high proportion of users from outside their boundaries. Municipal representatives have suggested that the costs for major improvements to these regionally significant parks could be included in the calculation of a regional park DCC. Once a basic DCC program is established, discussing ways of including such costs with the municipalities may be prudent in terms of fairness and to gain full municipal support for the program.

### 5.2 Refining the Variables for DCC Calculation

The workshop and follow-up research led to several refinements to the variables used in the DCC calculation model. These refinements are discussed below and summarized in Table 6.

#### **Time Horizon:**

A time horizon of 30 years is recommended, to be compatible with the planning horizon being used in the review of the Regional Growth Strategy.

#### **Sites of Interest:**

Using all sites (i.e., priorities 1, 2 and 3) ensures that the RDN would be able to readily take advantage of opportunities to acquire any of these sites as they arise. However, if a DCC program is instituted, the list of sites of interest



Little Qualicum River Estuary  
Regional Conservation Area

should be reviewed and revised on a regular basis to remove sites that have been acquired, are no longer available, have been protected by other means, or have been replaced by other priority sites.

**Projected Costs for Sites of Interest:**

The potential land acquisition costs should be based on assessed values published by the BC Assessment Authority (BCAA), adjusted by an acquisition multiplier (see next variable).

However, BCAA assessed values are assigned to legal parcels, yet only portions of parcels may be of interest for regional park purposes. We also tended to be generous in identifying the parcels that may be part of a site of interest.

Hence, property costs could be further refined by identifying the sites of interest more accurately relative to parcel property lines. Assuming that any of the parcels overlapping a site of interest can be subdivided and portions acquired separately, the specific area of interest could be outlined on a legal map and the proportion of affected parcel(s) represented by that area estimated using GIS techniques. The parcel-based assessed values could then be multiplied by the percentages that are of interest for park land to derive more specific assessed values for the sites of interest.

**Land Acquisition Multiplier:**

Ideally, park land acquisition estimates would be based on appraised value, which is assumed to more accurately reflect market conditions, rather than assessed value. However, due to their cost and to ongoing fluctuations in the real estate market, appraisals are typically done only once serious negotiations are entered into with a property owner.

The land acquisition multiplier is intended to represent the difference between appraised value (on which park land purchases are based) and assessed value. Past experience with land acquisitions indicates that appraisals are typically 5% to 15% greater than assessed value for residential land.

However, appraisals can be significantly greater (up to 90%) than assessed values for forest or agricultural lands; on forest lands, standing timber values can increase the appraised value even further.

Given these considerations, a general multiplier of 1.5 is suggested for private lands. Further refinements of the DCC model could adjust the multiplier on a site-by-site basis, depending on the nature of the land (residential, managed forest or agricultural land) being acquired.

A multiplier of 0 is suggested for Crown lands, on the assumption that for the most part, the RDN will be able to acquire Crown lands for the costs associated with establishing a long-term lease or for transferring title (see next variable).

**Other Land Acquisition Costs:**

Under the *Local Government Act*, DCC's can be used to pay for interim financing and repayment of debt if a land purchase or major improvement occurs earlier than funds have been collected. In a regional park context, this cannot be precisely identified in the calculation of the DCC particularly

because specific purchases and their timing cannot be pre-determined. If a purchase does occur and funds need to be borrowed in advance of collecting DCC's, the DCC bylaw can be amended at that time to account for the debt-servicing costs.

Survey, appraisal and legal costs can also be included in DCC calculations. In a recent project in Kelowna, City staff there estimated average costs per parcel of \$2000 for each of survey, legal and appraisals, and \$1000 for negotiations.<sup>4</sup> Based on that experience, we suggest an average cost per parcel of \$10,000 be incorporated in the DCC model. This average could be refined over time based on experience with land acquisitions in the Region.

**Park Improvements Average Annual Budget:**

Based on past budgets for park and trail improvements, including bridges, an estimate of \$400,000 per year is suggested for initial DCC calculations. This also can be refined over time as more accurate figures arise in the budgeting process. To provide a stronger rationale for this figure, the regional parks and trails budget should separate capital improvement projects eligible for DCC funding from other capital projects and from operation and maintenance budgets. Capital items for which DCC funds can be used are listed on pages 2-3. Unit costs can be derived for most of these items to assist in projecting total costs.

**% Funding from Other Sources:**

Given the RDN's past success in partnering with organizations and the community for park land acquisition and improvement, a figure of 40% funding from other sources is indicated. The percentage used in the DCC model could be refined over time as more experience is gained in acquiring lands (i.e., the proportion of acquisition costs covered by grants, cost sharing with other organizations, donations of land and money) and funding improvements (i.e., the proportion of costs covered by grants, financial and in-kind donations and volunteerism).

In the long term, actual grants or funds from other sources will need to be subtracted from the DCC recoverable costs and the DCC bylaw amended accordingly.

**% Benefit to Existing Residents:**

It is generally recognized that existing residents will benefit substantially from future parks. Hence, a ratio of 30% benefit to existing residents - implying that existing residents should pay about 1/3 of the costs of future park and trail acquisitions and improvements - is suggested. This ratio should be reviewed with Board members, as this is largely a political decision.

**Assist Factor:**

An assist factor of 1% is applied in the proposed scenario, based on other DCCs in the Region. Again, this is largely a political decision that should be reviewed by the Board.

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<sup>4</sup> Lanarc Consultants Ltd. 2007. "Habitat Compensation Strategy Phase 2 - Mission Creek Habitat Compensation Bank", for Environment and Solid Waste Division, City of Kelowna.

**Annual Population Growth Rate:**

An average annual population growth rate of 2% is suggested, based on a draft report prepared for the RDN's review of the Regional Growth Strategy.<sup>5</sup>

**Dwelling Densities:**

Based on the application of park DCCs in other jurisdictions and the RDN's own experience with DCCs, the DCC model assumed that DCCs would be charged on single-family, multiple-family and congregate care residential development. In its population profiles for 2006, Statistics Canada quotes an average household size in the RDN of 2.3 (compared to an average of 2.5 for B.C.) and indicates that 68% of private dwellings were single detached houses.<sup>6</sup>

In addition, in a draft Land Inventory Assessment being prepared for the review of the Regional Growth Strategy, there is reference to average household sizes that decline over time<sup>7</sup>:

- Single detached – 2.67 persons/unit now, 2.3 at build out.
- Other ground oriented – 2.11 p/u now, 1.8 at build out.
- Apartment – 1.58 p/u now, 1.4 p/u at build out.

In light of these projections, the following dwelling densities are suggested:

- 2.5 per single family dwelling
- 1.7 per multiple family dwelling
- 1.2 per congregate care unit.

Table 6: Revised Values for DCC Variables

DCC Variable	Proposed Value
Time horizon	30 years
'Sites of interest' to be included	All sites (i.e., priorities 1, 2 and 3)
Projected property costs for sites of interest	Assessed value (BCAA)
Land acquisition multiplier	1.5 (private), 0 (Crown)
Survey, legal, appraisal, other costs	\$10,000 per parcel
Park improvements average annual budget	\$400,000
% Funding from other sources	40%
% Benefit to existing residents	30%
Assist factor	1%
Annual population growth rate	2%
Dwelling densities	2.5 per single family dwelling 1.7 per multiple family dwelling 1.2 per congregate care unit

<sup>5</sup> Urban Futures. 2007. "Population and Housing Change in the Nanaimo Region, 2006-2036", DRAFT. 23 p.

<sup>6</sup> Statistics Canada. 2007. *Nanaimo, British Columbia 2006 Community Profiles*. 2006 Census. Released March 13, 2007.

<sup>7</sup> These figures are draft and subject to revision - Paul Thompson, Planning Dept., pers.comm.

### **5.3 A "Proposed" Scenario**

A "Proposed Scenario" was generated using these refined values for the DCC variables (see last column in Table 5 attached). Applying these values to the DCC calculation model results in a DCC rate on the order of \$609 per single-family dwelling and \$414 per multiple family dwelling.

### **5.4 DCC Revenue**

How much revenue could regional park/trail DCCs generate over a 30 year period?

Answering this question requires some estimate of new residential units that would be constructed over that timeframe. A recent draft report prepared for the RDN provides projections of housing occupancy demand for the next 30 years (Urban Futures, 2007).<sup>B</sup> However, this does not translate directly to new housing units because future occupancy demand could also be met by previously existing but vacant units becoming occupied, conversion of existing non-residential buildings to residential units, construction of secondary residences on existing lots, and other means.

Nonetheless, assuming only 50% of the future occupancy demand projected in the Urban Futures study was to be met by new residential construction, this would lead to about 17,000 new single family and 8,600 new multi-family units over the next 30 years. At \$609/SF unit and \$414/MF unit, a ballpark estimate of total DCC revenues over 30 years is about \$13.9million, or \$464,000 per year.

This very rough estimate is intended to indicate an order of magnitude for possible DCC revenues, if a regional parks/trails DCC program would be established. A more reliable revenue estimate requires more accurate projections of future new housing as well as any further refinement of the DCC calculation.

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<sup>B</sup> Urban Futures. 2007. "Population and Housing Change in the Nanaimo Region, 2006-2036", DRAFT. 23 p.



## 6. Recommendations



Qualicum River Trail

1. **Establish a DCC Program:** Given the general support for the concept, it is recommended that the RDN establish a regional parks and trails DCC program with the following characteristics:
  - a. **Region-wide:** A regional parks and trails DCC should be applied throughout the Region, in both the member municipalities and the electoral areas. Furthermore, the benefits of a regional parks and trails system apply equally across the Region, such that the same DCC rates should be applied in all member municipalities and electoral areas.
  - b. **Limited amount:** A proposed regional parks and trails should not add significantly to the DCC load that already exists in the member municipalities. We suggest keeping any proposed DCC below 5% of the average total DCCs across the member municipalities. At current DCC levels (see Table 3), this would suggest a maximum regional park DCC for a single family dwelling in the range of \$600-700.
  - c. **DCC variables:** The spreadsheet model developed in this study provides a basis for calculating DCCs for regional parks and trails. Given that it responds to the input received to date, the RDN should use the values listed in Table 6 and used in the "Proposed Scenario" (Table 5) as the initial basis from which to define regional park/trail DCCs, subject to review and confirmation by the RDN Board.
2. **Maintain the Program:** Once a basic regional parks and trails DCC program is established in bylaw, the RDN should continue to refine the variables as part of program maintenance. For example:
  - The RDN Board may wish to review the types of development to which regional parks and trails DCCs should apply (categories of residential development, whether to apply park DCCs to commercial development, etc.), the % benefit to existing residents, and/or the assist factor.
  - At a more technical level, the acquisition costs for the sites of interest should be refined by identifying the area for each site more accurately and adjusting the assessed values accordingly. The list of sites of interest could also be reviewed in the context of the overall costs/budget for regional park and trail acquisition, improvement, operation and maintenance (i.e., increased O&M costs and staffing
3. **Adding to the Program:** Once a basic DCC program is operational, the RDN should also look at criteria and methods for including major capital improvements to 'regionally significant' municipal parks in the calculation of regional parks and trails DCCs. Doing so would require the following:
  - Agreement with the municipalities on a clear definition and identification of which municipal parks are considered regionally significant.

- A process for determining which improvements are applicable for DCC calculation and their associated costs, and for reviewing and revising those improvements on a regular basis.
- A process for administering the regional park DCCs. There already are precedents in the administration of RDN sanitary DCCs. The process for regional park DCCs should include a formula for determining the percentage to be allocated to municipalities for improvements to their respective 'regionally significant' parks.

When considering this option, the RDN and member municipalities should review existing municipal park DCC structures to ensure that a proposed regional park DCC would not 'double bill' for improvements covered by existing DCCs.

Incorporating municipal park acquisition, on the premise that some future municipal parks may be regionally significant, is not recommended. Municipalities already collect DCCs for park acquisition, and any future park should be proven to be regionally used before being deemed regionally significant. However, this does not preclude the RDN from considering partnering with municipalities in future park acquisitions.

4. **Further Considerations:** To help to level the playing field for land development costs between the municipalities and the electoral areas (as they relate to supporting future parks and trails), the RDN could consider developing DCC charges for community parks in the electoral areas. The RDN could also look at ways of providing for a DCC credit for donation of park land and major park/trail amenities as part of large development agreements.



Morden Colliery Regional Trail – Thatcher Creek bridge

**Table 1: Comparison of Parks Acquisition and Improvement Development Cost Charges**

As of June 2006	Single Family per lot or unit	Multi Family per unit	Multi Low D <=44 uph	Multi High D >44 uph	Non Profit Res/ Congregate Care	Mobile Home per unit	Campground per unit	Commercial per m2	Institutional per m2	Industrial
Burnaby	\$6,521.00		\$5,613.00	\$5,342.00						
Campbell River (waterfront plus parks)	\$665.63	\$518.00						\$1.87	\$2.29	1.87 (per m2)
Central Okanagan Regional District*	\$1,144.00	\$1,144.00								
Chilliwack	\$1,626.08	\$839.27				\$839.27			\$10.49	
Comox (expected to rise)	\$2,043.00	\$2,043.00								
Coquitlam	\$6,971.00		\$4,904.00	\$3,211.00		\$5,018.00				
Courtenay (parkland only)	\$698.00	\$553.00								
Delta	\$3,427.00		\$2,677.00	\$1,821.00	\$1,071.00					
Kelowna	\$2,957.00		\$2,957.00	\$2,957.00						
Langford	\$2,990.00	\$2,990.00								
Langley, Township of	\$8,327.00		\$7,065.00	\$5,551.00						
Lantzville	\$1,540.49	\$1,141.10			\$570.55					
Nanaimo (under review)	\$1,961.67	\$1,831.20			\$1,611.40	\$1,333.93	\$294.25			
North Okanagan Regional District**	\$2,844.00	\$2,844.00			\$2,844.00					
Parksville (under review)	\$650.00	\$650.00						\$2.68		
Port Coquitlam	\$3,132.00		\$3,132.00	\$1,788.00				\$1.28	\$1.28	6334 (per ha land)
Qualicum Beach	\$3,675.00	\$3,858.40						\$9.19		
Surrey (average of classes)	\$5,536.00	\$8,804.00			\$4,755.00	\$4,762.00				

\*For community, athletic and waterfront parks and neighborhood park improvements.

\*\*For community and neighbourhood parks. Congregate care - (\$2844 X #beds)/2.4.

**TABLE 2: DCCs charged in RDN Electoral Areas**

Bylaw	CATEGORIES	Residential (\$ / lot created)			MF	Comm.	Indus.	Airport In/C	Inst.
		1 lot or unit	2 units	3 units	\$ / unit	\$ / m2 GBFA	\$ / m2 GBFA	\$ / m2 GBFA	\$ / m2 GBFA
<b>Electoral Area G</b>	1442 Sanitary	4,744.54	4,744.54	4,744.54	3,183.02	17.79	10.68	1.98	21.75
	1089 Bulk water	2,415.00	4,830.00	7,245.00	2,415.00	4.83	4.83		
	<b>TOTAL DCCs</b>	<b>7,159.54</b>	<b>9,574.54</b>	<b>11,989.54</b>	<b>5,578.02</b>	<b>22.62</b>	<b>15.51</b>	<b>1.98</b>	<b>21.75</b>
<b>Notes:</b> DCCs apply to all properties within urban containment boundary (about 2200 parcels between Parksville and Qualicum).									
<b>Electoral Area E</b>	1443 Sanitary	3,064.00	3,064.00	3,064.00	3,064.00	7.25	6.13		
	1088 Bulk Water	2,346.00	4,692.00	7,038.00	2,346.00	4.70	4.70		
	<b>TOTAL DCCs</b>	<b>5,410.00</b>	<b>7,756.00</b>	<b>10,102.00</b>	<b>5,410.00</b>	<b>11.95</b>	<b>10.83</b>		
<b>Notes:</b> Sanitary sewer DCCs assessed for residential on per lot basis only. Bulk water DCCs apply to all properties in water service areas and restricted water areas defined in OCP.									
<b>Electoral Area E</b>	1443 Sanitary	2,125.00	2,125.00	2,125.00	2,125.00	5.02	4.24		
	1088 Bulk water	2,346.00	4,692.00	7,038.00	2,346.00	4.70	4.70		
	<b>TOTAL DCCs</b>	<b>4,471.00</b>	<b>6,817.00</b>	<b>9,163.00</b>	<b>4,471.00</b>	<b>9.72</b>	<b>8.94</b>		
<b>Notes:</b> Sanitary sewer DCCs assessed for residential on per lot basis only. Bulk water DCCs apply to all properties in water service areas and restricted water areas defined in OCP.									

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TABLE 3: DCC Comparisons among RDN Municipalities (effective April 2007)

CATEGORIES	Residential	Duplex	Triplex	MF	MF	MF	Sr Housing	Comm.	Inst.	Industrial	Industrial	Airport In/C	MHPs	Campgr.
	\$/ lot			\$/m2 GBFA	/ unit	\$/m2 GBFA ~	\$/m2 GBFA	\$/m2 GBFA	\$/m2 GBFA	\$/m2 GBFA	\$/hec sa	\$/m2 GBFA	\$ per unit	\$ per unit
<b>lanaimo</b> Sanitary-City							8.28	7.75	7.75	1.98			880.07	211.78
Drainage							7.69	7.19	7.19	1.89			880.84	196.51
Bulk Water							3.69	3.46	3.46	0.88			428.21	94.16
Parks/OS	1,961.87			13.08			11.51						1,333.93	294.25
Roads	3,682.24			24.55			21.50	20.22	20.22	5.16			2,503.92	522.34
Water-wat/sup	1,755.25			11.70			10.30	9.64	9.64	2.46			1,183.57	263.29
Sanitary-RDN**	2,660.00			15.08			13.27	5.32	5.32	2.13			1,742.00	665.00
<b>TOTAL DCCs</b>	<b>10,069.16</b>			<b>64.41</b>			<b>76.34</b>	<b>53.58</b>	<b>53.58</b>	<b>14.44</b>			<b>8,092.54</b>	<b>2,247.63</b>

Notes: Park DCCs are currently under review.

The "Old City" Neighbourhood is exempt from DCCs (mapped in bylaw).

Policy: a request can be made to Council for reduction by 50% for DCCs applicable to affordable seniors congregate care developments.

\* Rates for industrial properties vary for some charges according to location (the Duke Point area is subject to exemptions and the Parkway Industrial Park is subject to credits).

\*\* Sanitary DCCs are collected by all 4 municipalities (see below) for RDN for operation of regional facilities (pollution control centre, etc.).

CATEGORIES	SFDs	Duplex	Triplex	MF	MF	MF	Sr Housing	Comm.	Inst.	Industrial	Industrial	Airport In/C	MHPs	Campgr.
	\$/ lot			\$/m2 GBFA	/ unit	\$/m2 GBFA ~	\$/m2 GBFA	\$/m2 GBFA	\$/m2 GBFA	\$/m2 GBFA	\$/hec sa	\$/m2 GBFA	\$ per unit	\$ per unit
<b>arksville</b> Sanitary-City	113.81	113.81	113.81		75.87			0.43	0.52	0.43				
Drainage	705.82	705.82	705.82		224.59			2.26	1.27	3.18				
Water-City	3,859.06	3,859.06	3,859.06		2,839.38			14.85	18.15	14.85				
Parks/OS	850.00	1,300.00	1,950.00		650.00			2.64						
Roads	2,389.24	2,389.24	2,389.24		2,231.07			32.52	11.61	12.69				
Sanitary-RDN**	4,744.54				3,183.02			17.79	21.75	10.68		1.98		
<b>TOTAL DCCs</b>	<b>12,542.47</b>	<b>8,447.93</b>	<b>9,097.93</b>		<b>7,983.93</b>			<b>70.53</b>	<b>53.30</b>	<b>42.03</b>		<b>1.98</b>		

Notes: Park DCCs are currently under review.

CATEGORIES	SFDs	Duplex	Triplex	MF	MF	MF	Sr Housing	Comm.	Inst.	Industrial	Industrial	Airport In/C	MHPs	Campgr.
	\$/ lot ****			\$/m2 GBFA ^	/ unit	\$/m2 GBFA ~	\$/m2 GBFA	\$/m2 GBFA	\$/m2 GBFA	\$/m2 GBFA	\$/hec sa	\$/m2 GBFA	\$ per unit	\$ per unit
<b>ualicum</b> Sanitary-City														
<b>each</b> Drainage	2,055.00				20.55			18.49					20.55	
Water-City	2,985.00				22.39			20.15					22.39	
Parks/OS	3,875.00				27.56			24.81						
Roads	3,058.00				22.93			20.84						
Sanitary-RDN**	4,744.54				3,163.02			17.19	21.75		10.68		1.98	
<b>TOTAL DCCs</b>	<b>16,517.54</b>				<b>93.43</b>	<b>3,163.02</b>		<b>84.09</b>	<b>95.90</b>	<b>21.75</b>	<b>30.58</b>		<b>10.68</b>	<b>44.92</b>

Notes: \*\*\*\* Per lot being created OR per residential unit constructed.

^ Except within the area delineated on Schedule "C" (Village Neighbourhood); cannot exceed \$11,773.00 per unit.

~ Specifically applies to the area delineated on Schedule "D" (Village Neighbourhood); cannot exceed \$11,773.00 per unit.

CATEGORIES	SFDs	Duplex	Triplex	MF	MF	MF	Sr Housing	Comm.	Inst.	Industrial	Industrial	Airport In/C	MHPs	Campgr.
	\$/ lot			\$/m2 GBFA	/ unit	\$/m2 GBFA	\$/m2 GBFA	\$/m2 GBFA	\$/m2 GBFA	\$/m2 GBFA	\$/hec sa	\$/m2 GBFA	\$/connect	\$/connect
<b>antzville</b> Sanitary-Dist	6,182.38				4,573.93			2,289.79	18.49	137.38			54,954.35	
<b>tract</b> Drainage	2,381.66				1,512.00			330.89	2.55	0.43			42,509.31	
Water-City	3,893.31				2,884.06			442.04	14.38	36.52			34,609.00	
Parks/OS	1,540.48				1,141.10			570.55						
Roads	1,936.40				1,185.11			408.52	72.60	31.65			25,921.21	
Sanitary-RDN**	2,850.00				18.08			13.27	5.32				1,782.00	665.00
<b>TOTAL DCCs</b>	<b>18,573.42</b>				<b>11,221.30</b>			<b>5,054.77</b>	<b>167.34</b>	<b>258.69</b>			<b>1,782.00</b>	<b>665.00</b>

Notes:

GBFA - gross building floor area      ha sa - hectare gross site area      MHP - mobile home park

**Table 4: RDN future Regional Park "Sites of Interest" – Assessed Values\***

Sites are listed by priority first, then alphabetically within each priority group.

Site of Interest	Priority	2006 Assessed Value*	Without Crown and RDN lands	Size (acres)*
Mt. Arrowsmith massif	1	\$ 4,277,400	-	3,197
Brannen Lake	1	\$ 2,144,300	\$ 2,144,300	151
French Creek corridor - Inland Is. Hwy to estuary	1	\$ 8,670,739	\$ 8,103,439	513
Gainsburg Swamp - between Hwys 19 and 19A	1	\$ 3,283,389	\$ 540,800	1,539
Hamilton Marsh - NW of Hwy 4	1	\$ 1,036,300	\$ 1,036,300	1,303
Horne Lake RP addition	1	no assessment	-	
Little Mountain	1	\$ 3,447,300	\$ 45,500	679
Morison Creek	1	\$ 2,148,000	\$ -	533
Nanaimo R-Haslam Creek	1	\$ 222,453	\$ 222,453	87
Notch (The) A55	1	\$ 3,240,000	\$ 3,240,000	431
Westwood Ridges	1	\$ 2,536,000	\$ 150,000	800
Blackjack Ridge	2	\$ 3,744,300	\$ 3,251,300	3,949
Camp Moorecroft	2	\$ 7,236,000	\$ 7,236,000	85
Harewood Plains	2	\$ 1,782,200	\$ 1,782,200	2,173
Nanaimo Fire Suppress Camp	2	\$ 251,500	-	10
Wallis Point	2	\$ 13,579,100	\$ -	622
Rhododendron Lake	3	\$ 4,900,000	\$ 4,900,000	9,885
Rowbotham Ridge	3	\$ 2,436,000	\$ 2,436,000	4,551
<b>TOTALS</b>		<b>\$ 64,934,981</b>	<b>\$ 35,088,292</b>	<b>30,508</b>

\*On the basis of legal parcels; the actual areas of interest for park purposes may be smaller than the parcels for which assessed values and areas were compiled.

**Table 5:**

**RDN Regional Parks Development Cost Charge Study**

**Comparative Scenarios**

Variables	Scenario 1 optimistic	Scenario 2 moderate	Scenario 3 conservative	Scenario 4 possible?	Scenario 5 high growth	Proposed Scenario refined values
Time Horizon (Years)	10	20	30	15	20	30
Priority Sites Acquired (1=only priority 1 sites, 2=priority 1 and 2 sites, 3=all sites)	3	2	1	2	2	3
Land Acquisition Multiplier of Assessed or Comparable Value						
Private Lands	1	2	3	0.75	2	1.5
Crown Lands	0	0	1	0	0	0
Survey/legal/negotiation/appraisal costs per parcel						\$10,000
Parks Improvements Average Annual Budget	\$2,000,000	\$1,000,000	\$500,000	\$500,000	\$1,000,000	\$400,000
% Funding from Grants, Volunteers or Other Sources	50%	25%	10%	25%	25%	40%
% Benefit to Existing Residents (funded by parcel taxes?)	10%	25%	50%	25%	25%	30%
% Assist Factor	1%	2%	3%	1%	2%	1%
Annual Population Growth Forecast	2.00%	2.00%	2.00%	2.00%	3.00%	2.00%
<b>Summary of Results</b>						
	<b>All RDN</b>					
DCC per equivalent person	\$813	\$503	\$352	\$268	\$303	\$244
DCC rate per single family dwelling (2.5 persons)	\$2,034	\$1,257	\$881	\$669	\$757	\$609
DCC rate per multiple family dwelling (1.7 persons)	\$1,283	\$854	\$599	\$455	\$515	\$414
DCC rate per congregate care unit (1.2 persons)	\$678	\$408	\$423	\$321	\$394	\$293
	<b>Electoral Areas Only</b>					
DCC per equivalent person	\$3,315	\$1,927	\$1,351	\$1,025	\$1,161	\$934
DCC rate per single family dwelling (2.5 persons)	\$8,285	\$4,817	\$3,377	\$2,564	\$2,904	\$2,336
DCC rate per multiple family dwelling (1.7 persons)	\$5,301	\$3,235	\$2,295	\$1,740	\$1,972	\$1,589
DCC rate per congregate care unit (1.2 persons)	\$2,742	\$1,612	\$1,071	\$821	\$964	\$772

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## **Appendix 1: DCC Calculation Model - Scenario Summaries**



# Scenario 1

SUMMARY OF COSTS	
Total Land Acquisition Cost	\$15,636,467
Total Parks Improvement Cost	\$8,910,000
<b>Total Park Land / Improvement Cost</b>	<b>\$24,546,467</b>

Population	Electoral Areas	Parksville	Qualicum Beach	Lantzville	Nanaimo	Total
Base Population	35948	10993	8502	3661	78692	137796
Annual Growth Rate for Time Horizon	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%
Future Population	43820	13400	10364	4463	95925	167973
Population Growth for Time Horizon (Equivalent Population Demand)	7872	2407	1862	802	17233	30,177
DCC Charge per Person (DCC / EPD)	\$813 All RDN					
DCC Charge per Person (DCC / EPD)	\$3,118 Electoral Areas Only					

DCC / Unit (All RDN)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$813	\$2,034
DCC Charge for Multi Family Unit	1.70	\$813	\$1,383
Charge for Congregate Care Facility Unit	1.20	\$813	\$976
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

DCC / Unit (Electoral Areas Only)	Category Equivalent Population	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$3,118	\$7,795
DCC Charge for Multi Family Unit	1.70	\$3,118	\$5,301
Charge for Congregate Care Facility Unit	1.20	\$3,118	\$3,742
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

## Scenario 2

SUMMARY OF COSTS	
Total Land Acquisition Cost	\$22,630,678
Total Parks Improvement Cost	\$11,026,000
Total Park Land / Improvement Cost	\$33,656,678

Population	Electoral Areas	Parkville	Qualicum Beach	Lantzville	Nanaimo	Total
Base Population	35948	10993	8502	3661	78662	137706
Annual Growth Rate for Time Horizon	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%
Future Population	53417	16335	12634	5440	116932	204758
Population Growth for Time Horizon (Equivalent Population Demand)	17469	5342	4132	1779	38240	66,962
DCC Charge per Person (DCC / EPD)	\$503 All RDN					
DCC Charge per Person (DCC / EPD)	\$1,927 Electoral Areas Only					

DCC / Unit (All RDN)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$503	\$1,257
DCC Charge for Multi Family Unit	1.70	\$503	\$854
Charge for Congregate Care Facility Unit	1.20	\$503	\$603
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

DCC / Unit (Electoral Areas Only)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$1,927	\$4,817
DCC Charge for Multi Family Unit	1.70	\$1,927	\$3,275
Charge for Congregate Care Facility Unit	1.20	\$1,927	\$2,312
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

### Scenario 3

SUMMARY OF COSTS	
Total Land Acquisition Cost	\$32,849,084
Total Parks Improvement Cost	\$6,547,600
Total Park Land / Improvement Cost	\$39,396,584

Population	Electoral Areas	Parksville	Qualicum Beach	Lantzville	Nanaimo	Total
Base Population	35948	10953	8502	3661	78692	137798
Annual Growth Rate for Time Horizon	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%
Future Population	65116	19912	15400	6831	142540	249598
Population Growth for Time Horizon (Equivalent Population Demand)	29167	8919	6898	2970	63848	111,802
DCC Charge per Person (DCC / EPD)	\$352	All RDN				
DCC Charge per Person (DCC / EPD)	\$1,351	Electoral Areas Only				

DCC / Unit (All RDN)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$352	\$881
DCC Charge for Multi Family Unit	1.70	\$352	\$599
Charge for Congregate Care Facility Unit	1.20	\$352	\$423
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

DCC / Unit (Electoral Areas Only)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$1,351	\$3,377
DCC Charge for Multi Family Unit	1.70	\$1,351	\$2,296
Charge for Congregate Care Facility Unit	1.20	\$1,351	\$1,621
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A

## Scenario 4

SUMMARY OF COSTS	
Total Land Acquisition Cost	\$8,573,101
Total Parks Improvement Cost	\$4,178,663
Total Park Land / Improvement Cost	\$12,749,664

Population	Electoral Areas	Parkville	Qualicum Beach	Lantzville	Nanaimo	Total
Base Population	35948	10983	8502	3661	78692	137796
Annual Growth Rate for Time Horizon	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%
Future Population	48381	14706	11443	4927	105909	185455
Population Growth for Time Horizon (Equivalent Population Demand)	12433	3802	2941	1268	27217	47,659
DCC Charge per Person (DCC / EPD)	\$268 All RDN					
DCC Charge per Person (DCC / EPD)	\$1,025 Electoral Areas Only					

DCC / Unit (All RDN)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$268	\$669
DCC Charge for Multi Family Unit	1.70	\$268	\$455
Charge for Congregate Care Facility Unit	1.20	\$268	\$321
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

DCC / Unit (Electoral Areas Only)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$1,025	\$2,564
DCC Charge for Multi Family Unit	1.70	\$1,025	\$1,743
Charge for Congregate Care Facility Unit	1.20	\$1,025	\$1,231
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

## Scenario 5

SUMMARY OF COSTS	
Total Land Acquisition Cost	\$22,630,878
Total Parks Improvement Cost	\$11,025,000
Total Park Land / Improvement Cost	\$33,655,878

Population	Electoral Areas	Parkville	Qualicum Beach	Lantzville	Nanaimo	Total
Base Population	35948	10992	8502	3661	78692	137796
Annual Growth Rate for Time Horizon	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%
Future Population	64926	19855	15356	6612	142127	248875
Population Growth for Time Horizon (Equivalent Population Demand)	28978	8862	6854	2951	63435	111,679
DCC Charge per Person (DCC / EPD)	\$303	All RDN				
DCC Charge per Person (DCC / EPD)	\$1,161	Electoral Areas Only				

DCC / Unit (All RDN)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$303	\$757
DCC Charge for Multi Family Unit	1.70	\$303	\$515
Charge for Congregate Care Facility Unit	1.20	\$303	\$364
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

DCC / Unit (Electoral Areas Only)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$1,161	\$2,904
DCC Charge for Multi Family Unit	1.70	\$1,161	\$1,974
Charge for Congregate Care Facility Unit	1.20	\$1,161	\$1,394
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

## Proposed Scenario

SUMMARY OF COSTS	
Total Land Acquisition Cost	\$22,285,274
Total Parks Improvement Cost	\$4,989,600
<b>Total Park Land / Improvement Cost</b>	<b>\$27,264,874</b>

Population	Electoral Areas	Parksville	Qualicum Beach	Lantzville	Nanaimo	Total
Base Population	35948	10993	8992	3861	78692	137796
Annual Growth Rate for Time Horizon	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%
Future Population	65115	19912	15400	6631	142540	249598
Population Growth for Time Horizon (Equivalent Population Demand)	29167	8919	6898	2970	63848	111,802
DCC Charge per Person (DCC / EPD)	\$244	All RDN				
DCC Charge per Person (DCC / EPD)	\$934	Electoral Areas Only				

DCC / Unit (All RDN)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	2.50	\$244	\$609
DCC Charge for Multi Family Unit	1.70	\$244	\$414
Charge for Congregate Care Facility Unit	1.20	\$244	\$293
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

DCC / Unit (Electoral Areas Only)	Category Equivalent	X DCC / EPD	DCC Charge
DCC Charge for Single Family Unit	Population	\$934	\$2,336
DCC Charge for Multi Family Unit	1.70	\$934	\$1,589
Charge for Congregate Care Facility Unit	1.20	\$934	\$1,121
DCC Charge for Commercial per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Institutional per sq.m. of Gross Building Area	N/A	N/A	N/A
DCC Charge for Industrial per sq.m. of Gross Building Area	N/A	N/A	N/A

## APPENDIX 2:

Regional District of Nanaimo

Proposed Regional Parks & Trails Development Cost Charge

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### Luncheon Workshop – NOTES

Dorchester Hotel, Opera Room

September 19, 2007 11:30-2:00 pm

WELCOME – Joe Stanhope, Chair, Regional District of Nanaimo Board

INTRODUCTION – Tom Osborne, General Manager, RDN Recreation and Parks

PRESENTATION – Harriet Rueggeberg, Lanarc Consultants Ltd.

DISCUSSION – facilitated by David Reid, Lanarc Consultants Ltd.

#### General Comments

- Would be useful to show graphically how quickly regional parks could be acquired with and without Development Cost Charges (DCCs).
- DCCs charged by Improvement Districts should be included in the summary of DCCs in the Regional District.
- Has the RDN considered the operating and maintenance costs associated with the list of potential future regional parks? The study should address other costs associated with future management of these regional parks and trails and their impact on taxes paid by existing and future residents.
- Regarding the sites of interest for future park acquisition:
  - What are the threats to these properties – i.e., what would happen to them if they are not acquired as park?
    - Response: forest companies hold the largest area/parcels, so the threat is either future logging or attempts to turn them into developable lands. Smaller parcels are mostly privately owned, where the main threat would be land development.
  - Are there other ways of acquiring these properties other than through purchase?
    - Response: the RDN has been successful in partnering with large conservation organizations (Ducks Unlimited, Land Conservancy of BC, Nature Conservancy of Canada) that are able to cost-share land purchase. A management agreement then allows the RDN to manage the land as a regional park subject to criteria specified in the agreement. Hence, the idea of a significant percentage of acquisition funding coming from outside sources is not unrealistic.
  - Is there the ability to expropriate land for parks?

- Response: would have to check the *Local Government Act* to see if this authority exists.<sup>1</sup> However, expropriation would likely not be politically acceptable because unlike expropriation for roads (which is more common), there are other choices for parkland acquisition.
- Large areas of undeveloped land in or around urban areas – “interface” areas – present risks in terms of fire and safety. Local governments across the province have been developing rural-urban interface management plans.
- Are there ways of designating or zoning lands in the Regional Growth Strategy (RGS) or in OCPs to protect them as environmental and/or recreational areas?
  - Response: the RGS currently designates “resource lands” for their natural resource values and specifies a minimum lot size of 50 ha, which in effect discourages land speculation for development. The RGS is coming up for review, and there is pressure from forest companies to change resource land designations to allow for future development potential.
- Will a DCC bylaw “lock down” the Regional Parks & Trails Plan; i.e., make the list of priority sites inflexible?
  - Response: DCC bylaws are typically reviewed on an annual basis, and can be revised to allow for changes in priorities – for example, if an opportunity arises to purchase a low priority site or another site that is not on the list but meets regional park criteria. Similarly, priorities for improvements may change; e.g., based on grant opportunities. There are also opportunities to revise the Regional Parks and Trails Plan as the need arises.
  - Recommendation: include all the sites of interest, regardless of priority, in a future DCC bylaw, to maximize flexibility in responding to acquisition opportunities as they arise.
- Is the assessed value multiplier intended to reflect inflation? The *Local Government Act* does not allow inflation to be included in the calculation of DCCs.
  - Response: the multiplier is intended to reflect the difference between the assessed value and an appraised or ‘market’ value of the property. The appraised value may also include timber values, where significant timber exists on the site.
  - Parkland acquisition estimates should ideally be based on appraised value vs. assessed value. However, due to the cost of appraisal and ongoing fluctuations in the real estate market, appraisals are done only once serious negotiations are entered into with the property owner.
  - Recommendation: include this explanation of the multiplier.
- Time horizon for calculating DCCs:
  - Recommendation: should be tied to the time horizon of the RGS (25 or 30 years?)
- Population growth rate for calculating DCCs:
  - Recommendation: should be consistent with growth rates used for the RGS. The Planning Dept has just received a report on population projections for the upcoming review of the RGS and will share that information with Parks staff.

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<sup>1</sup> Sec. 309 of the LGA states: “for the purpose of exercising or performing its powers, duties and functions, a regional district may expropriate real property or works, or an interest in them, in accordance with the *Expropriation Act*.”



- Applying a 2-3% population growth rate over a 20-30 year time period may surpass the development capacity of some areas; e.g., Qualicum Beach's maximum buildout or "finite community size" referenced in its OCP. ???
- Impacts of adding a regional park DCC in municipalities:
  - Some municipal parks may be "regional" in their use and significance; should the Region's population help to pay for their acquisition and improvement?
  - However, would have to avoid "double DCC" charging for these parks – i.e., including them in municipal and regional park improvement cost recovery.
  - It's awkward to charge regional DCCs in municipalities when no community park DCCs exist in the electoral areas, particularly when there is an objective to direct development to urban nodes rather than rural areas.
  - Qualicum Beach already has "improvements" (i.e., not just acquisitions) included in its DCC bylaw and calculations.
  - As in (some?) municipalities, would the first 3 dwelling units be exempt from a regional park DCC? Or would it be just the first dwelling exempt? Or should all dwelling pay (i.e. even new buildings on existing lots?
- Along with the costs, we need to look at the benefits of regional parks – e.g.:
  - healthy living benefits.
  - increased property value across the region.
- Couldn't the municipalities and RDN coordinate their park acquisition, improvement and management costs such that all residents and future development contribute to all the parks and park systems?
  - Response: there is a \$10 parcel tax throughout the RDN (i.e., all member municipalities and electoral areas) directed towards regional park acquisition. The RDN also shares operational costs for recreational fields including those in municipalities on the basis of % use by residents of different municipalities.
- If a forest company donates parkland in exchange for development rights, could the DCC charged on the future development be adjusted or 'credited' accordingly?
  - Response: density bonusing in exchange for significant land conservation or parkland dedication is common. A DCC bylaw could allow for a DCC credit if a park site is donated.
  - Is the credit determined at rezoning or subdivision?
- Are some of the sites of interest potentially provincial park status?
  - Response: To date, the Province has been guided by the CORE (Commission on Resources and Environment) land use review in the 1990s, which concluded that Vancouver Island had a full complement of class A provincial park. Recently, however, the Province has been more open to provincial park proposals on the Island. Mt. Arrowsmith massif is being assessed for potential provincial vs. regional park status. Morison Creek is another area that is currently provincial Crown land that could be considered in this context.
- Can donation of lands for parks be made with conditions as to their future use?
  - Response: donations often come with conditions attached, which are reflected in covenants attached to and that run with the property.

- Are there comparisons available regarding % existing and proposed parkland among different regional districts?
  - Response: the RDN Planning Dept is compiling this type of information in preparation for the RGS review.
- For future budgeting purposes, will the study estimate potential Regional Park DCCs collected on an annual basis, and how this would supplement parcel taxes and other revenue sources for parkland?
  - Response: that is not within the terms of reference for this study, but probably something that would be done in the next stage of the analysis, should the Board decide to continue to pursue regional park DCCs.
  - Potentially, the future study would refine the variables with recommended realistic values and could indicate very rough average annual revenue from DCCs. However, the big unknown would be the future of the development market, and how rapidly new units would be developed.
- The RDN would still likely need to go into debt to buy parkland, to take advantage of purchase opportunities when they arise. Can the interest/debt carrying costs be factored into the DCC calculation?
- Response – following is an excerpt from Ministry of Community Services 2005, Development Costs Charges Best Practices Guide, Page 2.27
 

“According to the *Local Government Act*, section 935(4), the recoverable capital costs associated with DCC projects include planning, engineering, and legal. In practice, this section has been interpreted by the Ministry to include any or all of the following scope of capitalized activities:

  - planning;
  - public consultation;
  - engineering design;
  - right-of-way or parkland acquisition;
  - legal costs;
  - interim financing, (emphasis added)
  - contract administration;
  - construction; and,
  - contingencies.

Interim financing is the short-term debt financed by the local government prior to the receipt of contributions from other sources, such as government grants, and this financing cost is recoverable through DCCs.”

“...As a matter of Ministry policy, inflation and long-term debt financing are not considered eligible for DCC recovery.\* However, section 935 (3) (c) of the *Local Government Act* does allow funds in DCC reserve accounts to be used to pay for the interest and principal on a debt resulting from DCC project costs.”

\*“... The Inspector of Municipalities will consider allowing interest costs in exceptional circumstances ... {that} necessitate the construction of specific infrastructure projects in advance of sufficient DCC cash flows in order to trigger investment in development.” (p. 2.28)
- What will the market bear by way of overall increases to DCCs?
  - The region is suffering from a lack of “affordable” housing. There will be no population increase if housing is not affordable.
  - On the other hand, “affordable” is relative; housing here is generally very affordable relative to the Lower Mainland, Calgary, etc. There will some segment of the population that can afford housing prices here; hence, “affordability” may not stifle population growth.

- CMHC has published statistics indicating that for an average \$300,000 home, about 17% of the price is in government fees and charges. Further increases in this percentage acts as a growing disincentive to build.
- Homeowners don't expect to have to pay 50% of their income on accommodation in this region (unlike the Lower Mainland).
- The bottom line is that there is a limit to what should be charged on new development; we don't know if we've reached that peak.
- Is there enough land available in the region to support 2% growth over a 20-30 timeframe?
  - Studies in the Region show that there is generally enough vacant developable land to support this growth rate.
  - Qualicum Beach has a "planning horizon" for development, not a development "cap".

### KEY MESSAGES

(Note: not all of the following may be feasible to address in this study, but should be recommended as items to address in subsequent stages of DCC development.)

1. Use time horizons and population projections that are consistent with the RDN's other analyses in the Regional Growth Strategy.
2. Include all park sites of interest, regardless of priority, in the DCC bylaw.
3. Consider ways of identifying and including acquisition and improvement costs for municipal parks that are of regional significance in the DCC calculation.
4. Consider how to incorporate legal and interim debt-financing costs into the DCC calculation.  
*Note: As noted above, DCC's can be used to pay for interim financing and repayment of debt if a purchase occurs earlier than funds have been collected. However, in a Regional Park inventory context this cannot be precisely identified in the calculation of the DCC because the specific property purchase and timeframe are not determinable. If a purchase does occur and funds need to be borrowed in advance of collecting DCC's, the DCC bylaw can be amended at that time to account for these costs.*
5. Consider how to provide for a DCC "credit" for donation of park land as part of a development agreement.
6. Consider the list of sites of interest in the context of the overall costs/budget for regional park and trail acquisition, improvement, operation and maintenance. In particular, consider (estimate?) the additional O&M costs and staffing requirements for the additional parks over time.
7. Maintain an awareness of the potential impacts of contemplated DCC rates on housing affordability and in particular on growth rates – would the DCC charges act as a significant deterrent to new housing and growth?

ATTACHMENT: Attendance list

Proposed Regional Parks and Trails Development Cost Charges Workshop  
Wednesday September 19, 2007

## PARTICIPANTS

ORGANIZATION	NAME OF PERSON(S) ATTENDING
1. City of Nanaimo	Jeff Ritchie
2. City of Nanaimo	Doug Holmes
3. City of Parksville	Gayle Jackson
4. District of Lantzville	Twyla Graff
5. Fairwinds Community & Resort	David Scott
6. Islands Trust	Mac Fraser
7. Islands Trust - Gabriola	Chris Jackson
8. Malaspina College/University	Rick Kelm
9. Oceanside Development & Construction Association	Duane Round
10. Parksville Chamber of Commerce	Peter Doukakis
11. Regional District of Nanaimo	Dave Bartram
12. Regional District of Nanaimo	Maureen Young
13. Regional District of Nanaimo	Nancy Avery
14. Regional District of Nanaimo	Joe Stanhope
15. Regional District of Nanaimo	Paul Thorkelsson
16. Regional District of Nanaimo	Geoff Garbutt
17. Regional District of Nanaimo	Carol Mason
18. Regional Parks & Trail Advisory Committee	Frank Van Eynde
19. Town of Qualicum Beach	Mark Brown
20. Vancouver Island Real Estate Board	Jennifer Lynch
21. Vancouver Island Real Estate Board	Bill Benoit
<b>Project Team:</b>	
Recreation and Parks Dept., Regional District of Nanaimo	Tom Osborne, Wendy Marshall, Dawne McMurtrie
Lanarc Consultants Ltd.	David Reid, Harriet Rueggeberg

**REGIONAL DISTRICT OF NANAIMO**

**MINUTES OF THE ELECTORAL AREA 'G' PARKS AND OPEN SPACE ADVISORY  
REGULAR COMMITTEE MEETING HELD THURSDAY, NOVEMBER 08, 2007  
AT OCEANSIDE PLACE**

**Attendance:**

Jo-ann Chase – Chair  
Joe Stanhope – Director Electoral Area 'G' RDN Board  
Inger Weber  
Brian Coath  
Jacquelin Thompson  
Aileen Fabris

**Staff:**

Wendy Marshall, RDN Manager Parks Services

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**CALL TO ORDER**

1 Chair Chase called the meeting to order at 7:04pm.

**MINUTES**

3.1 MOVED B. Coath, SECONDED J. Stanhope, that the Minutes of the Electoral Area 'G' Parks and Open Space Advisory Committee meeting held September 13, 2007, be approved.

CARRIED

**REPORTS**

8.1 Director's Report

Mr. Stanhope noted the following items:

- Island Timberlands have withdrawn their offer to negotiate with the Regional District on their land usage.
- A meeting will be held with MLA Ron Cantelon, Ministry of Forests representatives and the RDN to discuss the Lee Road Island Highway intersection.
- The new Top Bridge Crossing has been very busy as an Area 'G' parks connector.

8.2/3 Regional and Community Parks Function Report June to September 2007.

Ms. Marshall highlighted the following items:

- Parks Planner, Elaine McCulloch has started with the Department.
- The Englishman River Management Plan will be circulated early in the New Year.
- A new Parks Technician position is proposed. The summer positions will be eliminated to allow for the new position.

MOVED A. Fabris, SECONDED B. Coath, that the Reports be received, as presented.

CARRIED

## NEW BUSINESS

### 9.1 Electoral Area 'G' Off-Road Trail

Ms. Chase gave an overview of the Area 'G' Off Road Trail concept. Ms. Chase indicated that she would like to move forward with the concept to seek support for the link with the Qualicum Beach trail system. The Qualicum Beach trail currently runs from Hall Road to Yambury Road. The Area 'G' Off Road Trail concept would see the trail continue from Yambury Road to Stanhope Road, across from Wembley Mall. The multi-use trail would be on the waterside of the highway to be used by adults, children, electric wheel chairs etc. - a pedestrian transportation route. It was noted the cost for an engineer to design the trail could possibly be off set with a Locomotion grant.

Ms. Chase passed the Chair to Mr. Coath.

MOVED J. Chase, SECONDED A. Fabris, that staff do a preliminary investigation for an extension of the Qualicum Beach trail from Yambury Road through to Stanhope Road in Electoral Area 'G'.

CARRIED

Ms. Chase resumed the Chair.

### 9.2 Budget 2008

Ms. Marshall presented the 2008 Budget for Community Parks in Electoral Area 'G'.

MOVED J. Thompson, SECONDED B. Coath, that the Electoral Area 'G' Parks and Open Space Advisory Committee support the 2008 Electoral Area 'G' Community Parks Function Budget, as presented.

CARRIED

## COMMITTEE ROUND TABLE

Ms. Chase reported she met with residents of Sumar Lane October 18, 2007, to discuss park maintenance and use. In correspondence received the residents requested the following items for Sumar Lane:

- Grass with timed irrigation.
- Low shrubs, including native shrubs, appropriately placed.
- Regular lawn maintenance, cutting and fertilization.
- That no park benches or playground equipment be placed.

Ms. Thomson invited Committee Members to a tea in her home, 1236 West Island Highway, on Monday, November 10, 2007, at 2:30pm, to meet the Friends of French Creek. Plans will be for attendees to walk the trail to Lee Road Park via Barclay Crescent.

## COMMITTEE INFORMATION

### 11.1 Overview Conflict of Interest

Ms. Marshall gave an overview of the Conflict of Interest information provided to the Committee. She requested that should a Committee Member feel they may have a possible conflict of interest, they should contact staff for clarification.

## ADJOURNMENT

11 MOVED B. Coath that the meeting be adjourned.

CARRIED

## NEXT MEETING

Thursday, February 14, 2008, at 7:00pm  
Oceanside Place

Proposed meeting dates for the remainder of 2008:

April 17
June 12
October 16
December 11

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Chair

**REGIONAL DISTRICT OF NANAIMO**

**MINUTES OF THE ELECTORAL AREA 'A' PARKS AND GREEN SPACE ADVISORY  
REGULAR COMMITTEE MEETING HELD NOVEMBER 15, 2007  
AT THE CEDAR HERITAGE CENTRE**

**Attendance:** Frank Garnish – Chair  
Joe Burnett – Director Electoral Area 'A' RDN Board  
Barbara Metcalf  
Jim Fiddick  
Lynne Aldcroft  
Margaret Johnson  
Gay Cunningham  
Kerri-Lynne Wilson  
Joe Materi

**Staff:** Elaine McCulloch – RDN Parks Planner

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**CALL TO ORDER**

1 The meeting was called to order at 7:30pm.

**MINUTES**

3 MOVED J. Fiddick, SECONDED M. Johnson, that the Minutes of the Electoral Area 'A' Parks and Green Spaces Advisory Committee Meeting held September 6, 2007, be approved.

CARRIED

**BUSINESS ARISING FROM MINUTES**

4.1 Quennell Lake Ritten Road Access Update – In order to develop the beach access staff would have to apply for a Permit to Construct from MOT. The process could involve canvassing the neighbours, conducting a risk assessment and providing proof of insurance. Mr. Burnett suggested liability issues be reviewed prior to applying for permit to construct.

MOVED J. Burnett, SECONDED B. Metcalf, that staff examine the possibility of developing the access to Quennell Lake at Ritten Road and the associated liabilities.

CARRIED

4.2 Thelma Griffiths Park Update – Ms. McCulloch provided a review of the Open House held for the new playground. Issues raised included bears and bees are attracted to the apple trees, the type and location of the fence and the removal of invasive plants. Mr. Garnish pointed out old mine shafts are located by the creek, therefore the fencing should extend along the back of the property. Local neighbours have offered to donate pea gravel, topsoil and heavy equipment, time and labour to the project. Playground equipment for 5-12 year olds and a port-a-potty may be installed in future years.



MOVED J. Materi, SECONDED J. Fiddick, that the Thelma Griffiths Park Update Report, be received.

CARRIED

MOVED M. Materi, SECONDED J. Fiddick, that staff be directed to proceed with the development of the playground at Thelma Griffiths Park as proposed in consultation and collaboration with the South Wellington community.

CARRIED

### Director's Report

8.1 Mr. Burnett noted the following items:

- The Electoral Area 'A' Recreation and Culture Commission held their inaugural meeting November 7, 2007.
- The Regional District has scheduled a Regional Growth Strategy Review.

### Staff Report

8.2 Ms. McCulloch highlighted the following items:

- Kayak Ramp – Staff will contact the contractor to determine the project start date.
- Cedar Skate Park – Approval for the park was received from the Agricultural Land Commission. The next phase will be to select a design company.
- Cedar Estates Development (behind Wheatsheaf) – Work has started. The committee has yet to review the latest concept drawings of the landscaping around the Morden Colliery Trail (MCT). Staff, working with the developer, will create a detailed plan.
- Tourism signs are being constructed and installed.

MOVED B. Metcalf, SECONDED M. Johnson, that the reports be received, as presented.

CARRIED

### NEW BUSINESS

9.1 2008 Budget

Ms. McCulloch presented the 2008 Budget for Community Parks in Electoral Area 'A'. Ms. McCulloch noted MCT has been shifted to a regional budget item, rather than a community park budget item.

Mr. Garnish requested the acquisition reserve be increased. Mr. Burnett will examine the implications if the requisition is increased.

MOVED J. Burnett, SECONDED K. Wilson, that the Electoral Area 'A' Parks and Green Spaces Advisory Committee support the 2008 Electoral Area 'A' Community Parks Function Budget, as presented, with the addition of \$10,000 designated for Thelma Griffiths Park playground development.

CARRIED

### COMMITTEE ROUND TABLE

10 Mr. Materi reported there are two hazard trees on the MCT in the Wheatsheaf/Woobank section. Also a work party will be held Saturday, November 17, at the mine site.

## COMMITTEE INFORMATION

### 11.1 Update of Cedar Estates Development of the MCT Trailhead

Mr. Materi noted he has drafted a rough sketch of what could be retained at the MCT trailhead. The draft will be presented for consideration just prior to the development of the trail head.

### 11.3 Next Meeting Date

Thursday, January 17, 2008, 7:30pm  
Cedar Heritage Centre

Proposed meeting dates for remainder of 2008 – March 20  
May 15  
September 18  
November 20

## ADJOURNMENT

- 12 MOVED M. Johnson, SECONDED B. Metcalf, that pursuant to Section (90) (1) E of the Community Charter to consider land issue, the Committee proceed to an In Camera meeting to consider items related to land acquisition.

CARRIED

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Chair

## REGIONAL DISTRICT OF NANAIMO

### MINUTES OF THE ELECTORAL AREA 'F' PARKS AND OPEN SPACE ADVISORY REGULAR COMMITTEE MEETING HELD NOVEMBER 19, 2007 AT ERRINGTON WAR MEMORIAL HALL

#### Attendance:

Peter Doukakis – Chair  
Lou Biggemann – Electoral Area 'F' RDN Director  
Robyn Elliott  
Reg Nosworthy  
Kebble Sheaff  
Linda Tchorz

#### Regrets:

Don Brittain

#### Staff:

Wendy Marshall, RDN Manager of Parks Services  
Elaine McCulloch, RDN Parks Planner

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#### CALL TO ORDER

- 1 Chair Doukakis called the meeting to order at 7:00pm.

#### MINUTES

- 3.1 MOVED L. Biggemann, SECONDED R. Elliott, that the Minutes of the Electoral Area 'F' Parks and Open Space Advisory Committee Meeting held September 17, 2007, be approved.

CARRIED

#### REPORTS

- 8.1 Director's Report

Mr. Biggemann advised that the purchase of Hamilton Marsh is on hold pending the property owner's decision to review all their land holdings. The Malcolm Property development issue has been presented to the Board and will be a priority for next year.

- 8.2/3 Monthly Update of Community Parks and Regional Parks and Trails Projects for June through to September of 2007.

Ms. Marshall provided a summary overview highlighting the following items:

- Over three hundred people attended the Official Opening of Top Bridge held September 30, 2007.
- Ms. Elaine McCulloch has been hired as the Parks Planner and Mr. Andy Turner as the new Parks Technician.
- Budgeting for 2008 is under way and will continue over the winter.

- A large spruce stem and root wad is in the Englishman River approximately one kilometer upstream from the Top Bridge Crossing. Consultation with fisheries and others has determined that the tree is rotten and hasn't moved as yet and should not be a problem.
- New directional signs are coming along the Top Bridge Trail route.

MOVED R. Elliott, SECONDED L. Biggemann, that reports be received, as presented.

CARRIED

#### **NEW BUSINESS**

- 9.1 Ms. Marshall presented 2008 Budget for Community Parks in Electoral Area 'F'.

MOVED R. Elliott, SECONDED R. Nosworthy, that the Area 'F' Parks and Open Spaces Advisory Committee support the 2008 Electoral Area 'F' Community Parks Function Budget, as presented.

CARRIED

- 9.2 Ms. Marshall distributed Area 'F' Proposed Trail Routes Maps to the Committee for their perusal. The Trail Routes Map will be discussed at the next meeting.

#### **COMMITTEE ROUND TABLE**

- 10 Mr. Elliott reported the playground equipment at French Creek Elementary School has been very well received and the Official Opening was enjoyed by all.

#### **ADJOURNMENT**

- 12 MOVED R. Nosworthy, SECONDED L. Biggemann, the meeting be adjourned at 8:10 pm.

CARRIED

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Chair

**REGIONAL DISTRICT OF NANAIMO**

**MINUTES OF THE ELECTORAL AREA 'H' PARKS AND OPEN SPACE ADVISORY  
REGULAR COMMITTEE MEETING HELD NOVEMBER 21, 2007**

Lighthouse Community Centre, Qualicum Bay

Attendance: David Bartram                                  Patty Biro                                  Brenda Wilson  
Val Weismiller    Michael Procter                              Barry Ellis  
Marguerite Little

Staff: Wendy Marshall, Manager of Park Services

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**CALL TO ORDER**

1 The Chair called the meeting to order at 9:05am.

**DELEGATIONS**

2 MOVED D. Bartram, SECONDED B. Wilson, that the late delegation of Helen Sims, Cliff Pardiac and Richard Pardiac, regarding the Pearl Road Subdivision, be received.

CARRIED

Ms. Sims presented the plan for subdivision with the park dedication adjacent to the existing park. Ms. Sims explained that the original park dedication for the property was in excess of the 5% requirement.

**MINUTES**

3.1 MOVED V. Weismiller, SECONDED M. Little, that the Minutes of the Electoral Area 'H' Parks and Open Space Advisory Committee Meeting held September 19, 2007, be approved.

CARRIED

**COMMUNICATION/CORRESPONDENCE**

5.1 MOVED M. Little, SECONDED V. Weismiller, that the Correspondence M. Procter, POSAC Area 'H' Chair, to D. Poltzac, Ministry of Agriculture and Land Management re: Seaweed Harvest Area 'H', be received.

CARRIED

**BUSINESS ARISING FROM DELEGATIONS**

6 Director Bartram noted that the existing Deep Bay Creek Park Trail will be extended to the railway, hook up to Pearl Road Park and then continue down the highway RoW trail that already exists. Committee members suggested that instead of the entire proposed dedication of park land noted in the application, a six metre strip of land be donated along the length of the existing trail located within the highway RoW property. A new survey of the exact area of dedication and the amount of land available to move the trail, should the ditch change course, will be completed and forwarded to Ms. Marshall.

## REPORTS

- 8.1 Mr. Bartram reported a Drinking Water and Watershed Protection Report and Action Plan has been completed by the Drinking Watershed Protection Steering Committee. Information meetings will be held in the new year to encourage support by all communities.

Mr. Bartram reported a seven lot subdivision has been approved at Spider Lake.

- 8.2 Ms. Marshall reviewed the Monthly Update of Community Parks and Regional Parks and Trails Projects for September 2007 highlighting the following items:
- Elaine McCulloch, Park Planner and Andy Turner, Park Technician, have both begun work with the Department.
  - A temporary bridge has been installed and staff have started work on the access in Deep Bay Creek Park. Some survey work has been done on the trail and a fence will be installed in December.
  - Hazard tree clean up continues in Wildwood Park and on the Lighthouse Country Trail.
  - A new group campsite has been created at Horne Lake.
  - Trail signs and some new highway signage will be installed over the next few months.
  - Trail brochures highlighting points of interest and updates to the website are also in the works.

MOVED M. Little, SECONDED B. Wilson, that the Reports be received as presented.

CARRIED

## NEW BUSINESS

- 9.1 Ms. Marshall reviewed the 2008 Budget for Community Parks in Electoral Area 'H'.

Committee members discussed the importance of a plan for future park use, development and planning. Possible future noted projects were:

- Henry Morgan Park development as a playground
- Field improvements for Lighthouse Community Park fields
- McColl Road Trail clean-up and improvements
- A connection between Deep Bay Creek Trail and Pearl Park and the Gainsberg Road Trail.

MOVED B. Ellis, SECONDED P. Biro, that the Area H Parks and Open Spaces Advisory Committee support the 2008 Budget as presented with the addition of consulting fees for Henry Morgan Community Park

CARRIED

MOVED B. Ellis, SECONDED P. Biro, that staff develop a Five Year Project Plan for the POSAC's review for Electoral Area H community parks.

CARRIED

- 9.2 As noted by Ms. Simms a new application for the Pearl Road Development will be submitted. The Committee will hold another site meeting to discuss and consider the new application once received.

MOVED M. Little, SECONDED B. Wilson, that the Electoral Area 'H' Parks and Open Space Advisory Committee delay their recommendation with regard to the Pearl Road Development until the new proposal is received and reviewed by the Committee.

CARRIED

#### COMMITTEE ROUND TABLE

- 10 Mr. Bartram suggested Committee Members review existing park dedications in Area 'H' as to their usability and use the information as a benchmark for future development applications.

Mr. Bartram also noted some hazard trees have fallen in Moss Park.

Mr. Procter suggested a tour of Area 'H' parks would be beneficial to the Committee.

Mr. Procter noted unfortunately Mr. R. Allen, the Committee nominee for the Arbor Vitae Award, was not the recipient this time. However, he did suggest Mr. Allen's name should be considered again in the future.

Mr. Ellis reported the ditches on Thompson Clarke West have been cleaned out with no damage to the surrounding area. Area residents are pleased with the results.

Ms. Biro reported she has been unable to book the Lighthouse Community Hall for children's indoor soccer this winter. The Hall Board has deemed the activity unsuitable for the building. In that regard, Ms. Biro stated the construction of a new facility to accommodate recreational activities should be considered for Area 'H'.

Ms. Biro reported Kim Longmuir, RDN Recreation Programmer for Electoral Area 'H', has been hired. Ms. Longmuir will work on a part time basis to promote recreational activities in Area 'H'.

#### ADJOURNMENT

MOVED D. Bartram that the meeting be adjourned.

CARRIED

#### NEXT MEETING

Thursday, January 31, 2008, 9:00am  
Lighthouse Community Centre.

Proposed meeting dates for remainder of 2008 -- March 28  
May 22,  
September 25  
November 27

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Chair



**REGIONAL DISTRICT OF NANAIMO**

**MINUTES OF THE DISTRICT 69 RECREATION COMMISSION REGULAR  
MEETING HELD ON THURSDAY, NOVEMBER 22, 2007  
AT OCEANSIDE PLACE, PARKSVILLE**

**Attendance:**

Frank Van Eynde – Chair	Electoral Area E
Reg Nosworthy	Electoral Area F
Jo-ann Chase	Electoral Area G
Patty Brio	Electoral Area H
Lou Biggemann	Director, RDN Board (Alternate)
Teresa Patterson	Councilor, City of Parksville

**Staff:**

Tom Osborne	General Manager of Recreation and Parks
Dan Porteous	Manager of Recreation Services
Marilynn Newsted	Recording Secretary

**Regrets:**

Dave Bartram	Director, RDN Board
Eve Flynn	Trustee, School District 69
Jack Wilson	Councilor, Town of Qualicum Beach

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**CALL TO ORDER**

- 1 Chair Van Eynde called the meeting to order at 2:05pm.

**MINUTES**

- 3 MOVED Commissioner Biggemann, SECONDED Commissioner Biro, that the Minutes of the District 69 Recreation Commission meeting held October 18, 2007, be approved.

CARRIED

**FUNCTION REPORTS**

- 5.1 Mr. Porteous presented the Recreation Services Function Report highlighting the following items:
  - Due to the increase use of the Pond during Everyone Welcome sessions, staff will review how supervision on the Pond and in the lobby area may be increased.
  - An Aqua Fit instructor has been hired for the Ravensong Aquatic Centre.
  - Staff met with Ballenas Secondary School Grad Committee to discuss the use of Oceanside Place for the commencement ceremonies and possibly the dry grad events.
  - Youth have started to use their Positive Tickets, issued by the RCMP, to attend public skating sessions at the arena.

- Community Living BC has proposed a new service agreement, in the amount of \$45,000, with the Recreation and Parks Department to increase the number of support workers which would enable more children with disabilities to participate in recreation programs.
- Val McNutt has been hired to replace Colleen Douglas as the Arena Recreation Programmer, at Oceanside Place, and Kim Longmuir has joined the staff as the Temporary Recreation Programmer for Area 'H'.

5.2 Mr. Osborne presented the Regional Parks and Trail and Community Parks (EA 'E' – 'H') Report highlighting the following items:

- The new Top Bridge Crossing is drawing more people to the park sites on both sides of the river.
- Some site and survey work has been done in Area 'F' to assist with the location of a new site for the Meadow Wood Fire Hall, as it will affect the Community Park.
- The Community Tourism Program is underway. Work is a little behind due to the terrain and the amount of area covered.
- The Englishman River Regional Park new spawning channel is in place.
- The Englishman River Management Plan is still progressing through the planning process and should be adopted by the Board early in 2008.

MOVED Commissioner Nosworthy, SECONDED Commissioner Biro, that the Function Reports, be received.

CARRIED

## NEW BUSINESS

8.1 Mr. Porteous noted that one of the recommendations of the Master Plan was the Department review the track and field facilities in the area. At the invitation of the School District, a meeting was held to discuss the possibility of a joint grant application of about \$40,000 from the UBCM's School Communities Connection Program for a feasibility study for a track and field facility.

MOVED Commissioner Biro, SECONDED Commissioner Patterson, that the Regional District Board support a joint grant application between the Regional District of Nanaimo and School District 69 for funding of \$40,000 from the UBCM School Community Connections Program to be used for a track and field facility feasibility study in District 69.

8.2 MOVED Commissioner Patterson, SECONDED Commissioner Biro, that the Regional District of Nanaimo support the 2009 World Under 17 Hockey Challenge Society's grant application for Island Coastal Economic Trust funding to assist with the costs associated to host the international tournament.

CARRIED

8.3 Mr. Porteous presented the 2008 Annual Budget and Five Year Capital and Financial Plan for the Recreation Coordinating Function.

MOVED Commissioner Biro, SECONDED Commissioner Biggemann, that the District 69 Recreation Commission supports the 2008 Annual Budget and Five Year Capital and Financial Plan for the District 69 Recreation Coordinating Function, as presented.

CARRIED

Mr. Porteous presented the 2008 Annual Budget and Five Year Capital and Financial Plan for Oceanside Place.

MOVED Commissioner Nosworthy, SECONDED Commissioner Patterson, that the District 69 Recreation Commission supports the 2008 Annual Budget and Five Year Capital and Financial Plan for Oceanside Place, as presented.

CARRIED

Mr. Porteous presented the 2008 Annual Budget and Five Year Capital and Financial Plan for Ravensong Aquatic Centre.

MOVED Commissioner Biggemann, SECONDED Commissioner Biro, that the District 69 Recreation Commission supports the 2008 Annual Budget and Five Year Capital and Financial Plan for Ravensong Aquatic Centre, as presented.

CARRIED

### COMMISSIONER ROUNDTABLE

- 9 Commissioner Biggemann reported he had visited the new Top Bridge Crossing many times and noted although the grading on the bridge is rated not suitable for horses, apparently horses have and are using the crossing.

Commissioner Biggemann also voiced concern about motorcycle riders both using the Top Bridge Crossing and their irresponsible behaviour throughout EA Area 'F' as a whole. In that regard he stated he would contact Gary Cox at the RCMP detachment to discuss the issue.

Commissioner Biro reported she was unable to book the Lighthouse Community Hall for a 4 to 7 year old indoor soccer program, as the program was deemed unsuitable for the facility. In this regard, Commissioner Biro requested that a multipurpose sport facility should be considered for the District which could host many types of indoor sports.

Commissioner Patterson report a Biosphere Open House will be held to present the survey results received regarding the building plans.

Commissioner Patterson reported Parksville City Council approved the placement of gravel along the Parksville Community Park beach, at a cost of \$500,000 with an annual yearly maintenance cost of approximately \$20,000. It is hoped the gravel placement will help stabilize the shore along the trail and stop the erosion of the beach.

Commissioner Chase verbally announced her resignation as a member of the District 69 Recreation Commission to be effective immediately.

The Commission accepted Commissioner Chase's verbal resignation from the District 69 Recreation Commission.

### ADJOURNMENT

MOVED Commissioner Patterson that the meeting be adjourned at 3:10pm.

**NEXT MEETING**

Thursday, January 17, 2008  
2:00pm, at Oceanside Place, Multipurpose Room

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Frank Van Eynde, Chair