

REGIONAL DISTRICT OF NANAIMO

**BOARD MEETING
TUESDAY, AUGUST 24, 2010**

A D D E N D U M

PAGES

COMMUNICATIONS/CORRESPONDENCE

- 2 - 3 **Barry Penner, Ministry of Environment**, re Proposed Amendment to the RDN Solid Waste Management Plan.
- 4 - 8 **Ted Swabey, City of Nanaimo**, re Draft Regional Growth Strategy.

UNFINISHED BUSINESS

BYLAWS

For Adoption.

Pump & Haul

Bylaw No. 975.53. (All Directors – One Vote)

That “Regional District of Nanaimo Pump & Haul Local Service Amendment Bylaw No. 975.53, 2010” be adopted.

This bylaw reduces the boundaries of the Pump & Haul Service to exclude an Area ‘H’ property.

Development Cost Charges

Bylaw No. 1577. (All Directors except EA ‘B’ – Weighted Vote)

That “Regional District of Nanaimo Not-for-Profit-Rental Housing Sewer Development Cost Charge Reduction Bylaw No. 1577, 2010” be adopted.

This bylaw reduces development cost charges for not-for-profit rental housing by 100% in the Northern Community Sewer Service and 50% in the Southern Community, Duke Point & Fairwinds Sewer Service areas.

NEW BUSINESS

Nanoose Bay Parks and Open Space Advisory Committee. (verbal report Director Holme)



CAO'S OFFICE			
CAO		GMR&PS	
GMDS		GMT&SWS	
GMF&IS		GMR&CS	
AUG 20 2010			
SMCA		BOARD	✓
CHAIR	✓	Corr.	

Reference: 110974

AUG 18 2010

Joe Stanhope, Chair
and Directors
Regional District of Nanaimo
6300 Hammond Bay Rd
Nanaimo BC V9T 6N2

Dear Chair Stanhope and Directors:

Further to my acknowledgement letter dated August 14, 2009, addressed to Mr. Dennis Trudeau, General Manager, Transportation & Solid Waste Services, regarding the proposed amendment of the Regional District of Nanaimo (RDN) Solid Waste Management Plan (SWMP) to include the Regional Landfill Design and Operations (D&O) Plan, I am pleased to advise you that Ministry of Environment staff have reviewed the submission.

Based on the recommendations of Regional Environmental Protection Division staff in the Ministry of Environment's Nanaimo office, I am satisfied that there has been an adequate public review and consultation process with respect to the development of the Plan. I am pleased that the RDN has met with and presented the D&O Plan to the Snuneymuxw First Nation (SFN) and has committed to continuing discussions with the SFN. Please keep ministry regional staff informed of the results of the discussions.

The D&O Plan reflects strategies to address environmental concern and allow post-closure development as parkland for Cell 1. The strategy will also improve leachate, surface water and landfill gas management works for the entire landfill, which will result in optimizing and extending the landfill site life until approximately 2027. Implementation of the strategy demonstrates RDN's ongoing commitment to environmentally and fiscally responsible solid waste management within its boundaries.

I understand that any further delay in approving the SWMP amendment will significantly delay the implementation of the D&O Plan and result in negative environmental and operational effects.

Pursuant to section 24(5) of the *Environmental Management Act*, I hereby approve an amendment to the RDN SWMP dated July 2004, to include the Design and Operations Plan, Nanaimo Regional Landfill, by XCG Consultants Ltd., dated November 2, 2009, with the condition that a director as defined in the *Environmental Management Act* may amend the D&O Plan.

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Ministry of
Environment

Office of the
Minister

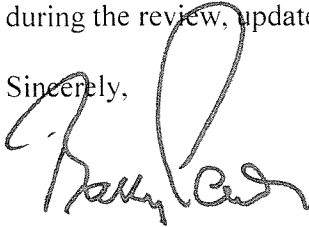
Mailing Address:
Parliament Buildings
Victoria BC V8V 1X4

Telephone: 250 387-1187
Facsimile: 250 387-1356

The RDN's letter of August 10, 2009 also indicates that the RDN will begin a general review, update and amendment of its SWMP by the year 2011.

Please continue to work with ministry regional staff during the implementation of the D&O Plan and during the review, update and amendment of the SWMP.

Sincerely,

A handwritten signature in black ink, appearing to read "Barry Penner". The signature is written in a cursive style with a large, prominent loop at the top.

Barry Penner
Minister

pc: Chief Douglas White III, Kwulasultun and Council, Snuneymuxw First Nation
Carol Mason, Chief Administrative Officer, Regional District of Nanaimo
Dennis Trudeau, General Manager, Transportation & Solid Waste Services, Regional
District of Nanaimo
Randy Alexander, Manager, Environmental Protection Division, Ministry of Environment

2010-JUN-23

CAO		GMR&PS	
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JUN 28 2010			
SMCA		BOARD	
CHAIR			
<i>C. P. Thompson</i>			

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

File: 0470-30-R01-05

Attention: Carol Mason, CAO

Dear Ms. Mason:

Re: Draft Regional Growth Strategy – City of Nanaimo Comments

At its meeting of 2010-JUN-21, the Council of the City of Nanaimo considered the “Draft Regional Growth Strategy (April 29, 2010)” and adopted the following motion:

“It was moved and seconded that Council receive the report and direct Staff to forward a copy of the Staff report and this resolution to the Regional District of Nanaimo as the City of Nanaimo’s comments regarding the document ‘Draft Regional Growth Strategy (April 29, 2010)’ and request the recommended amendments be considered in preparing the final draft of the Regional Growth Strategy. The motion carried unanimously.”

A copy of the staff report and Council resolution are included for your information. Should you have any questions please contact Bruce Anderson, Manager of Community Planning at (250) 755-4423 or bruce.anderson@nanaimo.ca.

Yours truly,


Ted Swabey,
General Manager,
Community Safety and Development Division

enclosures

pc D. Holmes, Assistant City Manager/General Manager of Corporate Services
A. Tucker, Director of Planning
B. Anderson, Manager of Community Planning

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STAFF REPORT

REPORT TO: ANDREW TUCKER, DIRECTOR OF PLANNING

FROM: BRUCE ANDERSON, MANAGER OF COMMUNITY PLANNING

RE: DRAFT REGIONAL GROWTH STRATEGY - CITY COMMENTS

STAFF'S RECOMMENDATION:

That Council receive this report and direct staff to forward a copy of this report and related Council resolution to the Regional District of Nanaimo as the City of Nanaimo's comments regarding the document entitled "Draft Regional Growth Strategy (April 29, 2010)" and request the recommended amendments be considered in preparing the final draft of the Regional Growth Strategy.

EXECUTIVE SUMMARY:

The Regional District of Nanaimo (RDN) is currently undertaking a review of the existing Regional Growth Strategy. The Draft Regional Growth Strategy (RGS) now includes a vision and set of sustainability principles; new goals added respecting the following:

- climate change and reduced energy consumption;
- the coordination of land use and mobility;
- concentrating growth in urban centres and rural village centres;
- enhanced food security; and
- pride of place.

Also included is a regional structure to direct the majority of the region's growth to Urban Centres for the municipal areas and Rural Village Centres for electoral areas; direction for a region-wide study to determine the potential of currently designated areas as Rural Village Centres to be serviced and to become mixed-use centres in the region; and a new Growth Containment Boundary (GCB) located at the City limits of Nanaimo. Generally speaking, the proposed changes in the Draft Regional Growth Strategy are supportable. Staff are recommending the addition of a policy section for Urban Centres be added to Goal 4 – Coordination of Land Use and Mobility.

The purpose of this report is to respond to the RDN's request to provide City of Nanaimo comments on the Draft Regional Growth Strategy (RGS) prior to the document proceeding to the next phase in the community engagement process of the RGS Review. A copy of the Draft RGS document has been previously distributed to Council.

BACKGROUND:

The current Regional Growth Strategy (2003) is undergoing a review that commenced with a community engagement process in 2007. As a result of the consultation process to date, a Draft Regional Growth Strategy document has now been prepared for the review and comment of member municipalities of the Regional District of Nanaimo. The RGS Review process has included consultation with the public and key agencies, as well as a process involving staff of the RDN and member municipalities in the review of the existing RGS, as well as a series of discussion papers, and a draft RGS document.

The Draft Regional Growth Strategy, as presented, incorporates many of the changes advocated by City staff through the review of preliminary drafts during the consultation process to date. The following provides the highlights and key changes proposed in the Draft RGS, as well as the important issues and areas of concern for the City of Nanaimo.

Highlights and Key Changes to the RGS

The RGS is a strategic plan for the region, the purpose of which is to establish a consistent and coordinated approach across the region to foster socially, economically and environmentally sustainable communities. Member municipalities provide consent to the RDN Board's adoption of an RGS bylaw and are required to ensure their OCPs include a Regional Context Statement that identifies how the OCP is either consistent or will work toward being consistent with the RGS, within two years of the RGS bylaw adoption.

The Draft RGS, as presented, now includes a vision and set of sustainability principles to guide the RDN and member municipalities toward a more sustainable region. The goals and policies of the Draft RGS reflect this emphasis on sustainability. New goals respecting climate change and reduced energy consumption, the coordination of land use and mobility, concentrating growth in urban centres and rural village centres, enhanced food security, and pride of place are included in the document. In addition, some of the existing RGS goals have also had a sustainability 'lens' applied. Policies in several sections of the Draft RGS have been modified to further reflect and give direction toward a more sustainable pattern of human activity in the region.

The structure for land use and development in the region has been modified in the Draft RGS with the intent to direct the majority of the region's growth to Urban Centres for the municipal areas and Rural Village Centres for electoral areas. Rural Residential, Industrial, and Resource and Open Space designations for electoral areas complete the land-use structure. The City of Nanaimo is identified in the document as a regional urban centre to acknowledge the City as the primary urban centre in the region. However, the Draft RGS has no policies regarding Urban Centres. It is recommended that the document be revised to include policies in recognition of the role played by member municipalities in managing growth.

The Draft RGS provides for a region-wide study to determine the potential of currently designated areas as Rural Village Centres to be serviced and to become mixed-use centres in the region. Staff have been assured the study will be a priority (2011) and the City will participate in the terms of reference for the study to confirm the areas that are suitable to manage growth will remain designated, but those areas that do not have the potential would subsequently be removed from the Rural Village Centre designation and modified to a local service centre.

The former Urban Containment Boundary (UCB) in the RGS is now referred to as the Growth Containment Boundary (GCB) in the Draft RGS. The proposed GCB location as it relates to the City of Nanaimo is now at our municipal boundary. This recognizes the City's jurisdiction over land use decisions and affords the City control over the management of growth within City limits. The City's OCP will continue to retain our Urban Containment Boundary and the current policies which effectively manage the nature of growth internal to the City. The City Urban Containment Boundary remains distinct from the Regional Growth Containment Boundary in recognition of the regional growth management role of the GCB and the urban growth management role of the City's UCB. Any modifications to the GCB in the RGS would be subject to amendment of the RGS – and

consent of all municipalities – as a regional growth management issue. However, should there be any need to modify the City of Nanaimo UCB as a function of growth management within the City of Nanaimo boundary, this would be subject to an amendment to the City's OCP.

The Draft RGS includes additional policy respecting Regional Context Statements (RCS) for OCPs. The RCS policies ensure that proposals for changes to Resource Lands or Open Space designation, or redesignation of lands outside the GCB to Urban Centres, or any addition or deletion of an Urban Centre, is only achieved through an amendment to the RGS; not simply through an RCS and OCP amendment.

A process and criteria for minor amendments to the RGS are now included in the Draft RGS. Minor amendments are housekeeping changes that are limited to text and map amendments to correct errors or for accuracy, changes to tables, figures, grammar and numbering, and the addition or deletion of key indicators relating to achieving the goals of the RGS.

Recommended Amendments to the Draft RGS

There are a few areas of concern regarding the Draft RGS that staff recommend for further consideration and possible revision to the document.

Locating the GCB at the City limits for Nanaimo and acknowledging the Urban Centres as the major locations for growth management is critical for achieving sustainability in the region. This is also important in the context of this RGS Review process, where the issue of constraining growth in the rural areas of the region (the other (rural) half of the growth management equation) has been an issue that has not been fully resolved from a staff perspective. RGS policy for Rural Residential development does provide for no additional designation of lands for rural residential development in the RDN. However, there has been limited acceptance of the proposal to include policy statements toward reducing the amount of smaller parcel subdivision (i.e., 2ha or less) development in Rural Residential, notwithstanding zoning permissions that may be in place. This policy direction, or at least a study to review the implications of current rural development policy respecting growth management and sustainability, has been discussed but not included in the current Draft RGS.

There is a need to include a policy section for Urban Centres in Goal 4 – Coordinate Land Use and Mobility of the Draft RGS. The absence of a policy section to describe and reinforce the role of the Urban Centres (as well as the hierarchy of urban centres), such as provided in the policy section for Rural Village Centres, is noticeable. The Land Use Designation Maps section of the Draft RGS contains language which could be modified and included as policy for Urban Centres in Goal 4. Staff recommend policies be added to include the following:

Urban Centres

- 4.5 *Urban centres comprise the primary locations for accommodation of growth and development in the region and are only located within the Growth Containment Boundaries of a municipality.*
- 4.6 *Areas designated as Urban Centres on Map 6 are to be fully serviced with community water and sewer systems, and contain the broadest range of urban land uses and densities.*
- 4.7 *Urban centres include one or more mixed-use centres and are intended to be complete, compact communities with places to live, work, learn, play, shop, and access services.*

4.8 *Nanaimo, as the Regional Urban Centre, is identified as the major urban centre in the region given its larger scale, complexity, function and urban lifestyle, as distinct from the other Urban Centres, as well as the rural areas of the region.*

Generally speaking, the Draft RGS document, and the specific elements highlighted above, are supportable and represent an improvement to the Regional Growth Strategy. With the addition of the proposed revisions noted in this report, staff are in a position to recommend the Draft RGS proceed to further public consultation as part of the RGS Review process.

Respectfully submitted,

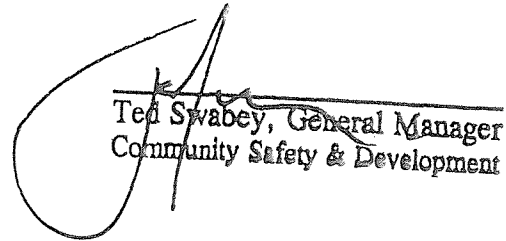


Bruce Anderson,
Manager of Community Planning
Community Safety & Development Division



Andrew Tucker,
Director of Planning
Community Safety & Development Division

BA/ch
g:\commplan\admin\Regional Growth Strategy
Council Date: 2010-JUN-21



Ted Swabey, General Manager
Community Safety & Development