

**REGIONAL DISTRICT OF NANAIMO**

**COMMITTEE OF THE WHOLE  
TUESDAY, MARCH 12, 2013  
7:00 PM**

***(RDN Board Chambers)***

**A G E N D A**

**PAGES**

**CALL TO ORDER**

**DELEGATIONS**

**MINUTES**

- 5 - 11 Minutes of the Regular Committee of the Whole meeting held Tuesday, February 12, 2013.

**BUSINESS ARISING FROM THE MINUTES**

**COMMUNICATIONS/CORRESPONDENCE**

- 12 - 13 **Terry Lake, Minister of Environment**, re oil spill prevention, preparedness and response in coastal communities.
- 14 **Trudy Coates, Town of Qualicum Beach**, re RCMP Community Policing Program Funding.

**UNFINISHED BUSINESS**

**CHIEF ADMINISTRATIVE OFFICER**

- 15 - 27 2013 Service Area Work Plan Projects

**FINANCIAL SERVICES**

- 28 - 37 Bylaw 1676 – 2013 to 2017 Financial Plan.
- 38 - 45 Bylaws 1318.02, 1319.03, 1320.03, 1448.03 and 1449.02 – Bylaws to amend the Port Theatre Contribution Service Requisition Limits.
- 46 - 66 2013 Parcel Tax Rate Bylaws - (1567.04, 1568.04, 1569.04, 1336.10, 1483.07, 1525.04, 1231.04 and 1657.01).

67 - 75 Preliminary Operating Results for the Period Ending December 31, 2012.

## **STRATEGIC AND COMMUNITY DEVELOPMENT**

### **LONG RANGE PLANNING**

76 - 102 2012 Annual Report on the Regional Growth Strategy Implementation and Progress.

103 - 235 Rural Village Centre Study.

### **BUILDING, BYLAW, AND EMERGENCY**

236 - 237 Electoral Area 'F' Animal Control – Release of Reserve Funds.

238 - 242 Animal Control Regulatory Amendment Bylaw 1066.02, 2013.

## **TRANSPORTATION AND SOLID WASTE**

### **SOLID WASTE**

243 - 253 Solid Waste Management Plan Review – Regional Solid Waste Advisory Committee.

## **REGIONAL AND COMMUNITY UTILITIES**

### **WATER AND UTILITIES**

254 - 257 Bylaw 1655.01 - Water User Rate Amendments 2013.

258 - 262 Information Report – French Creek Bulk Water Service Area Removal from the Englishman River Water Service Joint Venture Agreement.

## **COMMISSION, ADVISORY & SELECT COMMITTEE MINUTES AND RECOMMENDATIONS**

### **ELECTORAL AREA 'A' PARKS, RECREATION, AND CULTURE COMMISSION**

263 - 266 Minutes of the Electoral Area 'A' Parks, Recreation, and Culture Commission meeting held on Wednesday, February 20, 2013 (for information).

### **DISTRICT 69 RECREATION COMMISSION**

267 - 271 Minutes of the District 69 Recreation Commission meeting held on Thursday, February 21, 2013 (for information).

**District 69 Recreation Grants**

1. That the following District 69 Recreation Youth Grants be approved:

<b>Community Group</b>	
893 Beaufort Squadron Air Cadets – program expenses	\$1,500
Arrowsmith Community Enhancement Society – youth programs	990
Ballenas Secondary School – Dry Grad	1,250
District 69 Minor Softball – equipment and uniforms	1,250
Kwalikum Secondary School – Dry Grad	1,250
Oceanside Baseball Association – equipment	1,859
Oceanside Community Arts Council – equipment and software	1,500
Oceanside Track and Field Club – reconditioning cinder and club equipment	3,851
Parksville Curling Club – junior program	1,275
<b>Total</b>	<b>\$14,725</b>

2. That the following District 69 Recreation Community Grants be approved:

<b>Community Group</b>	
Town of Qualicum Beach – Beach Day sound rental, first aid, displays and supplies	\$1,500
Errington Coop Preschool – supplies and equipment	905
Errington Elementary School PAC – sandbox	1,265
Errington Therapeutic Riding Association – program expenses horses and arena	1,100
French Creek Community School PAC – lacrosse program	1,250
Lighthouse Recreation Commission – program expenses	3,000
North Island Wildlife Recovery Association – Wildlife Family Day	450
Parksville Adult Badminton – facility rental and insurance	456
Vancouver Island Opera Recital Series – facility rental and advertising	650
<b>Total</b>	<b>\$10,576</b>

272 - 313

**2012 Ravensong Aquatic Centre Assessment Survey**

1. That staff be directed to implement changes to the Ravensong Aquatic Centre schedule and to reallocate program space, where possible, to meet the needs identified through the 2012 Ravensong Aquatic Centre Assessment Survey.
2. That staff be directed to meet with Hughes Condon Marler Architects (HCMA) and obtain a quote for the firm's services to determine the project and operational cost of the work outlined in Appendix II for the years 2015 - 2020 and in preparation for the 2014 Annual Budget and Five Year Financial Plan discussion.

314 - 341

**District 69 Arena Lease Agreement - Parksville Curling Club**

That the Regional District of Nanaimo approve the Sublease with the Parksville Curling Club Society attached as Appendix I for the use of the District 69 Arena for the term of April 1, 2013 to March 31, 2018.

**Statutory Holiday Closures at Ravensong Aquatic Centre and Oceanside Place**

That staff prepare a report on the cost implications of opening Ravensong Aquatic Centre and Oceanside Place on Family Day and to review options to offset any increased costs including sourcing grants or sponsorships, limiting facility operational hours and adjusting user fees.

**ADDENDUM**

**BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS**

**NEW BUSINESS**

**BOARD INFORMATION**

342 - 344

Items Received for Board Information February – March 2013.

**IN CAMERA**

*That pursuant to Section 90(1) (c) and (e) of the Community Charter the Board proceed to an In Camera meeting for discussions related to labour relations and land acquisitions.*

**ADJOURNMENT**

REGIONAL DISTRICT OF NANAIMO

MINUTES OF THE REGULAR MEETING OF THE COMMITTEE OF THE WHOLE  
OF THE REGIONAL DISTRICT OF NANAIMO HELD ON  
TUESDAY, FEBRUARY 12, 2013 AT 7:00 PM IN THE  
RDN BOARD CHAMBERS

In Attendance:

Director J. Stanhope	Chairperson
Director D. Brennan	Deputy Chairperson
Director A. McPherson	Electoral Area A
Director H. Houle	Electoral Area B
Alternate	
Director C. Pinker	Electoral Area C
Director G. Holme	Electoral Area E
Director J. Fell	Electoral Area F
Alternate	
Director R. Wahlgren	Electoral Area H
Director B. Dempsey	District of Lantzville
Director J. Ruttan	City of Nanaimo
Director G. Anderson	City of Nanaimo
Director B. Bestwick	City of Nanaimo
Director T. Greves	City of Nanaimo
Alternate	
Director F. Pattje	City of Nanaimo
Director J. Kipp	City of Nanaimo
Director M. Lefebvre	City of Parksville
Alternate	
Director S. Tanner	Town of Qualicum Beach

Regrets:

Director M. Young	Electoral Area C
Director B. Veenhof	Electoral Area H
Director D. Johnstone	City of Nanaimo
Director D. Willie	Town of Qualicum Beach

Also in Attendance:

P. Thorkelsson	Chief Administrative Officer
J. Harrison	Director of Corporate Services
W. Idema	Director of Finance
T. Osborne	Gen. Mgr. Recreation & Parks
D. Trudeau	Gen. Mgr. Transportation & Solid Waste
P. Thompson	A/ Gen. Mgr. Strategic & Community Development
M. Donnelly	A/ Gen. Mgr. Regional & Community Utilities
J. Hill	Mgr. Administrative Services
T. Nohr	Recording Secretary

## **CALL TO ORDER**

The Chairperson called the meeting to order and welcomed Alternate Directors Pattje, Wahlgren, Pinker and Tanner.

The Chairperson also recognized Oceanside Place Arena maintenance workers Dave Awram and Randy Barr for their courageous work as first responders to an individual in heart failure. The well trained staff quickly used a defibrillator and administered CPR to revive the victim, who at last report was in stable condition at the hospital.

## **DELEGATIONS**

### **Dan Hurley and Dr. Nicole Vaugeois, Vancouver Island University, re VIU Regional Innovation Chair in Tourism & Sustainable Rural Development.**

Dr. Vaugeois and Mr. Hurley gave a presentation to the Board regarding the activities of Vancouver Island University's Regional Innovation Chair in Tourism and Sustainability Rural Development program, a BC Provincial Government program partially funded through the Leading Edge Endowment Fund. The purpose of the program is to "support research, development and innovation that will bolster regional economic and social development".

Dr. Vaugeois and Mr. Hurley additionally asked the Board to consider providing funding to the program.

### **Megan Olsen, re Clean-up of Little Mountain, Electoral Area 'F'.**

Ms. Olsen made a presentation to the Board regarding illegal dumping on Crown land known as Little Mountain in Electoral Area 'F'.

### **Tom Hoefle, Lighthouse Country Marine Rescue Society, re Proposal for ongoing annual funding to the Society (Supporting Royal Canadian Search & Rescue Unit 59, Deep Bay).**

Mr. Hoefle gave an overview of the Lighthouse Country Marine Rescue Society and asked the Board to consider annual funding to the organization.

### **Arthur Skipsey, re Gravel extraction in Whiskey Creek.**

Mr. Skipsey spoke to the Board regarding an application to the Provincial Government from a private company to extract gravel in the Whiskey Creek area.

## **COMMITTEE OF THE WHOLE MINUTES**

**Minutes of the Regular Committee of the Whole meeting held Tuesday, January 8, 2013, and Minutes of the Special Committee of the Whole meeting held Tuesday, January 15, 2013.**

MOVED Director Holme, SECONDED Director Brennan, that the Minutes of the Committee of the Whole meeting held January 8, 2013 and the Minutes of the Special Committee of the Whole meeting held January 15, 2013 be adopted.

CARRIED

## **COMMUNICATION/CORRESPONDENCE**

**Cindy N. Solda, Chairperson, Alberni-Clayoquot Regional District, re Participation - Coastal Communities Network Conference Call.**

MOVED Director Anderson, SECONDED Director Lefebvre, that the correspondence from Cindy N. Solda, Chairperson for Alberni-Clayoquot Regional District, regarding participation in the Coastal Communities Network conference call be received.

CARRIED

## **CORPORATE SERVICES**

### **ADMINISTRATIVE SERVICES**

**Disclosure of Contracts Pursuant to Section 107 of the *Community Charter*.**

MOVED Director Brennan, SECONDED Director Houle, that the report from the Manager of Administrative Services dated February 8, 2013 entitled "Disclosure of Contracts Pursuant to Section 107(1) of the *Community Charter*" be received for information.

CARRIED

### **FINANCIAL SERVICES**

**2013-2017 Financial Plan.**

MOVED Director Brennan, SECONDED Director Anderson, that the Board receive the report on the 2013 budget as amended and the 2013 to 2017 Financial Plan, and direct staff to prepare the Financial Plan bylaw on that basis.

CARRIED

**Island Corridor Foundation Request for Funding – Additional Option.**

MOVED Director Brennan, SECONDED Director Bestwick, that the Board approve the provision of the approved Grant-in-Aid funding to the Island Corridor Foundation in two parts - \$404,500 in 2013 and \$472,500 in January, 2014; and

That the proposed 2013 budget and 2013 to 2017 Financial Plan be revised to reflect this approach to funding for the Island Corridor Foundation rail infrastructure project.

CARRIED

**STRATEGIC AND COMMUNITY DEVELOPMENT**

**LONG RANGE PLANNING**

**Coastal Douglas-Fir and Associated Ecosystems Conservation Partnership Statement of Cooperation.**

MOVED Director Holme, SECONDED Director Brennan, that the Board support the Coastal Douglas-fir and Associated Ecosystems Conservation Partnership and sign the Statement of Cooperation included in Attachment No. 1.

CARRIED

**TRANSPORTATION AND SOLID WASTE**

**SOLID WASTE**

**Packaging and Printed Paper Product Stewardship – Update Report.**

MOVED Director Brennan, SECONDED Director Anderson, that the Board receive the Packaging and Printed Paper Product Stewardship Update Report for information.

CARRIED

**Contract Award for Bird Control at Regional Landfill.**

MOVED Director Holme, SECONDED Director Bestwick, that the Board award the contract for bird control services at the Regional Landfill to PK Bird Control Services for a period of three years commencing March 1, 2013 at a total cost of \$649,500.

CARRIED

**COMMISSION, ADVISORY & SELECT COMMITTEE MINUTES AND RECOMMENDATIONS**

**Minutes of the Sustainability Select Committee meeting held on Wednesday, January 16, 2013.**

MOVED Director Kipp, SECONDED Director Lefebvre, that the Minutes of the Sustainability Select Committee meeting held on Wednesday, January 16, 2013 be received for information with the amendment that Director Dempsey be added as attending.

CARRIED



**Carbon Neutral Operations – 2012.**

MOVED Director Brennan, SECONDED Director Ruttan, that staff incorporate reductions associated with curbside organic collection and diversion in annual carbon neutral reporting to the Province.

CARRIED

MOVED Director Brennan, SECONDED Director Ruttan, that staff issue letters to each of the member municipalities identifying total emission reductions for each jurisdiction based on participation in the regional curbside organic collection and diversion program.

CARRIED

**TRANSIT SELECT COMMITTEE**

**Minutes of the Transit Select Committee meeting held on Thursday, January 17, 2013.**

MOVED Director Brennan, SECONDED Director Holme, that the Minutes from the Transit Select Committee meeting held on Thursday, January 17, 2013 be received for information.

CARRIED

**Greyhound Licensing Structure.**

MOVED Director Brennan, SECONDED Director Anderson, that the Board direct staff to send a letter to the BC Passenger Transportation Board about the Regional District of Nanaimo's concerns of reduced transit service connecting communities of Vancouver Island.

CARRIED

**DISTRICT 69 RECREATION COMMISSION**

**Minutes of the District 69 Recreation Commission meeting held on Thursday, January 17, 2013.**

MOVED Director Tanner, SECONDED Director Greves, that the Minutes of the District 69 Recreation Commission meeting held on Thursday, January 17, 2013 be received for information.

CARRIED

**2015/2016 BC Senior Games – Hosting in District 69.**

MOVED Director Tanner, SECONDED Director Lefebvre, that the Regional District of Nanaimo not pursue hosting of the 2015 or 2016 BC Seniors Games and that staff be directed to actively pursue sport tourism initiatives in partnership with the Parksville Qualicum Beach Tourism Association that better suit existing sport facilities and community resources in District 69.

CARRIED

**District 69 Arena Land Lease Agreement with the City of Parksville.**

MOVED Director Tanner, SECONDED Director Greves, that the Regional District of Nanaimo enter into a five-year Lease Agreement attached as Appendix I with the City of Parksville for the lands on which the District 69 Arena is located for a term from April 1, 2013 to March 31, 2018.

CARRIED

**Outdoor Sport Facility User Fees.**

MOVED Director Tanner, SECONDED Director Lefebvre, that Regional District of Nanaimo staff be directed to meet with representatives from the Town of Qualicum Beach, City of Parksville and School District 69 to review possible options for implementation of a sport field, tennis court, and lacrosse box user/booking fees for those such facilities located in District 69 owned by the Town of Qualicum Beach, the City of Parksville, School District 69 and the Regional District of Nanaimo.

CARRIED

**BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS**

MOVED Director Fell, SECONDED Director Lefebvre, that Staff prepare correspondence on behalf of the Regional District of Nanaimo contacting the Director of Authorizations, West Coast Regional Operations, Ministry of Forests, Lands and Natural Resource Operations to request the Crown land asset and unauthorized dump site known as Little Mountain be cleaned up, and steps taken to detour any further dumping.

CARRIED

**NEW BUSINESS**

**Continued Consideration of Smart Meters**

MOVED Director Fell, SECONDED Director Lefebvre, that the evidence for medically harmful effects of Electromagnetic Radiation (EMR) justifies measures to reduce human exposure by both persons and government. BC Hydro has not demonstrated any serious consideration of the health-compromising effects of EMR.

CARRIED

MOVED Director Fell, SECONDED Director Lefebvre, that no person should be involuntarily exposed to Electromagnetic Radiation (EMR) including sources on neighbour's property, and every person is entitled to have their exposure to EMR minimized.

CARRIED

MOVED Director Fell, SECONDED Director Lefebvre, that no person should suffer trespass by BC Hydro or its agents intending to force a transmitting smart meter on to their residence; and the Regional District of Nanaimo Board requests that the RCMP not intervene to assist in the forced installation of smart meters on contesting properties; and that the RCMP enforce laws against trespass and protect residents in such events.

CARRIED

MOVED Director Fell, SECONDED Director Lefebvre, that the Regional District of Nanaimo Board requests that the Provincial Government and BC Hydro accept residents rights to refuse Electromagnetic Radiation irradiation and that a program of providing alternate methods of metering information transmission be initiated.

CARRIED

#### **BOARD INFORMATION**

MOVED Director Fell, SECONDED Director Houle, that the Regional District of Nanaimo support the City of Enderby in its complaint about the lack of rural Doctors.

CARRIED

#### **IN CAMERA**

MOVED Director Anderson, SECONDED Director Holme , that pursuant to Section 90(1) (e), (f), (i), and (j) of the *Community Charter* the Board proceed to an In Camera meeting for discussions related to land acquisitions, law enforcement, legal discussions, and third-party business interests.

CARRIED

Time 9:13 p.m.

#### **ADJOURNMENT**

The meeting was called adjourned at 9:57 p.m.

---

CHAIRPERSON

---

CORPORATE OFFICER



RDN CAOS OFFICE			
CAO	<input checked="" type="checkbox"/>	GM R&P	
GMS&CD		GM T&SW	
GM R&CU		DF	
MAR - 4 2013			
DCS		BOARD	<input checked="" type="checkbox"/>
CHAIR			

Reference: 188452

FEB 28 2013

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

Dear Chair Stanhope and Directors:

Thank you for your letter of February 4, 2013, requesting that the British Columbia (BC) Government strengthen oil spill prevention, preparedness and response in coastal environments.

Responsibility for emergency preparedness and response is shared among federal, provincial and local government agencies, as well as private sector and non-profit organizations. The Ministry of Environment is the lead provincial agency under the *Emergency Program Act*, providing central emergency planning and technical support for oil and hazardous material spills.

The Government of Canada, under Transport Canada, establishes the regulatory framework and guidelines for preparedness and response to ship-source spills. The Canadian Coast Guard is the lead federal agency responsible for ensuring the cleanup of ship-sourced spills of oil and other pollutants in Canadian waters, with Environment Canada providing environmental advice in the event of a spill. Ministry of Environment staff work with these federal agencies for any spills under federal jurisdiction that impact BC.

The Ministry of Environment has developed a policy intentions paper for consultation on the province's land-based spill preparedness and response regime, which includes any spill impacting the terrestrial environment—including coastal shorelines and inland water bodies. The intentions paper is available for review at [http://www.env.gov.bc.ca/epd/codes/spr\\_eep/pdf/spill\\_preparedness\\_response\\_ip.pdf](http://www.env.gov.bc.ca/epd/codes/spr_eep/pdf/spill_preparedness_response_ip.pdf).

...2

Thank you again for taking the time to share the Regional District's feedback on this important topic.

Sincerely,

A handwritten signature in cursive script that reads "Terry Lake". The signature is written in black ink and is positioned to the right of the word "Sincerely,".

Terry Lake  
Minister of Environment



## TOWN OF QUALICUM BEACH

INCORPORATED 1942

201 - 660 Primrose St.  
P.O. Box 130  
Qualicum Beach, B.C.  
V9K 1S7

Telephone: (250) 752-6921  
Fax: (250) 752-1243  
E-mail: [qbtown@qualicumbeach.com](mailto:qbtown@qualicumbeach.com)  
Website: [www.qualicumbeach.com](http://www.qualicumbeach.com)

February 26, 2013

[jharrison@rdn.bc.ca](mailto:jharrison@rdn.bc.ca)  
Joan Harrison, Director of Corporate  
Services  
Regional District of Nanaimo  
6300 Hammond Bay Road  
Nanaimo, BC V9T 6N2

[dcomis@parksville.ca](mailto:dcomis@parksville.ca)  
Debbie Comis, Director of Administrative  
Services/Corporate Officer  
City of Parksville  
PO Box 1390, 100 East Jensen Avenue  
Parksville, BC V9P 2H3

[Brian.HUNTER@rcmp-grc.gc.ca](mailto:Brian.HUNTER@rcmp-grc.gc.ca)  
S/Sgt. Brian Hunter, Detachment  
Commander  
Oceanside RCMP Detachment  
727 West Island Highway  
Parksville, BC V9P 1B9

Dear Debbie Comis, Joan Harrison and Brian Hunter:

### **RCMP Community Policing Program Funding**

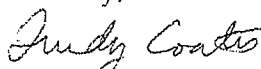
Council, at their February 25, 2013 special Council meeting, passed the following motion:

THAT Council directs staff to work with the City of Parksville, the Regional District of Nanaimo and the Oceanside RCMP Detachment on determining the annual funding requirements for the RCMP Community Policing program in Oceanside/District 69, to propose options for consideration by the Nanaimo Regional District Board for providing the required annual funding, similar to the Restorative Justice and Victims' Assistance Programs.

The staff contact information for the Town of Qualicum Beach on this issue is:

John Marsh, Financial Administrator/Deputy CAO  
[jmarsh@qualicumbeach.com](mailto:jmarsh@qualicumbeach.com)  
250.738.2204

Yours truly,

  
Trudy Coates  
Corporate Administrator

/vl

- c. M. Brown, CAO; J. Marsh, Financial Administrator/Deputy CAO
- c. F. Manson, CAO, City of Parksville; and P. Thor kelsson, CAO, Regional District of Nanaimo

N:\Letters\2013\RCMP Community Policing Funding council mtg Feb 25.doc

File: 7500.01/0470.20 RDN

National 'Communities in Bloom' & 'Floral' Award Winner



RDN REPORT	
CAO APPROVAL <input checked="" type="checkbox"/>	
EAP	<input type="checkbox"/>
COW	<input checked="" type="checkbox"/>
MAR 04 2013	
RHD	<input type="checkbox"/>
BOARD	<input type="checkbox"/>

# MEMORANDUM

**TO:** Paul Thorkelsson  
Chief Administrative Officer

**DATE:** March 1, 2013

**FROM:** Linda Burgoyne  
Administrative Coordinator

**SUBJECT:** 2013 Service Area Work Plan Projects

**PURPOSE:**

To provide the Board of Directors with the list of service area work plan projects for 2013.

**BACKGROUND:**

Annually the General Managers and Department Directors oversee the preparation of the list of service area work plan projects for the upcoming year. These projects are developed based on the direction obtained through the Board’s Five Year Financial Plan, Strategic Plan, long term program plans (such as the Transit Business Plan, Regional Growth Management Plan, Liquid Waste Management Plan and the Solid Waste Management Plan), anticipated departmental activities and specific Board direction that occurs throughout the year. The work plan projects are reviewed with the Chief Administrative Officer in preparation for submission to the Board for information. The format of the list for the work plan projects indicates the name of the project, a brief synopsis of the action required, and the due date.

**ALTERNATIVES:**

This report is presented to the Board of Directors for information only.

**FINANCIAL IMPLICATIONS:**

Each of the work plan projects and activities listed is funded through the service area budgets which are established annually through the Board’s Five Year Financial Planning process.

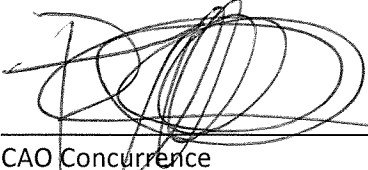
**SUMMARY:**

The list of service area work plan projects is developed annually and reviewed by the department Directors, General Managers and the Chief Administrative Officer. The work plan projects listed for 2013 are being submitted to the Board for information.

**RECOMMENDATION:**

That the Board receive the list of service area work plan projects for 2013 for information.

  
Report Writer

  
CAO Concurrence

**REGIONAL DISTRICT OF NANAIMO  
2013 SERVICE AREA WORK PLAN PROJECTS**

**CORPORATE SERVICES:**

<b>Administrative Services</b>	<b>action</b>	<b>due date</b>
SharePoint	Provide training in searching for files, consistency in file naming and moving files to SharePoint	ongoing
Scan minutes from prior years to include on SharePoint	Complete scanning of minutes from meetings held prior to 1978	ongoing
Bylaws on SharePoint	Add status to bylaws (active, repealed, etc.), ensure maps and schedules attached, add bylaw citation	ongoing
Agreements Database	Ensure tracking of agreements and establish procedures for all departments	ongoing
RDN Website maintenance	Enhance calendar feature, enhance search ability	ongoing
Policies	Review existing Board policies to ensure relevant and up to date	Dec
Bylaw Amendments	Amend bylaws as required to reflect new job titles and responsibilities	Oct
Board Followup	Improve process for tracking Board direction	ongoing
Vancouver Island Regional Library Borrowing	Conduct Alternative Approval Process to obtain the approval of the electors	Apr
Building Maintenance RFP	Conduct RFP and recommend approval of new contract	Mar

<b>Human Resources</b>	<b>action</b>	<b>due date</b>
Employee Orientation Policy	Coordinate implementation of policy	Dec
Earned Days Off (EDO) Policy	Provide Board with update on policy	Apr
Labour Management Committee	Labour Relations Board representative to provide committee effectiveness training to ensure maximum benefits from the Committee	Mar
Human Resources Database	Undertake upgrades to current HR database software	June
Certificate of Recognition	Work with consultant on COR gap analysis	Oct
In accordance with Board Policy No. A3-16, conduct a review of compensation levels for management staff	Obtain salary survey information and compare against the RDN salary structure for management positions	Apr
In an effort to prevent harassment and bullying in the workplace, provide related training to all employees	Schedule training sessions on how to address workplace conflict and unwanted behaviours effectively with Arete Safety and Protection Inc. (goal - 12 sessions with 20 attendees at each)	Dec

<b>Public Consultation</b>	<b>action</b>	<b>due date</b>
RDN Website	Assist departments in completing upgrades to website content	ongoing
Communications	<ul style="list-style-type: none"> <li>• Continue use of social media in communications</li> <li>• Ongoing production of Regional Perspectives and Electoral Area Newsletters</li> <li>• Assistance with specific department communications</li> </ul>	ongoing



<b>Information Services</b>	<b>action</b>	<b>due date</b>
WAN/telephone services contract renewal	Implementation of new services	Mar
Server virtualization	Implementation of eight (8) virtual servers	July
Disaster recovery (planning phase)	Formulating a disaster recovery framework for implementation in 2014	Oct
SharePoint / Records Management	Implementation of automatic document retention levels	Nov
Unified messaging	Region-wide phone / voice mail / email systems interconnection	Nov

<b>GIS</b>	<b>action</b>	<b>due date</b>
Asset Management	Provide technical support/advice	ongoing
Parks data information	Publication to web map	Mar
Regional Ortho photo	Process and publish Ortho photo	Apr
Arc GIS Server and Web Map updates	Update and product roll out	Nov

**FINANCE SERVICES:**

<b>Financial Reporting</b>	<b>action</b>	<b>due date</b>
Asset Management Strategy RFP	Complete preliminary assessment	Dec
Financial statement reporting tools	Complete assessment of Caseware reporting tool and implement as needed	Sep
Budgeting software	Implement new budget software program	May-Dec
Public Sector Accounting Board standards	Complete inventory of RDN properties for new liability for contaminated sites accounting standard and implement new government transfers accounting standard	Dec

<b>Accounting Services</b>	<b>action</b>	<b>due date</b>
Web based payroll time recording	Review RDN requirements/assess products available	June
Electronic upload of Solid Waste scale transactions	Develop Geoware - Vadim interface	Oct
Electronic vendor payments	Complete cost/benefit assessment	Sept
Digital storage of vendor invoices	Review options and costs	Dec
Provincial Sales Tax	Implement return to PST system	Apr

<b>Finance - Other</b>	<b>action</b>	<b>due date</b>
Nanaimo River Firehall	Review options with neighbourhood	Apr
Dashwood Fire Department – building project	Complete next stage of requirements, analysis and design	Sept
Bow Horn Bay Fire Department	Commence site requirements/design review	May
Coombs Hilliers Fire Department	Review building strategies	Jun
Central Island Emergency 911	Follow up with partners re: call answer levy strategy	Dec
Central Island Emergency 911 & North Island 911	Review impacts of revised RCMP funding agreements on RDN budgets	Dec
Fire Services General	Review new MIA policies for fire services and assess insurance requirements for fire departments	Mar

**STRATEGIC AND COMMUNITY DEVELOPMENT:**

<b>Building Inspection</b>	<b>action</b>	<b>due date</b>
Plan check and permit process review	Conduct reviews of plan checking/permit processing system efficiencies in line with resourcing levels and statutory requirements	ongoing
Document Storage/Archiving	Research and examine alternative systems for the storage and retrieval of historical records	June
Building Code	Provide public information on Building Code changes	ongoing
Compliance	Enhance relationships with development community and public to improve knowledge of inspection services and requirements (operation of community offices in Electoral Areas B and H, educational material available to public at office and website)	ongoing

<b>Bylaw Enforcement</b>	<b>action</b>	<b>due date</b>
Response time	Review response time for public complaints	ongoing
Public awareness	<ul style="list-style-type: none"> <li>Produce revised public handout materials re existing regulatory bylaws, enforcement processes, and use of online contact form</li> <li>Update webpage information</li> </ul>	Sept ongoing
Inter-agency cooperation	Organization and participation in inter-agency meetings with key organizations including police, fire, ALC and municipalities	ongoing

<b>Emergency Planning</b>	<b>action</b>	<b>due date</b>
Program Development	Hire a contractor to continue development & implementation of the Neighborhood Emergency Preparedness Program, & to provide Emergency Social Services support and coordination for D68 area	Jan ongoing
Emergency Operations Centre / Response	<ul style="list-style-type: none"> <li>3 EOC courses, 1 table top exercise, activation and notification drill</li> <li>Complete Emergency Plan update</li> </ul>	TBD Mar

Wildland Urban Interface fire hazard abatement	<ul style="list-style-type: none"> <li>Use grant funds to conduct an operational fuel management treatment in the Mt. Benson/East Wellington prescription area</li> <li>Lantzville Foothills operational fuel management treatment</li> </ul>	May-Oct  May-Oct
Carcass Disposal	Grant funded Carcass Disposal Site Assessment Study continuation	Sept
Recovery Plan	Complete Community Disaster Recovery Plan	June
Cooperative agreements/partnerships	<ul style="list-style-type: none"> <li>Proposed agreement with Canadian Red Cross Society for Recovery Services</li> <li>Establish Resilience Centers in D68 and D69</li> </ul>	Feb  TBD

<b>Long Range Planning</b>	<b>action</b>	<b>due date</b>
Regional Growth Strategy implementation	<ul style="list-style-type: none"> <li>Initiate process to establish targets for achieving RGS goals</li> </ul>	ongoing
	<ul style="list-style-type: none"> <li>Initiate process to develop RGS monitoring and reporting program</li> </ul>	ongoing
	<ul style="list-style-type: none"> <li>Follow-up in relation to the Rural Village Centre Study</li> </ul>	Dec
	<ul style="list-style-type: none"> <li>Initiate development of Implementation Agreement</li> </ul>	Dec
	<ul style="list-style-type: none"> <li>Initiate development of Corporate Implementation Strategy</li> </ul>	Jan
	<ul style="list-style-type: none"> <li>Complete Industrial Land Supply and Demand Study</li> </ul>	ongoing
	<ul style="list-style-type: none"> <li>Participate in Transportation Plan process lead by the City of Nanaimo</li> </ul>	Dec
	<ul style="list-style-type: none"> <li>Initiate Commercial Land Supply and Demand Study. (This project is subject to funding)</li> </ul>	ongoing
	<ul style="list-style-type: none"> <li>Work with municipalities to update Regional Context Statements</li> </ul>	Oct
Community Energy & Emissions Plan	Provide assistance and advice	2013
Affordable Housing	<ul style="list-style-type: none"> <li>Initiate public input process for Secondary Suites review in early 2013</li> </ul>	Dec
	<ul style="list-style-type: none"> <li>Consider bylaw amendments to allow secondary suites</li> </ul>	ongoing
	<ul style="list-style-type: none"> <li>Complete and update affordable housing web based resources. Initiated in 2011</li> </ul>	ongoing
Capacity Building for Homelessness	<ul style="list-style-type: none"> <li>Staff involvement to allocate funds to homeless projects</li> </ul>	ongoing
Nanaimo Airport Land Use Planning Process	<ul style="list-style-type: none"> <li>Initiate Phase 2 of the Airport Planning Exercise – draft principles and MOU</li> </ul>	Dec 2014
	<ul style="list-style-type: none"> <li>Initiate Phase 3 – Master Development Plan and OCP/zoning amendments</li> </ul>	Dec 2014

<b>Community Planning</b>	<b>action</b>	<b>due date</b>
Cedar Main Street Plan	Complete process	July
Electoral Area A OCP Implementation	<ul style="list-style-type: none"> <li>• Bylaw amendments</li> <li>• Review of Yellowpoint Aquifer DPA</li> </ul>	ongoing
Agricultural Area Plan Implementation	Assist with implementation of Agricultural Area Plan	ongoing
Alternative Forms of Rural Development	Initiate OCP review to incorporate alternative forms of rural development	ongoing
Large Development Rezonings	Provide assistance on large development rezonings at Fairwinds and Cassidy	ongoing thru 2013

<b>Current Planning</b>	<b>action</b>	<b>due date</b>
Agricultural Land Use Inventory and Water Demand Model	Complete ALUI/WDM in concert with Water Division as per the MOA with the Provincial Ministry of Agriculture	Apr
Communication tower siting protocol	Review the RDN's role in communication tower siting and provide options for Board consideration	June
Panhandle Frontage Review	Review background, issues and options related to variances to frontage requirements and panhandle lots	July
Subdivision Servicing Bylaw	<ul style="list-style-type: none"> <li>• Complete draft SSB and submit for legal review</li> <li>• Introduce Subdivision Servicing Bylaw for Board consideration</li> </ul>	Sept
Zoning Bylaw No. 500 Review	Review Bylaw No. 500 to determine appropriate house-keeping amendments (possibly in conjunction with Parks zoning)	Oct
Regional Park Zoning	Complete zoning bylaw amendments for Regional Parks as per Board direction of October 23, 2012.	Oct
Nanaimo Airport Land Use Planning Process	Support Long Range Planning in the Airport planning process	Nov
Drive-Thru Review	Review Board's Strategic Plan, the Regional Growth Strategy and Official Community Plan targets for greenhouse gas reductions, in relation to drive-thru's and provide options for the Board's consideration	Nov
Housing Action Plan	Continue to assist in implementation of Housing Action Plan – Secondary Suites	Dec
Area Agriculture Plan Implementation	Assist with implementation of the Agricultural Area Plan	ongoing
Electoral Area 'A' OCP Implementation	<ul style="list-style-type: none"> <li>• Assist in review of Yellow Point Aquifer DPA</li> <li>• Bylaw amendments</li> </ul>	TBD

Energy and Sustainability	<i>action</i>	<i>due date</i>
Implementation of Green Building Action Plan	<ul style="list-style-type: none"> <li>• Deliver Speaker Series and Open House tours</li> <li>• Administer Green Building Incentive Program</li> <li>• Revise Green Building Incentive Program based on strengths and weaknesses in program delivery to date</li> <li>• Complete Green Building Best Practices Guide Book #2: Residential Renewable Energy Systems</li> </ul>	tbd ongoing  Apr  July
Community Energy and Emissions Plan	Complete draft plan	Jan
Implementation of Memorandum of Agreement for Regional Emission Reduction Projects	<ul style="list-style-type: none"> <li>• Develop methodology for establishing a rural residential carbon reserve (RFP to issue for March 2013)</li> <li>• Renewable Energy Capacity Analysis for the Regional District of Nanaimo</li> </ul>	Mar  Project approval pending
Northern Community Economic Development Program	<ul style="list-style-type: none"> <li>• Liaise with Northern Communities' Chambers of Commerce to discuss programs, eligibility criteria, and priorities</li> <li>• Administer application process</li> <li>• Coordinate NCED Select Committee meetings</li> </ul>	Mar  ongoing Spring & Fall
Interdepartmental Collaboration: Corporate Administration	<ul style="list-style-type: none"> <li>• Corporate Performance Monitoring Project</li> <li>• Review and update Corporate Policy Manual (procurement related policies)</li> <li>• Review organization-wide efficiency projects for funding through Corporate Climate Action Fund</li> <li>• Assist Finance Dept as necessary with energy and emissions monitoring and reporting, as required by the Province</li> <li>• Assist all departments as necessary with implementation of Corporate Green Building Policy for RDN Facilities</li> <li>• Collaborate with Finance Department on rural fire hall design and development projects</li> <li>• RDN Building Energy Performance and Comfort Monitoring and Management</li> </ul>	Aug  Apr  quarterly  ongoing  ongoing  ongoing  ongoing
Interdepartmental Collaboration: Transportation and Solid Waste	<ul style="list-style-type: none"> <li>• Assist with integration of Compressed Natural Gas buses into Regional Transit fleet</li> <li>• Assist Fleet Manager with alternative vehicle procurement</li> <li>• Coordinate project development with BC Bioenergy Network (Cedar Road Landfill)</li> <li>• Repatriation of offsets from Landfill Gas Capture Project</li> </ul>	Apr  ongoing  ongoing  July

Interdepartmental Collaboration: Other	<ul style="list-style-type: none"> <li>• Work with Water and Wastewater Services on energy efficiency and renewable energy projects</li> <li>• Assist Recreational Facilities Operations staff with development and implementation of Recreational Facilities Strategic Sustainability Plan</li> <li>• Staff outreach on Corporate Sustainability Initiatives</li> </ul>	ongoing  July  ongoing
Intergovernmental Collaboration	<ul style="list-style-type: none"> <li>• Coordinate RDN and municipal use of Provincial Smart Tool (Jan – Mar; Oct – Nov, 2013)</li> <li>• Assist City of Parksville with energy and emissions reporting, as required by the Province (Jan–Mar, 2013)</li> <li>• Coordinate development of Regional Emission Reduction Projects with member municipalities</li> </ul>	Mar/Nov  Mar  ongoing

**RECREATION & PARKS SERVICES:**

<b>Community Parks Services</b>	<b>action</b>	<b>due date</b>
Quennel Lake Boat Ramp Dock (EA A)	Secure tenure on lake bed, and build & install dock	Oct
Cedar Skate Park (EA)	Complete construction drawings and build	Nov
Christina Close – 707 Community Park (EA B)	Stabilize bank; Engineering design complete	June
Mudge Island Beach Access (EA B)	Continue community consultation and develop at selected location	Sept
Huxley Park (EA B)	Work with community & stakeholders on park design	Nov
Extension Miners (EA C)	Finalize bridge design; Construct in 2013 once design and costing is complete	Aug
Olesen Property (EA C)	Pre-design studies and community opening	July
Fairwinds Lake District (EA E)	Work with Planning Dept & Fairwinds on park dedications	ongoing
Blueback Park (EA E)	Conclude design process and develop park, Phase I	Dec
Arrowsmith Community Trails (EA F)	Continue surveys and development as planned	June
Errington Community Park (EA F)	Develop an agreement with War Memorial Society	Dec
Meadowood Drive Community Park (EA F)	Complete detailed drawings, tender documents and build	July
Henry Morgan Park (EA H)	Construct park	May
Community Parks and Trails Strategy	Work with community and stakeholders on strategy for Community Parks and Trails	Sept

<b>Regional Parks Services</b>	<b>action</b>	<b>due date</b>
Emergency Plan	Develop plan for all Regional Parks	Dec
Horne Lake	<ul style="list-style-type: none"> <li>• Kiosk design and install</li> <li>• Camp sites – redevelopment</li> <li>• Road survey and right-of-way realignment</li> </ul>	June
Descanso Road Improvements	Grade road and install speed bumps	June

Englishman River	<ul style="list-style-type: none"> <li>Trail assessments and development</li> <li>Allsbrook entrance trail</li> </ul>	Dec
Little Qualicum River	<ul style="list-style-type: none"> <li>Trail development</li> <li>Fencing</li> <li>Invasive plant identification/mapping</li> </ul>	Mar June Sept
Little Qualicum River Estuary Conservation Area	Survey and boundary realignment	Dec
Nanaimo River	Toilet and bench install	June
Coats	Flood mitigation	Sept
Moorecroft	<ul style="list-style-type: none"> <li>Kiosk and sign install</li> <li>Building removals</li> <li>Kennedy Hall/House upgrades</li> <li>Long house feasibility</li> </ul>	Oct May Sept Dec
Benson Creek Falls	Management plan	Dec
Morden Colliery Provincial Park	Investigate with Province tipple restoration options	Mar
Trans Canada Trail	<ul style="list-style-type: none"> <li>Design and install trail head at Timberlands</li> <li>Plan for route through Cedar</li> </ul>	Dec
Memorial Bench Policy	Develop policy for all RDN parks	June
Regional Park Zoning	Work with Planning Dept for parks zoning	2013 & 2014
San Paniel Boardwalk	Design and resubmit to Province for approval	June
Trail Standards	Develop trail standards for community and regional trails	May

<b>Recreation Services</b>	<b>action</b>	<b>due date</b>
2007 Recreation Services Master Plan	Review and compare applicable recommendations that may have an impact on 2013	Sept
Fees and Charges	Complete annual revenue of fees and charges related to recreation services	May
Website	Review Recreation Services presence on RDN website	Oct
Sport Tourism	Aid in the implementation of the joint communities plan to promote sport tourism as per the 2011 Advanced Sport Tourism Workshop	ongoing

<b><i>Oceanside Place</i></b>	<b><i>action</i></b>	<b><i>due date</i></b>
Food and Beverage Vending Services	Complete implementation of vending changeover to Complete Vending Services and increase the Healthy Food and Beverage Initiative	June
Public Safety	Implementation of the PAD (Public Access Defibrillator) Program	Mar
Facility Maintenance	Implement and complete maintenance projects during shoulder season	May- June
Facility & Equipment Maintenance	Continue with facility and equipment preventative maintenance schedules	ongoing
Food Services	Renew concession agreement (expires July 31, 2013)	June
Facility Advertising	Renew Zamboni advertising agreement (expires Aug. 31 ,2013)	July
Facility Advertising	Renew facility advertising agreement (expires Sept. 1, 2013)	Aug.
Arena Services	Continue to advise, develop and deliver arena services as directed by RDN Board and advisory bodies	ongoing
Facility Services	Review and update facility signage	Oct
Facility Services	Renew land lease of District 69 Arena (expires Mar. 31, 2013) with City of Parksville	Mar
Facility Services	Renew lease on District 69 arena facility (expires Mar. 31, 2013) with Parksville Curling Club	Mar
Facility Services	Plan and delivery 10 year anniversary celebration for Oceanside Place	Oct
Recreation Facilities Sustainability Strategy	Work with Energy and Sustainability to develop and implement a comprehensive energy management strategy for RDN recreation facilities	Oct
Food Waster Diversion and Recycling	Review and increase food waste diversion and facility recycling	Oct
<b><i>Ravensong Aquatic Centre</i></b>		
Facility Maintenance	Implement and complete maintenance projects during shutdown and when required	Aug – Sep ongoing
Facility & Equipment Maintenance	Continue with facility and equipment preventative maintenance schedules	ongoing
Facility Usage / Demand	Review current facility usage and refine existing schedule where possible, plan for increase in facility (expansion / additional facility)	June
Recreation Facilities Sustainability Strategy	Work with Energy and Sustainability to develop and implement a comprehensive energy management strategy for recreation facilities	Oct
Food Waste Diversion and Recycling	Review and increase food waste diversion and facility recycling	Oct



<b>Recreation Program Services</b>	<b>action</b>	<b>due date</b>
Facility Maintenance – Cedar Heritage Centre	Implement and complete capital maintenance projects as required and work with CSCES on management of building	ongoing
Contract Services	Continue to monitor and work with other recreation services providers currently under contract (CSCES, ACES and GRS)	ongoing
Program Services	Continue to advise, develop and deliver community recreation program services as directed by Board and advisory bodies	ongoing
Youth Recreation Strategic Plan	Implement year three of the five year plan	ongoing
Electoral Area 'B' Capital Reserve Fund Bylaw	Work with Finance and Gabriola Recreation Society in the implementation of the reserve fund for capital projects	May
Outdoor Sports Complex	Complete Board's direction to meet with user groups and government organizations on the feasibility of this project	June
Field and Facility use & development	Complete meetings with Parksville, Qualicum Beach and SD69 on use and agency agreements	June

**REGIONAL AND COMMUNITY UTILITIES:**

<b>Wastewater Services</b>	<b>action</b>	<b>due date</b>
Asset Condition Assessment	Develop an asset replacement plan for wastewater facilities	June
Departure Bay Forcemain	Predesign forcemain route selection	Oct
GNPCC Outfall	Outfall replacement for land section - construction project	Dec
FCPCC Marine Outfall	Diffuser replacement - construction project	June
Qualicum Beach Interceptor	Manhole repair - construction project	Sept
Departure Bay Pump Station	Pump & electrical upgrade - construction project	Nov
GNPCC Digester	3 <sup>rd</sup> Digester - construction project	Mar
FCPCC - Seacrest Place	Forcemain replacement - construction project	Aug
Chase River Pump Station	Bypass return line - construction project	Sept
Sewer Use Bylaw No. 1225	Review and update source control bylaw	Oct
GNPCC Sedimentation Tank	Sedimentation tank expansion - construction project	Nov
GNPCC and FCPCC DCC Bylaw	DCC Bylaw review and update	Dec
Wastewater Source Control	Expand program	Dec
Septic Smart Program	Provide operational advice/information to septic system owners via workshops, open houses, and newsletters.	ongoing
Liquid Waste Management Plan	Complete draft LWMP for public consultation and submit plan to MOE	Oct

<b>Water and Utility Services</b>	<b>action</b>	<b>due date</b>
Nanoose Bay Peninsula water service area	DCC & Capital Charge review - develop draft DCC & Capital Charge Bylaws	Sept
San Pareil Water Service Area upgrade	Design/install reservoir & pump station facilities	Dec
Fairwinds Sidewalks	Establish service for sidewalk maintenance	2013
Ashcraft Road Watermain Upgrade	Replace watermains, valves and associated works	Oct
Wall Beach Road Watermain Upgrade	Replace watermains, valves and associated works	Oct
Nanoose Bay Peninsula Water Service Area	Establish Borrowing Bylaw for Future Capital - Petition or Referendum for borrowing authority	Nov
Whiskey Creek – Berm Repair	Repair existing water retention pond berm	Nov
<b>Drinking Water/Watershed Protection</b>		
Watershed Water Balance Study	Finalize water balance studies	May
Streamlined Water User Reporting Tool (SWURT)	Develop and introduce to regional water users	Nov
Volunteer well monitoring program	Establish volunteer wells in the region as per Water Balance data gap analysis	Mar
Observation Well Program	Final phase of Provincial Observation Well expansion program	Mar
Rebate Programs	Continue Toilet and Water Cistern rebates	ongoing
Rural Water Quality Outreach Program	Program development and delivery	Sept
Team WaterSmart Program	Continue program delivery in region	ongoing

#### TRANSPORTATION AND SOLID WASTE SERVICES

<b>Transportation Services</b>	<b>action</b>	<b>due date</b>
Upgrade Transit payroll system	Design and install	June
GPS bus monitoring	Design and install	Dec
Work order inventory system	Design and install new system for Mechanics	July
Upgrade bus stop identification	Install new signage markers on Telus poles at 30 bus stops	Oct
Dispatcher Operations Manual	Design and implement the manual	June
On-time performance monitoring	Design and implement new monitoring program	Dec
Google trip planner	Design and implement	Apr
Update Operations manual	Review and update the manual	Apr
Driver routing manual	Design and implement a manual	Sept
Downtown Transit Exchange	Design a new exchange	Oct
Transit Business Plan	Update plan	Sept
Brooks Landing transit exchange	Design	June
Transit driver uniforms	Design and implement	Mar
Woodgrove transit exchange	Update	Dec
Transit bus shelter study	Design	Dec
New Flyer busses mechanical repair	Implement side wall repairs	Mar
handyDART Fleet (Arboc)	Implement	May

Conventional Expansion (5,000 hours)	Implement	Mar
handyDART Expansion (3,750 hours)	Implement	Mar
NDSS Upgrade	Upgrades to bus stop	May
Exchange Curb Guards	Design and implement	Sept
Prideaux Street Transit Exchange	Implement lighting upgrades	Feb
Facilities shop upgrade	CNG compliance	Dec
CNG Compressor Station	Design and install	Dec
Compressed Natural Gas Bus Specifications/RFP	Work with BC Transit to develop, evaluate and order buses	Mar

<b>Solid Waste Services</b>	<b>action</b>	<b>due date</b>
<b>Zero Waste Programs</b>		
Solid Waste Management Plan	Review, update and amend	Nov
SWMP Public Consultation Program	Develop and implement	Nov
Commercial Food Waste Ban Expansion	Communicate, collaborate, enforce	Oct
North Nanaimo Yard Waste Drop-Off	Award cost recovery contract	Apr
Construction/Demolition Waste Recycling Options	Undertake study, report, implement	June
WSML License Application Process	Review and approve (2 sites including NRE)	ongoing
WSML License Compliance	Monthly, Quarterly Inspections (12 sites)	ongoing
Illegal Dumping Enforcement Program	Respond to public inquiries/complaints	ongoing
Region-Wide Zero Waste Newsletters	Prepare and distribute (2)	Nov

<b>Curbside Collection Program</b>	<b>action</b>	<b>due date</b>
Curbside Collection Bylaw	Update and amend Bylaw No. 1591	Jan
Multi-Material BC PPP Recycling Program	Negotiate service contract	Oct
Program Newsletters	Prepare and distribute (3)	ongoing

<b>Disposal Facilities</b>	<b>action</b>	<b>due date</b>
Bylaw 1531 – 2013 Tipping Fees	Review and amend	Nov
Cell One Nature Park Phase 1	Tender award and construction management	Oct
New Landfill Operations Building	Detailed Design	Sept
New Landfill Maintenance Building	Detailed Design	Sept
North Berm	Detailed Design	June
Underground Utilities (North Berm)	Detailed Design, Tender Award & Construction	Oct
Tire & Equipment Wash Down Facility	Detailed Design and Construction	Nov



**REGIONAL  
DISTRICT  
OF NANAIMO**

RDN REPORT		
CAO APPROVAL		✓
EAP		
COW	✓	
MAR 04 2013		
RHD		
BOARD		

**MEMORANDUM**

**TO:** Paul Thorkelsson  
Chief Administrative Officer

**DATE:** March 2, 2013

**FROM:** Wendy Idema  
Director of Finance

**FILE:**

**SUBJECT:** Bylaw No. 1676 - 2013 to 2017 Financial Plan

**PURPOSE:**

To summarize final updates to the 2013 budget and introduce Bylaw No. 1676 to adopt the 2013 to 2017 financial plan.

**BACKGROUND:**

Staff reported on February 12<sup>th</sup> that the 2013 proposed budget included consolidated tax revenues of \$40,829,590, a consolidated increase of 6.7% over 2012. The proposed budget at that time included reductions of \$519,658 and increases of \$938,200. The revised 2013 budget, included in the financial plan attached with this report, shows consolidated tax revenues of \$40,115,984, a decrease of \$713,605 since February 12<sup>th</sup>. The details of the change are presented under Financial Implications.

Table 1 below summarizes the component drivers of the change in consolidated 2013 property tax revenues:

<b>Table 1 Change for General Services Tax Revenues</b>	<b>Change in dollars</b>	<b>Percent change</b>
Changed or New Service Levels	\$1,244,696	4.0%
Changes from Other Jurisdictions	\$141,478	0.5%
Existing Services	\$442,752	1.4%
<b>Year over Year Change for General Services</b>	<b>\$1,828,926</b>	<b>5.9%</b>

Bylaw No. 1676 is introduced with this report to adopt the financial plan covering the years 2013 to 2017.

**ALTERNATIVES**

1. Approve the 2013 to 2017 financial plan as presented and proceed to adopt Bylaw No. 1676.
2. Amend the 2013 to 2017 financial plan and adopt Bylaw No. 1676 as amended.

**FINANCIAL IMPLICATIONS:**

Alternative 1

Consolidated tax revenues including local service area taxes have changed since February 12<sup>th</sup> as follows:

Grants in Aid	Decrease (\$472,500)	Split Island Corridor Foundation grant over two years
Regional Parks – Acquisition/Development	Increase \$37,630	\$1.00 increase and adjusted parcel numbers
Drinking Water/Watershed Protection	Increase \$2,895	Adjusted parcel numbers
District 68 Emergency 911	Decrease (\$1,930)	Final municipal costs
Southern Community Facilities/Sportsfield agreement	Decrease (\$56,730)	Final municipal costs
Northern Community Sportsfield agreement	Increase \$42,115	Final municipal costs
French Creek Fire Service	Decrease (\$10,000)	Final municipal costs
French Creek Bulk Water	Decrease (\$255,085)	Transition out of Englishman River Joint Venture
Total adjustments	Decrease <u>\$713,605</u>	

Appendix 1 is a summary list of the tax revenues for each major service provided by the Regional District compared to the initial recommendations and the final changes noted above. Appendices 2, 2(A) and 2(B) summarize the participation of each member in the 2013 budget including estimates of tax rates for 2013.

The financial plan forecasts consolidated tax revenue increases between 3.9% and 6.3% annually. Appendix 3 summarizes the forecasted cost for general services for a property valued at \$300,000. In dollar terms, the annual change for properties valued at \$300,000 averages \$15 per year. Transportation and Wastewater Services continue to have the biggest impact on annual changes. This is reflected in the higher cost increases forecast for the municipal members in particular. Provided in a separate handout are detailed schedules forecasting requisitions and tax rates for each general service in which members participate over the period 2013 to 2017.

Based on the review and recommendations provided to date, staff recommend approval of the 2013 budget and the 2013 to 2017 financial plan.

Alternative 2

The financial plan can be amended further but must be adopted on or before March 31, 2013. The Board's last regularly scheduled meeting will be held on March 26<sup>th</sup>. Further amendments need to be approved at that meeting.

**SUMMARY/CONCLUSIONS:**

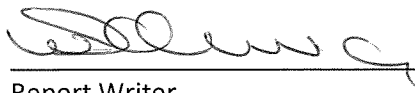
The 2013 budget has been updated to reflect final 2012 operating results and final municipal costs related to recreation facilities and sportsfields cost sharing as well as the revised allocation of grant funds to the Island Corridor Foundation. New revenues totaling \$40,525 are also reflected in the 2013 budget as a result of the additional \$1.00 for the Regional Parks parcel tax and revised parcel numbers for Regional Parks and Drinking Water/Watershed Protection.

The attachments to this report summarize the impact of the 2013 budget on each member as well as the forecast of tax rates over the period 2013 to 2017. In dollar terms, the annual change for properties valued at \$300,000 averages \$15 per year. Transportation and Wastewater Services continue to have the biggest impact on annual changes. This is reflected in the higher cost increases forecast for the municipal members in particular.

Based on the review and recommendations provided to date, staff recommend adopting Bylaw No. 1676, 2012, which represents the 2013 to 2017 financial plan.

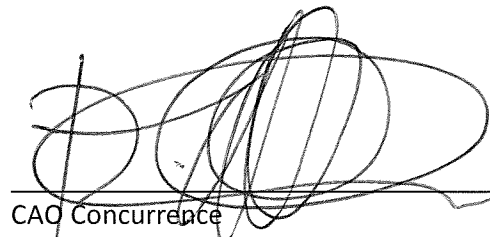
**RECOMMENDATIONS:**

1. That "Regional District of Nanaimo Financial Plan 2013 to 2017 Bylaw No. 1676, 2013" be introduced and read three times.
2. That "Regional District of Nanaimo Financial Plan 2013 to 2017 Bylaw No. 1676, 2013" be adopted.



---

Report Writer



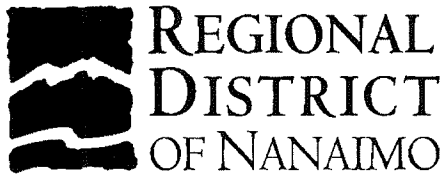
---

CAO Concurrence



### Summary of Tax Revenues/Municipal Participation Agreements

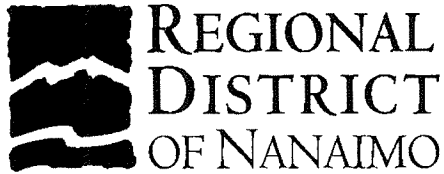
	2012 Approved	2013 Proposed Jan 2013	2013 FINAL Mar 2013
<b>CORPORATE SERVICES</b>			
Corporate Administration	788,305	816,260	816,260
House Numbering	21,500	21,500	21,500
Electoral Areas Admin/Building Policy & Advice	324,520	366,740	366,740
Lantzville Service Participation Agreement	15,985	16,335	16,335
General Grants in Aid	64,053	946,360	473,860
Southern Restorative Justice/Victim Services	10,000	10,000	10,000
Northern Community Justice	77,500	77,505	77,505
Electoral Area A - Community Policing Office	2,000	(2,000)	(2,000)
	<b>1,303,863</b>	<b>2,252,700</b>	<b>1,780,200</b>
<b>DEVELOPMENT SERVICES</b>			
Electoral Area Community & Long Range Planning	1,320,485	1,355,340	1,355,340
Regional Growth Strategy	393,000	404,940	404,940
Emergency Planning	228,605	248,625	248,625
Lantzville Service Participation Agreement	19,578	20,745	20,745
District 68 Search & Rescue	27,000	40,990	40,990
Economic Development - Southern Community	118,892	137,000	137,000
Economic Development - Northern Community	39,906	40,000	40,000
Animal Control - Area A, B, C, Lantzville	60,560	63,590	63,590
Animal Control Area E, G, H	79,630	81,620	81,620
Animal Control Area F	31,055	21,055	21,055
Hazardous Properties	6,990	7,200	7,200
Unsanitary Premises	6,270	6,585	6,585
Noise Control	34,695	37,502	37,502
	<b>2,366,666</b>	<b>2,465,192</b>	<b>2,465,192</b>
<b>RECREATION &amp; PARKS</b>			
Ravensong Aquatic Centre	2,356,000	2,439,095	2,439,095
Oceanside Place	1,641,675	1,716,565	1,716,565
Northern Community Recreation	915,815	980,675	980,675
Gabriola Island Recreation	90,400	93,110	93,110
Area A Recreation & Culture	125,390	127,785	127,785
Port Theatre/Cultural Centre Contribution	78,902	79,775	79,775
Regional Parks - operating	942,750	986,940	986,940
Regional Parks - capital	820,812	824,412	862,043
Electoral Areas Community Parks	822,190	848,110	848,110
	<b>7,793,934</b>	<b>8,096,467</b>	<b>8,134,098</b>
<b>REGIONAL &amp; COMMUNITY UTILITIES</b>			
Southern Wastewater Treatment	4,583,364	4,673,936	4,673,936
Northern Wastewater Treatment	3,295,984	3,405,549	3,405,549
Liquid Waste Management Planning	151,000	152,625	152,625
Drinking Water Protection	383,172	415,352	418,247
	<b>8,413,520</b>	<b>8,647,462</b>	<b>8,650,357</b>
<b>TRANSPORTATION &amp; SOLID WASTE SERVICES</b>			
Southern Community Transit	6,665,345	7,084,380	7,084,380
Northern Community Transit	791,360	883,944	883,944
D69 Custom Transit (Area H)	12,500	12,500	12,500
Descanso Bay Emergency Wharf	5,575	5,685	5,685
Solid Waste Management & Disposal	342,035	348,875	348,875
	<b>7,816,815</b>	<b>8,335,384</b>	<b>8,335,384</b>
<b>GENERAL TAXATION FOR OTHER JURISDICTIONS</b>			
SD 68 Emergency 911	109,245	119,795	117,865
SD 69 Emergency 911	535,175	545,880	545,880
Southern Community Recreation	1,073,035	1,075,348	1,018,617
Northern Community Sportsfield Agreement	243,125	248,000	290,115
Vancouver Island Regional Library	1,650,130	1,742,969	1,742,969
	<b>3,610,710</b>	<b>3,731,992</b>	<b>3,715,446</b>
<b>GENERAL SERVICES PROPERTY TAX REVENUES</b>			
	<b>31,305,508</b>	<b>33,529,197</b>	<b>33,080,677</b>
	<b>6.2%</b>	<b>7.1%</b>	<b>5.7%</b>
<b>LOCAL SERVICE AREA TAX REVENUES</b>			
Duke Point Wastewater Treatment	177,185	190,475	190,475
Northern Community Wastewater -other benefitting areas	696,581	726,571	726,571
Fire Protection Areas	2,835,685	3,005,863	2,995,863
Streetlighting Service Areas	75,185	76,510	76,510
Stormwater Management	9,000	9,450	9,450
Utility Services	3,157,857	3,291,523	3,036,438
	<b>6,951,493</b>	<b>7,300,392</b>	<b>7,035,307</b>
<b>NET PROPERTY TAX REVENUES/MUNICIPAL SERVICE PARTICIPATION AGREEMENTS</b>			
	<b>38,257,001</b>	<b>40,829,589</b>	<b>40,115,984</b>
	6.1%	6.7%	4.9%



**2013 BUDGET  
SUMMARY OF PARTICIPATION BY MEMBER**

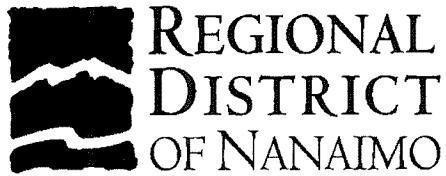
	2012 Final	2013 Final	Change from 2012	Changed Service Levels	Other Jurisdictions	Existing Service Levels
City Of Nanaimo	12,988,648	13,832,579	843,931 6.5%	815,317 6.3%	0 0.0%	28,614 0.2%
<b>General Services Tax cost per \$100,000</b>	\$80.20	\$85.10				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$3.00	\$4.00				
	\$95.20	\$102.10				
	\$8.85	\$6.90				
District of Lantzville	677,980	670,337	(7,643) -1.1%	21,365 3.2%	(20,754) -3.1%	(8,254) -1.2%
<b>General Services Tax cost per \$100,000</b>	\$84.80	\$88.90				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$3.00	\$4.00				
	\$99.80	\$105.90				
	\$8.37	\$6.10				
City Of Parksville	3,923,224	4,220,853	297,629 7.6%	109,655 2.8%	2,660 0.1%	185,314 4.7%
<b>General Services Tax cost per \$100,000</b>	\$147.60	\$159.50				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$6.00	\$7.00				
District 69 Community Justice	\$3.20	\$3.24				
	\$168.80	\$182.74				
	\$13.66	\$13.94				
Town of Qualicum Beach	3,044,464	3,135,402	90,938 3.0%	73,892 2.4%	3,162 0.1%	13,884 0.5%
<b>General Services Tax cost per \$100,000</b>	\$143.40	\$149.10				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$6.00	\$7.00				
District 69 Community Justice	\$3.20	\$3.24				
	\$164.60	\$172.34				
	\$12.65	\$7.74				





**2013 BUDGET  
SUMMARY OF PARTICIPATION BY MEMBER**

	2012 Final	2013 Final	Change from 2012	Changed Service Levels	Other Jurisdictions	Existing Service Levels
Electoral Area A	1,582,125	1,646,223	64,098 4.1%	29,798 1.9%	(2,584) -0.2%	36,884 2.3%
<b>General Services Tax cost per \$100,000</b>	\$127.30	\$135.60				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$10.00	\$9.00				
	\$149.30	\$157.60				
	\$5.44	\$8.30				
Electoral Area B	971,899	1,012,271	40,372 4.2%	23,278 2.4%	4,424 0.5%	12,670 1.3%
<b>General Services Tax cost per \$100,000</b>	\$72.40	\$78.20				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$10.00	\$9.00				
	\$94.40	\$100.20				
	\$1.73	\$5.80				
Electoral Area C	900,043	950,937	50,894 5.7%	18,196 2.0%	10,366 1.2%	22,332 2.5%
<b>General Services Tax cost per \$100,000</b>	\$128.90	\$127.60				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$10.00	\$9.00				
	\$150.90	\$149.60				
	\$7.29	(\$1.30)				
Electoral Area E	1,850,382	1,996,428	146,046 7.9%	48,305 2.6%	27,665 1.5%	70,076 3.8%
<b>General Services Tax cost per \$100,000</b>	\$96.50	\$106.90				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$10.00	\$9.00				
Economic Development Northern Community	\$1.30	\$1.67				
District 69 Community Justice	\$3.22	\$3.24				
	\$123.02	\$133.81				
	(\$0.60)	\$10.79				



**2013 BUDGET  
SUMMARY OF PARTICIPATION BY MEMBER**

	2012 Final	2013 Final	Change from 2012	Changed Service Levels	Other Jurisdictions	Existing Service Levels
Electoral Area F	1,745,630	1,841,226	95,596 5.5%	23,198 1.3%	69,447 4.0%	2,951 0.2%
<b>General Services Tax cost per \$100,000</b>	\$129.70	\$143.10				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$10.00	\$9.00				
Economic Development Northern Community	\$1.30	\$1.67				
District 69 Community Justice	\$3.22	\$3.24				
	\$156.22	\$170.01				
	(\$4.62)	\$13.79				
Electoral Area G	2,159,583	2,332,920	173,337 8.0%	51,988 2.4%	39,995 1.9%	81,354 3.8%
<b>General Services Tax cost per \$100,000</b>	\$135.40	\$146.10				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$10.00	\$9.00				
Economic Development Northern Community	\$1.31	\$1.67				
District 69 Community Justice	\$3.21	\$3.24				
	\$161.92	\$173.01				
	(\$0.06)	\$11.09				
Electoral Area H	1,407,779	1,441,507	33,728 2.4%	29,704 2.1%	7,097 0.5%	(3,073) -0.2%
<b>General Services Tax cost per \$100,000</b>	\$130.70	\$142.20				
<b>Regional Parcel Taxes</b>						
Regional Parks	\$12.00	\$13.00				
Drinking Water/Watershed Protection	\$10.00	\$9.00				
Economic Development Northern Community	\$1.31	\$1.67				
District 69 Community Justice	\$3.21	\$3.24				
	\$157.22	\$169.11				
	\$5.10	\$11.89				
<b>General Services Tax Revenues</b>	<b>31,251,757</b>	<b>33,080,683</b>				
	<b>6.1%</b>	<b>5.9%</b>				
<b>Local Services Tax Revenues</b>	6,947,244	7,035,301				
<b>Tax Revenues/Municipal Participation Agreements</b>	<b>38,199,001</b>	<b>40,115,984</b>				
	<b>6.0%</b>	<b>5.0%</b>				

REGIONAL DISTRICT OF NANAIMO  
 FORECAST OF RESIDENTIAL  
 TAX RATES 2013 TO 2017  
 (PROPERTY VALUED AT \$300,000)

JURISDICTION	2013	2014	2015	2016	2017
City of Nanaimo	\$ 272	\$ 294	\$ 308	\$ 333	\$ 358
Dollar Change	\$ 16	\$ 22	\$ 14	\$ 25	\$ 25
% change		8%	5%	8%	8%
District of Lantzville	\$284	\$309	\$317	\$328	\$340
Change	\$ 15	\$ 25	\$ 8	\$ 11	\$ 12
% change		9%	3%	3%	4%
City of Parksville	\$502	\$525	\$543	\$566	\$589
Change	\$ 38	\$ 23	\$ 18	\$ 23	\$ 23
% change		5%	3%	4%	4%
Town of Qualicum Beach	\$471	\$492	\$508	\$530	\$552
Change	\$ 20	\$ 21	\$ 16	\$ 22	\$ 22
% change		4%	3%	4%	4%
Electoral Area A	\$429	\$455	\$468	\$481	\$497
Change	\$ 25	\$ 26	\$ 13	\$ 13	\$ 16
% change		6%	3%	3%	3%
Electoral Area B	\$257	\$267	\$272	\$280	\$290
Change	\$ 18	\$ 10	\$ 5	\$ 8	\$ 10
% change		4%	2%	3%	4%
Electoral Area C	\$405	\$426	\$436	\$451	\$465
Change	\$ (4)	\$ 21	\$ 10	\$ 15	\$ 14
% change		5%	2%	3%	3%
Electoral Area E	\$348	\$359	\$366	\$377	\$387
Change	\$ 32	\$ 11	\$ 7	\$ 11	\$ 10
% change		3%	2%	3%	3%
Electoral Area F	\$456	\$469	\$480	\$494	\$507
Change	\$ 40	\$ 13	\$ 11	\$ 14	\$ 13
% change		3%	2%	3%	3%
Electoral Area G	\$465	\$480	\$489	\$504	\$515
Change	\$ 32	\$ 15	\$ 9	\$ 15	\$ 11
% change		3%	2%	3%	2%
Electoral Area H	\$454	\$467	\$476	\$486	\$498
Change	\$ 35	\$ 13	\$ 9	\$ 10	\$ 12
% change		3%	2%	2%	2%

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1676**

**A BYLAW TO ADOPT THE 2013  
TO 2017 FINANCIAL PLAN**

WHEREAS the Regional District of Nanaimo shall, pursuant to Section 815 of the *Local Government Act*, adopt by bylaw a five year financial plan;

AND WHEREAS an expenditure not provided for in the financial plan or the financial plan as amended, is not lawful unless for an emergency that was not contemplated;

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

**1. Definitions**

“**Emergency**” means a present or imminent event that:

- a) is caused by accident, fire explosion or technical failure or by the forces of nature; and
- b) requires prompt coordination of action or special regulation of persons or property to protect the health, safety or welfare of people or to limit damage to property.

**2. Financial Plan**

Schedule ‘A’ attached to this bylaw is hereby adopted as the Financial Plan for the Regional District of Nanaimo for the period January 1, 2013 to December 31, 2017.

**3. Financial Plan Amendments**

- a) Funds may be reallocated in accordance with the Regional District of Nanaimo’s purchasing policy for new projects.
- b) The officer responsible for financial administration may transfer unexpended appropriations to Reserve Funds and accounts for future expenditures.
- c) The Board may authorize amendments to the plan for Emergencies as defined herein.

**4. Citation**

This bylaw may be cited as the “2013 to 2017 Financial Plan Bylaw No. 1676, 2013”.

Introduced and read three times this    th day of           , 2013.

Adopted this    th day of           , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER

Chairperson

Corporate Officer

CONSOLIDATED FINANCIAL PLAN  
2013 to 2017

	2012 Budget	2013 Proposed Budget	2014	2015	2016	2017	Total
<b>Operating Revenues</b>		5.3%	6.3%	3.9%	5.5%	5.4%	
Property taxes	(33,982,340)	(36,034,156)	(38,260,189)	(39,741,122)	(41,926,874)	(44,204,387)	(200,167,226)
Parcel taxes	(3,833,870)	(3,751,262)	(4,031,914)	(4,206,216)	(4,427,123)	(4,645,081)	(21,061,596)
Municipal agreements	(281,993)	(330,566)	(338,654)	(354,581)	(362,632)	(371,862)	(1,758,295)
	(38,098,203)	(40,115,984)	(42,630,757)	(44,301,919)	(46,716,629)	(49,221,830)	(222,987,119)
<b>Operations</b>	(2,496,230)	(2,328,459)	(2,373,728)	(2,399,929)	(2,425,366)	(2,460,458)	(11,987,940)
Interest income	(150,000)	(150,000)	(150,000)	(150,000)	(150,000)	(150,000)	(750,000)
Transit fares	(4,088,680)	(4,254,765)	(4,297,313)	(4,340,286)	(4,424,689)	(4,468,936)	(21,785,989)
Landfill tipping fees	(8,106,390)	(7,885,000)	(8,279,250)	(8,693,213)	(9,127,874)	(9,401,710)	(43,387,047)
Recreation fees	(407,945)	(400,690)	(412,711)	(425,092)	(437,845)	(450,980)	(2,127,318)
Recreation facility rentals	(547,950)	(538,245)	(554,392)	(571,024)	(588,154)	(605,798)	(2,857,613)
Recreation vending sales	(10,300)	(11,700)	(11,700)	(11,700)	(11,700)	(11,700)	(58,500)
Recreation concession	(4,500)	(4,000)	(4,000)	(4,000)	(4,000)	(4,000)	(20,000)
Recreation - other	(363,475)	(388,060)	(399,702)	(411,693)	(424,043)	(436,764)	(2,060,262)
Utility user fees	(4,679,404)	(5,085,265)	(5,220,734)	(5,354,905)	(5,503,131)	(5,655,576)	(26,819,611)
Operating grants	(5,764,900)	(6,097,405)	(5,966,994)	(6,021,077)	(6,190,857)	(6,246,335)	(30,522,668)
Planning grants	(494,000)	(302,000)	(114,000)	(114,000)	(114,000)	(114,000)	(570,000)
Grants in lieu of taxes	(161,180)	(144,145)	(144,145)	(144,145)	(144,145)	(144,145)	(720,725)
Interdepartmental recoveries	(5,954,625)	(6,201,568)	(6,309,826)	(6,404,728)	(6,500,717)	(6,593,871)	(31,310,710)
Miscellaneous	(4,957,165)	(4,468,041)	(4,663,470)	(4,541,535)	(4,422,234)	(4,462,958)	(22,558,238)
<b>Total Operating Revenues</b>	(76,284,947)	(78,375,327)	(81,532,722)	(83,889,246)	(87,185,384)	(89,729,061)	(420,523,740)
<b>Operating Expenditures</b>							
Administration	3,782,487	3,996,335	4,007,482	4,018,741	4,012,359	4,018,513	20,053,430
Community grants	44,603	517,916	507,917	35,417	35,417	35,417	1,132,084
Legislative	378,535	412,345	453,622	425,312	426,719	468,140	2,186,138
Professional fees	3,093,043	2,431,159	2,216,859	2,132,551	2,090,405	2,052,756	10,923,730
Building Ops	2,792,422	2,913,113	2,937,861	2,966,268	2,999,963	3,032,273	14,849,478
Veh & Equip ops	6,707,380	7,504,624	7,871,057	7,973,198	8,145,673	8,286,672	39,781,224
Operating Costs	15,127,984	15,289,288	15,533,458	15,845,954	17,799,664	19,481,489	83,949,853
Program Costs	693,544	639,693	615,590	621,722	627,970	634,337	3,139,312
Wages & Benefits	25,625,979	27,330,395	27,876,978	28,469,489	29,040,402	29,664,979	142,382,243
Transfer to other govt/org	5,392,507	5,898,225	5,954,983	6,104,780	6,277,673	6,453,107	30,500,768
Contributions to reserve funds	5,373,911	5,356,933	4,842,607	6,255,786	6,636,272	6,505,358	29,596,956
Debt interest	3,891,257	3,755,276	206,001	206,001	206,001	206,001	4,579,280
<b>Total Operating Expenditures</b>	72,903,652	76,045,302	73,024,415	75,055,219	78,298,518	80,839,042	383,074,496
<b>Operating (surplus)/deficit</b>	(3,381,293)	(2,330,025)	(8,508,307)	(8,834,027)	(8,886,866)	(8,890,019)	(37,449,244)
<b>Capital Asset Expenditures</b>							
Capital Expenditures	29,585,777	19,360,572	12,692,343	23,485,784	36,072,233	43,462,372	135,073,304
Transfer from Reserves	(17,815,636)	(14,200,121)	(6,799,861)	(14,143,167)	(23,128,328)	(20,976,908)	(79,248,385)
Grants and Other	(1,163,985)	(870,637)	(686,000)	(479,000)	(392,450)	0	(2,408,087)
Grants and Other	0	0	0	0	0	0	0
New Borrowing	(4,919,545)	(1,245,000)	(2,263,921)	(6,482,441)	(10,237,117)	(20,904,734)	(41,133,213)
<b>Net Capital Assets funded from Operations</b>	5,686,611	3,044,814	2,962,561	2,381,176	2,314,338	1,580,730	12,283,619
<b>Capital Financing Charges</b>							
Existing Debt (principal)	4,289,072	3,833,495	6,677,872	6,904,593	6,677,436	6,581,181	30,674,577
New Debt (principal + interest)			218,897	191,587	520,225	813,103	1,743,812
<b>Total Capital Financing Charges</b>	4,289,072	3,833,495	6,896,769	7,096,180	7,197,661	7,394,284	32,418,389
<b>Net (surplus)/deficit for the year</b>	6,594,388	4,548,284	1,351,023	643,329	625,133	84,995	7,252,764
<b>Add: Prior year (surplus)/deficit</b>	(10,860,007)	(9,077,070)	(4,528,786)	(3,177,763)	(2,534,434)	(1,909,301)	(9,077,487)
<b>(Surplus) applied to future years</b>	(4,265,619)	(4,528,786)	(3,177,763)	(2,534,434)	(1,909,301)	(1,824,306)	(1,824,723)



RDN REPORT		<del>###</del>
CAO APPROVAL		
EAP		
COW	✓	
MAR 04 2013		
RHD		
BOARD		

**MEMORANDUM**

**TO:** Wendy Idema  
Director of Finance

**DATE:** February 26, 2013

**FROM:** Tiffany Moore  
Manager, Accounting Services

**FILE:**

**SUBJECT:** Bylaw Nos. 1318.02, 1319.03, 1320.03, 1448.03 and 1449.02 – Bylaws to Amend the Port Theatre Contribution Service Requisition Limits

**PURPOSE:**

To obtain approval of bylaws amending the amounts raised in Electoral Areas 'A', 'B', 'C' and 'E' for the Port Theatre.

**BACKGROUND:**

During its review of the 2012 budget the Board heard from a delegation representing the Port Theatre, which was seeking an adjustment to the amounts raised by Electoral Areas 'A', 'B', 'C' and 'E' to recognize inflationary pressures since the contributions were renewed in 2002. In 2012, the Board approved a 2.5% increase. The bylaws attached to this report recognize a contribution increase of 1.5% for 2013 and allow for further adjustments which may be approved in subsequent years' budgets.

**ALTERNATIVES:**

1. Approve the bylaws as presented.
2. Make no changes at this time or provide alternate direction.

**FINANCIAL IMPLICATIONS:**

Alternative 1:

The amounts included in the 2013 budget vary from 2012 as follows:

	2012	2013	Change
Electoral Area 'A'	\$14,248	\$14,460	\$212
Electoral Area 'B'	\$26,263	\$26,475	\$212
Electoral Area 'C' (defined C)	\$14,278	\$14,365	\$87
Electoral Area 'C' (defined Area D)	\$ 3,665	\$ 3,720	\$55
Electoral Area 'E'	\$20,448	\$20,775	\$327
Total	\$78,902	\$79,795	\$893

Each of the amended bylaws contains a formula which permits the requisition to change within a modest range, without having to prepare and approve additional bylaw amendments. All increases to the contribution agreement will be reviewed and approved through the annual budget review process. The renewal agreement has been worded to provide the Board the option of not increasing the amount of contribution in a particular year if it is concerned about the overall impact to the budget in that year.

The bylaw for Area B is a higher amount because it includes the \$12,000 annual contribution to the Gabriola Island Historical and Museum Society. The changes proposed fall within the authority of the Board to approve bylaws without submitting them to the Province.

Alternative 2:

Since the Board has the option of approving or not approving an increase under the agreement, having the authority in the bylaw to accommodate modest increases allows this aspect of budget approvals to proceed in an administratively efficient and simple manner. Staff recommends approving the bylaws as presented.

**SUMMARY/CONCLUSIONS:**

In 2012, representatives of the Port Theatre requested that the Board consider an inflationary adjustment to the annual contributions from Electoral Areas 'A', 'B', 'C' and 'E'. The inflationary adjustment for 2013 would be \$833.

The changes proposed fall within the authority of the Board to approve bylaws without submitting them to the Province.

**RECOMMENDATIONS:**

**Bylaw 1318.02**

1. That "Electoral Area 'A' Port Theatre Contribution Service Amendment Bylaw No. 1318.02, 2013" be introduced and read three times.
2. That "Electoral Area 'A' Port Theatre Contribution Service Amendment Bylaw No. 1318.02, 2013" be adopted.

**Bylaw 1319.03**

1. That "Electoral Area 'B' Cultural Centre Contribution Service Amendment Bylaw No. 1319.03, 2013" be introduced and read three times.
2. That "Electoral Area 'B' Cultural Centre Contribution Service Amendment Bylaw No. 1319.03, 2013" be adopted.

**Bylaw 1320.03**

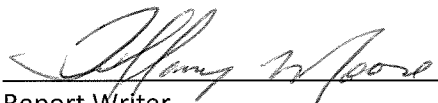
1. That "Electoral Area 'C' (defined C) Port Theatre Contribution Service Amendment Bylaw No. 1320.03, 2013" be introduced and read three times.
2. That "Electoral Area 'C' (defined C) Port Theatre Contribution Service Amendment Bylaw No. 1320.03, 2013" be adopted.


**Bylaw 1448.03**

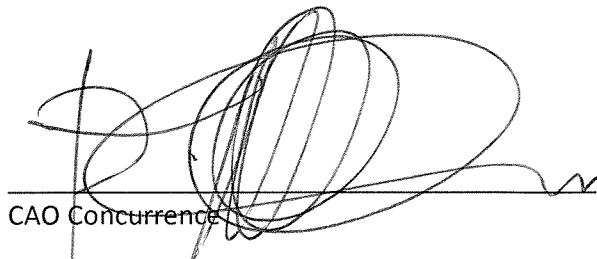
1. That "Electoral Area 'C' (defined Area 'D') Port Theatre Contribution Service Amendment Bylaw No. 1448.03, 2013" be introduced and read three times.
2. That "Electoral Area 'C' (defined Area 'D') Port Theatre Contribution Service Amendment Bylaw No. 1448.03, 2013" be adopted.

**Bylaw 1449.02**

1. That "Electoral Area 'E' Port Theatre Contribution Service Amendment Bylaw No. 1449.02, 2013" be introduced and read three times.
2. That "Electoral Area 'E' Port Theatre Contribution Service Amendment Bylaw No. 1449.02, 2013" be adopted.

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

  
\_\_\_\_\_  
Director Concurrence

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



**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1318.02**

**A BYLAW TO AMEND THE REQUISITION FOR THE ELECTORAL  
AREA 'A' PORT THEATRE CONTRIBUTION SERVICE**

WHEREAS the Regional District of Nanaimo established the Electoral Area 'A' Port Theatre Contribution Local Service Area pursuant to Bylaw No. 1318, cited as "Electoral Area 'A' Port Theatre Contribution Service Bylaw No. 1318, 2002";

AND WHEREAS the Port Theatre has requested an adjustment to the annual contribution which is supported by the Electoral Area Director;

AND WHEREAS the consent of the Director has been obtained in accordance with Section 802 (1) of the *Local Government Act*;

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

1. Regional District of Nanaimo Bylaw No. 1318 cited as "Electoral Area 'A' Port Theatre Contribution Service Bylaw No. 1318, 2002" is amended by deleting section 6 and replacing it with the following:  

"6. The maximum amount that may be raised to meet the annual expenditures of the Service is the greater of:

  - (a) the sum of \$14,825; or
  - (b) the value obtained by applying a property tax rate of \$0.015 per \$1,000 to the net taxable values of land and improvements in the service area."
2. This bylaw may be cited for all purposes as "Electoral Area 'A' Port Theatre Contribution Service Amendment Bylaw No. 1318.02, 2013".

Introduced and read three times this    th day of       , 2013.

Adopted this    th day of       , 2013.

\_\_\_\_\_  
CHAIRPERSON

\_\_\_\_\_  
CORPORATE OFFICER

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW 1319.03**

**A BYLAW TO AMEND THE REQUISITION FOR THE ELECTORAL AREA 'B'  
CULTURAL CENTRE CONTRIBUTION SERVICE**

WHEREAS the Regional District of Nanaimo established the Electoral Area 'B' Cultural Centre Contribution Service pursuant to Bylaw No. 1319, cited as "Electoral Area 'B' Cultural Centre Contribution Service Bylaw No. 1319, 2002";

AND WHEREAS the Port Theatre has requested an adjustment to the annual contribution which is supported by the Electoral Area Director;

AND WHEREAS the consent of the Director has been obtained in accordance with Section 802 (1) of the *Local Government Act*;

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

1. Regional District of Nanaimo Bylaw No. 1319 cited as "Electoral Area 'B' Cultural Centre Contribution Service Bylaw No. 1319, 2002" is amended by deleting section 5 and replacing it with the following:
  - "5. The maximum amount that may be raised to meet the annual expenditures of the Service is the greater of:
    - (a) the sum of \$27,140; or
    - (b) the value obtained by applying a property tax rate of \$0.024 per \$1,000 to the net taxable values of land and improvements in the service area."
2. This bylaw may be cited for all purposes as "Electoral Area 'B' Cultural Centre Contribution Service Amendment Bylaw No. 1319.03, 2013".

Introduced and read three times this th day of , 2013.

Adopted this th day of , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1320.03**

**A BYLAW TO AMEND THE  
ELECTORAL AREA C (defined C)  
PORT THEATRE CONTRIBUTION SERVICE**

WHEREAS the Regional District of Nanaimo established the Electoral Area 'C' (defined C) Port Theatre Contribution Local Service Area pursuant to Bylaw No. 1320, cited as "Electoral Area 'C' (defined C) Port Theatre Contribution Service Bylaw No. 1320, 2002";

AND WHEREAS the Port Theatre has requested an adjustment to the annual contribution which is supported by the Electoral Area Director;

AND WHEREAS the consent of the Director has been obtained in accordance with Section 802 (1) of the *Local Government Act*;

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

1. Regional District of Nanaimo Bylaw No. 1320 cited as "Electoral Area 'C' (defined C) Port Theatre Contribution Service Bylaw No. 1320, 2002" is amended by deleting section 6 and replacing it with the following:
  - "6. The maximum amount that may be raised to meet the annual expenditures of the Service is the greater of:
    - (a) the sum of \$14,725; or
    - (b) the value obtained by applying a property tax rate of \$0.049 per \$1,000 to the net taxable values of land and improvements in the service area."
2. This bylaw may be cited for all purposes as "Electoral Area 'C' (defined C) Port Theatre Contribution Service Amendment Bylaw No. 1320.03, 2013".

Introduced and read three times this    th day of    , 2013.

Adopted this    th day of    , 2013.

\_\_\_\_\_  
CHAIRPERSON

\_\_\_\_\_  
CORPORATE OFFICER

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1448.03**

**A BYLAW TO AMEND THE REQUISITION FOR THE ELECTORAL AREA 'C'  
(defined area D) PORT THEATRE CONTRIBUTION SERVICE**

WHEREAS the Regional District of Nanaimo established the Electoral Area 'C' (defined Area 'D') Port Theatre Contribution Service Area pursuant to Bylaw No. 1448, cited as "Electoral Area 'C' (defined Area 'D') Port Theatre Contribution Service Amendment Bylaw No. 1448, 2005";

AND WHEREAS the Port Theatre has requested an adjustment to the annual contribution which is supported by the Electoral Area Director;

AND WHEREAS the consent of the Director has been obtained in accordance with Section 802 (1) of the *Local Government Act*;

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

1. Regional District of Nanaimo Bylaw No. 1448 cited as "Electoral Area 'C' (defined Area 'D') Port Theatre Contribution Service Area Amendment Bylaw No. 1448, 2005" is amended by deleting section 6 and replacing it with the following:
  - "6. The maximum amount that may be raised to meet the annual expenditures of the Service is the greater of:
    - (a) the sum of \$3,815; or
    - (b) the value obtained by applying a property tax rate of \$0.014 per \$1,000 to the net taxable values of land and improvements in the service area."
2. This bylaw may be cited for all purposes as "Electoral Area 'C' (defined Area 'D') Port Theatre Contribution Service Amendment Bylaw No. 1448.03, 2013".

Introduced and read three times this    th day of    , 2013.

Adopted this    th day of    , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1449.02**

**A BYLAW TO AMEND THE REQUISITION FOR THE ELECTORAL AREA 'E'  
PORT THEATRE CONTRIBUTION SERVICE**

WHEREAS the Regional District of Nanaimo established the Electoral Area 'E' Port Theatre Contribution Local Service Area pursuant to Bylaw No. 1449, cited as "Electoral Area 'E' Port Theatre Contribution Service Bylaw No. 1449, 2005";

AND WHEREAS the Port Theatre has requested an adjustment to the annual contribution which is supported by the Electoral Area Director;

AND WHEREAS the consent of the Director has been obtained in accordance with Section 802 (1) of the *Local Government Act*;

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

1. Regional District of Nanaimo Bylaw No. 1449 cited as "Electoral Area 'E' Port Theatre Contribution Service Bylaw No. 1449, 2005" is amended by deleting section 6 and replacing it with the following:
  - "6. The maximum amount that may be raised to meet the annual expenditures of the Service is the greater of:
    - (a) the sum of \$21,275; or
    - (b) the value obtained by applying a property tax rate of \$0.013 per \$1,000 to the net taxable values of land and improvements in the service area."
2. This bylaw may be cited for all purposes as "Electoral Area 'E' Port Theatre Contribution Service Amendment Bylaw No. 1449.02, 2013".

Introduced and read three times this    th day of    , 2013.

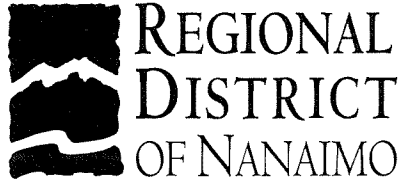
Adopted this    th day of    , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER



RDN REPORT		<del>1/1</del>
CAO APPROVAL		
EAP		
GOW	✓	
MAR 04 2013		
RHD		
BOARD		

**MEMORANDUM**

**TO:** W. Idema  
Director of Finance

**DATE:** February 27, 2013

**FROM:** T. Moore  
Manager, Accounting Services

**FILE:**

**SUBJECT:** 2013 Parcel Tax Rate Bylaws

**PURPOSE:**

To introduce for approval 2013 parcel tax rate bylaws for water, sewer, fire and economic development services provided by the Regional District of Nanaimo.

**BACKGROUND:**

The *Community Charter* requires that parcel tax rates be established by bylaw and that a report describing the basis of calculation be submitted for consideration. In 2013, parcel taxes will be levied on properties within certain fire, water and sewer service areas.

The *Community Charter* also permits a parcel tax to be waived or reduced where the local government has determined that an owner has paid for part of the construction of the works in the service area. We have two service areas where this applies – the Driftwood Water Supply Service and the Barclay Crescent Sewer Service. Within the Driftwood Water Service 18 of 31 properties are eligible to have the parcel tax waived entirely and within the Barclay Crescent Service 56 of 243 properties are eligible for a partial reduction with respect to prepayment of construction costs before borrowing. The Driftwood and Barclay Crescent parcel tax bylaws include provisions that allow a property owner to pay a lump sum with respect to the original construction costs in order to be eligible for a reduction in the parcel tax related to debt financing only. No owners took advantage of this provision in 2013.

**ALTERNATIVES:**

1. Approve and adopt the bylaws as presented.
2. Amend the budget(s) and adopt amended bylaws as necessary.

**FINANCIAL IMPLICATIONS:**

The parcel tax rolls for 2013 were not finally certified at the time that this report is written, therefore the bylaws are phrased to account for final variances once the rolls are complete. The basis of application for water, sewer and fire protection parcel taxes in 2013 is summarized in the table below.

TYPE OF SERVICE	BASIS OF PARCEL TAX CALCULATION
Water Utility Services	Levied on the basis of one rate per unit of land
Sewer Utility Services	Levied on the basis of one rate per unit of land
Cedar Sewer Large Residential, Cedar Sewer Commercial and Cedar Sewer Small Residential Properties Stage 2 Capital Financing Services	Levied on the basis of the size of the property – Commercial group on actual; Large & Small Residential based on relative size in the group
Cedar Sewer Collection (Operations)	Levied on the basis of a rate per unit assigned to the property based on relative sizes in the group
Meadowood Fire Protection Service (Capital Financing)	Levied on the basis of one rate per unit of land
Cassidy Waterloo Fire Protection Service	Levied on the basis of a rate per property which has land, land and improvements or improvements <i>only</i>

There are a few notable variances this year for the following reasons:

Decourcey Water	Decrease of \$76	Reflects carry forward surplus from 2012
French Creek Bulk Water	Decrease of \$124	Reflects the transition of Englishman River Joint Venture over to Nanoose Bulk Water
Cedar Large Residential Sewer Capital	Decrease of \$1,040	Reflects final debt servicing costs – 2012 included debt issuing costs
Cedar Small Residential Sewer Stage 2	Decrease of \$185	Additional connection in 2013
Meadowood Fire	Increase of \$49	Reaching full debt levy

The estimated parcel tax rates shown in the tables at the end of this report are in accordance with the 2013 budget.

**SUMMARY/CONCLUSIONS:**

Attached to this report are bylaws identifying the estimated parcel tax rates which will provide the revenues reflected in the Regional District's 2013 budget. The bylaws are self-explanatory and staff recommend they be adopted as presented.

**RECOMMENDATIONS:**

**Bylaw No. 1567.04**

1. That "Water Services Parcel Tax Rates Amendment Bylaw No. 1567.04, 2013" be introduced and read three times.
2. That "Water Services Parcel Tax Rates Amendment Bylaw No. 1567.04, 2013" be adopted.

**Bylaw No. 1336.10**

1. That "Driftwood Water Supply Service Area Parcel Tax Rates Amendment Bylaw No. 1336.10, 2013" be introduced and read three times.
2. That "Driftwood Water Supply Service Area Parcel Tax Rates Amendment Bylaw No. 1336.10, 2013" be adopted.

**Bylaw No. 1568.04**

1. That "Sewer Services Parcel Tax Rates Amendment Bylaw No. 1568.04 2013 be introduced and read three times.
2. That "Sewer Services Parcel Tax Rates Amendment Bylaw No. 1568.04, 2013" be adopted.

**Bylaw No. 1569.04**

1. That "Fire Services Parcel Tax Rates Amendment Bylaw No. 1569.04, 2013" be introduced and read three times.
2. That "Fire Services Parcel Tax Rates Amendment Bylaw No. 1569.04, 2013" be adopted.

**Bylaw No. 1483.07**

1. That "Barclay Crescent Sewer Service Area Parcel Tax Rates Amendment Bylaw No. 1483.07, 2013" be introduced and read three times.
2. That "Barclay Crescent Sewer Service Area Parcel Tax Rates Amendment Bylaw No. 1483.07, 2013" be adopted.

**Bylaw No. 1525.04**

1. That "Crime Prevention and Community Justice Support Service Parcel Tax Rates Amendment Bylaw No. 1525.04, 2013" be introduced and read three times.
2. That "Crime Prevention and Community Justice Support Service Parcel Tax Rates Amendment Bylaw No. 1525.04, 2013" be adopted.




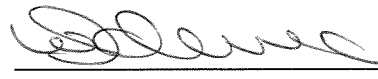
**Bylaw No. 1231.04**

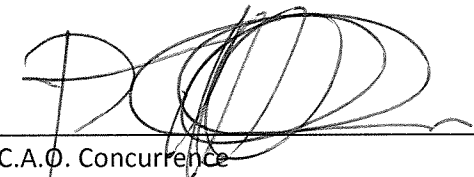
1. That "Regional Parks and Trails Service Parcel Tax Rates Amendment Bylaw No. 1231.04, 2013" be introduced and read three times.
2. That "Regional Parks and Trails Service Parcel Tax Rates Amendment Bylaw No. 1231.04, 2013" be adopted.

**Bylaw No. 1657.01**

1. That "Northern Community Economic Development Service Parcel Tax Rates Amendment Bylaw No. 1657.01, 2013" be introduced and read three times.
2. That "Northern Community Economic Development Service Parcel Tax Rates Amendment Bylaw No. 1657.01, 2013" be adopted.

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

  
\_\_\_\_\_  
Director Concurrence

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

**2013 PROJECTED PARCEL TAX RATES – WATER SERVICES**

Water Service Area	Bylaw#	2013 Budgeted Revenue	Number of Parcels	Parcel Tax Rate Year 2013	Parcel Tax Rate Year 2012	Increase (Decrease)
Nanoose Peninsula	1567.04	\$651,884	2,497	\$261	\$257	\$4
Surfside	1567.04	\$13,143	39	\$337	\$313	\$24
San Pareil	1567.04	\$114,217	288	\$397	\$401	(\$4)
Englishman River Community	1567.04	\$37,230	157	\$237	\$245	(\$8)
French Creek	1567.04	\$58,972	238	\$248	\$245	\$3
Decourcey	1567.04	\$7,345	5	\$1,469	\$1,545	(\$76)
Melrose Terrace	1567.04	\$20,882	28	\$746	\$724	\$22
Whiskey Creek	1567.04	\$82,256	125	\$658	\$647	\$11
Nanoose Bay Bulk	1567.04	\$704,295	2,499	\$282	\$271	\$11
French Creek Bulk	567.04	\$10,800	2,160	\$5	\$129	(\$124)
Driftwood	1336.10	\$7,850	13	\$604	\$604	No change

**2013 PROJECTED PARCEL TAX RATES – SEWER SERVICES**

<b>Sewer Service Area</b>	<b>Bylaw #</b>	<b>2013 Budgeted Revenues</b>	<b>Number of Parcels</b>	<b>Parcel Tax Rate Year 2013</b>	<b>Parcel Tax Rate Year 2012</b>	<b>Increase (Decrease)</b>
French Creek	1568.04	\$490,675	1,841	\$267	\$245	\$22
Fairwinds	1568.04	\$495,212	796	\$622	\$598	\$24
Pacific Shores	1568.04	\$57,565	127	\$453	\$444	\$9
Surfside	1568.04	\$19,415	26	\$747	\$732	\$15
Barclay Crescent	1483.07	\$132,330	243	\$635/\$243	\$595/\$201	\$40
Cedar Sportsfield Capital Financing Service	1568.04	\$4,582	1	\$4,582	\$4,582	No change
Cedar Small Residential Properties Capital Financing Service	1568.04	\$8,150	9	\$906	\$904	\$2
Cedar Small Residential Properties (Stage 2) Capital Financing Service	1568.04	\$18,255	7	\$2,028 per connection	\$2,213 per connection	(\$185)
Cedar Large Residential Properties Capital Financing Service	1568.04	\$5,460	1	\$5,460 per property	\$6,500 per property	(\$1,040)
Cedar Commercial Properties Capital Financing Service	1568.04	\$69,355	4.12 hectares	\$16,835 per hectare	\$16,835 per hectare	No change
Cedar - Operating	1568.04	\$26,565	30.5 hectares	\$871 per hectare	\$871 per hectare	No change

**2013 PROJECTED PARCEL TAX RATES – FIRE & OTHER SERVICES**

Fire Service Area	Bylaw #	2013 Budgeted Revenues	Number of Parcels	Parcel Tax Rate Year 2013	Parcel Tax Rate Year 2012	Increase (Decrease)
Meadowood	1569.04	\$125,743	453	\$278	\$229	\$49
Cassidy Waterloo	1569.04	\$66,440	685	\$97	\$98	(\$1)

Other Service Areas	Bylaw #	2013 Budgeted Revenues	Number of Parcels	Parcel Tax Rate Year 2013	Parcel Tax Rate Year 2012	Increase (Decrease)
Crime Prevention and Community Justice Service	1525.04	Varies by Electoral Area	12,536	\$3.24	\$3.20	\$0.04
Northern Community Economic Development	1657.01	Varies by Electoral Area	12,536	\$1.67	Ranges from \$1.20 to \$1.45	Ranges from \$0.22 to \$0.47
Regional Parks and Trails Service Area	1231.04	Varies by Electoral Area	20,619	\$13.00	\$12.00	\$1.00

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1567.04**

**A BYLAW TO AMEND THE  
PARCEL TAX RATES FOR WATER SERVICE AREAS**

WHEREAS the Board of the Regional District of Nanaimo levies parcel taxes for certain water service areas under its bylaw cited as "Water Services Parcel Tax Rates Bylaw No. 1567, 2009";

AND WHEREAS the budgeted revenues for 2013 require that parcel tax rates be amended;

NOW THEREFORE pursuant to Section 200 of the *Community Charter* the Board of the Regional District of Nanaimo in open meeting assembled, enacts as follows:

**1. Amendment**

"Water Services Parcel Tax Rates Bylaw No. 1567, 2009" is amended as follows:

(a) by deleting Section 5 and replacing it with the following :

"5. The parcel tax rates shown on Schedule 'A' shall be levied commencing in the year 2013 on each parcel recorded on the parcel tax rolls prepared for the service areas listed on Schedule 'A' attached to and forming a part of this bylaw."

(b) by deleting Schedule 'A' and substituting Schedule 'A' attached to and forming part of this bylaw.

**2. Citation**

This bylaw may be cited as "Water Services Parcel Tax Rates Amendment Bylaw No 1567.04, 2013".

Introduced and read three times this day of , 2013.

Adopted this day of , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER

Schedule 'A' to accompany "Water Services Parcel Tax Rates Amendment Bylaw No. 1567.04, 2013".

\_\_\_\_\_  
Chairperson

\_\_\_\_\_  
Corporate Officer

**SCHEDULE 'A'**

The rate per parcel shall be the amount obtained by dividing the revenue established in the 2013 annual budget by the number of parcels recorded on the 2013 parcel tax roll. The amounts in the table have been rounded for convenience.

Water Service Area Name	2013 Total Revenue	Estimated Number of Parcels	Estimated Parcel Tax Rate
Nanoose Peninsula	\$651,884	2,497	\$261
Surfside	\$13,143	39	\$337
San Pareil	\$114,217	288	\$397
Englishman River Community	\$37,230	157	\$237
French Creek	\$58,972	238	\$248
Decourcey	\$7,345	5	\$1,469
Melrose Terrace	\$20,882	28	\$746
Whiskey Creek	\$82,256	125	\$658
Nanoose Bay Bulk Water	\$704,295	2,499	\$282
French Creek Bulk Water	\$10,800	2,160	\$5

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1336.10**

**A BYLAW TO AMEND THE PARCEL TAX RATES WITHIN THE  
DRIFTWOOD WATER SUPPLY SERVICE AREA**

WHEREAS the Board of the Regional District of Nanaimo may levy parcel taxes to recover the annual costs of the service known as the Driftwood Water Supply Service pursuant to its bylaw cited as "Driftwood Water Supply Service Area Parcel Tax Rate Bylaw No. 1336, 2003"

AND WHEREAS the revenue established for the service in 2013 requires an amendment to the parcel tax rates;

NOW THEREFORE the Board of the Regional District of Nanaimo in open meeting assembled enacts pursuant to Section 200 of the *Community Charter*, as follows:

**1. Amendment**

"Driftwood Water Supply Service Area Parcel Tax Rate Bylaw No. 1336, 2003" is amended as follows:

(a) by deleting Sections 3 and 4 and replacing them with the following:

3. The parcel tax rate in this bylaw shall be levied commencing in the year 2013 on each parcel recorded on the annual roll prepared for the Driftwood Water Supply Service Area.
4. The rate per parcel shall be the amount obtained by dividing the sum of \$7,850 by the number of parcels recorded on the annual parcel tax roll prepared under (3) above (the rate is estimated to be \$604)."

(b) by deleting Schedule 'C' and replacing it with Schedule 'C' attached to and forming part of this bylaw.

**2. Citation**

This bylaw may be cited as "Driftwood Water Supply Service Area Parcel Tax Rates Amendment Bylaw No. 1336.10, 2013".

Introduced and read three times this day of , 2013.

Adopted this day of , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER

Schedule 'C' to accompany "Driftwood  
Water Supply Service Area Parcel Tax Rates  
Amendment Bylaw No. 1336.10, 2013".

---

Chairperson

---

Corporate Officer

### **Schedule 'C'**

The following properties are identified for the purposes of Section 6:

Folio 769-10029.602	Lot 1, Plan VIP82562, DL 102, LD 33
Folio 769-10029.625	Lot 2, Plan 37193, DL 102, LD 33
Folio 769-10029.630	Lot A, Plan VIP84357, DL 102, LD 33
Folio 769-10029.635	Lot B, Plan VIP84357, DL 102, LD 33
Folio 769-10029.652	Lot 2, Plan 21022, DL 102, LD 33
Folio 769-10029.654	Lot 3, Plan 21022, DL 102, LD 33
Folio 769-10029.662	Lot 7, Plan 21022, DL 102, LD 33
Folio 769-10029.668	Lot 10, Plan 21022, DL 102, LD 33
Folio 769-10029.678	Lot 15, Plan 21022, DL 102, LD 33
Folio 769-10029.682	Parcel A (Being a Consolidation of Lots 13 and 14 See FB415780, Plan 21022, DL 102, LD 33
Folio 769-10029.705	Lot 2, Plan 25462, DL 102, LD 33
Folio 769-10029.710	Lot 3, Plan 25462, DL 102, LD 33
Folio 769-10029.715	Lot 3, Plan 25462, DL 102, LD 33



**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1568.04**

**A BYLAW TO AMEND THE  
PARCEL TAX RATES FOR SEWER SERVICE AREAS**

WHEREAS the Board of the Regional District of Nanaimo levies parcel taxes for certain sewer service areas under its bylaw cited as "Sewer Services Parcel Tax Rates Bylaw No. 1568, 2009";

AND WHEREAS the budgeted revenues for 2013 require that parcel tax rates be amended;

NOW THEREFORE pursuant to Section 200 of the *Community Charter* the Board of the Regional District of Nanaimo in open meeting assembled, enacts as follows:

**1. Amendment**

"Sewer Services Parcel Tax Rates Bylaw No. 1568, 2009" is amended as follows:

(a) by deleting Section 4 and replacing it with the following:

"4. The parcel tax rates shown on Schedule 'A' shall be levied commencing in the year 2013 on each parcel recorded on the parcel tax rolls prepared for the service areas listed on Schedule 'A' attached to and forming a part of this bylaw."

(b) by deleting Schedule 'A' and replacing it with Schedule 'A' attached to and forming part of this bylaw.

**2. Citation**

This bylaw may be cited as "Sewer Services Parcel Tax Rates Amendment Bylaw No. 1568.04, 2013".

Introduced and read three times this day of , 2013.

Adopted this day of , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER

\_\_\_\_\_  
Chairperson

\_\_\_\_\_  
Corporate Officer

**SCHEDULE 'A'**

The rate per parcel shall be the amount obtained by dividing the revenue established in the 2013 annual budget by the number of parcels/hectares recorded on the tax roll. The amounts in the table below have been rounded for convenience.

Sewer Service Area Name	2013 Revenue	Estimated Number of Parcels/Hectares	Estimated Parcel Tax Rate
French Creek	\$490,675	1,841 parcels	\$267 per parcel
Fairwinds	\$495,212	796 parcels	\$622 per parcel
Pacific Shores	\$57,565	127 parcels	\$453 per parcel
Surfside	\$19,415	26 parcels	\$747 per parcel
Cedar Sportsfield Capital Financing	\$4,582	1 parcel	\$4,582 per parcel
Cedar Small Residential Properties Capital Financing Service	\$8,150	9 parcels	\$906 per parcel
Cedar Small Lot Residential Properties Phase 2 Capital Financing Service	\$18,255	7 parcels	\$2,028 per parcel with one connection \$4,056 per parcel with two connections
Cedar Large Residential Properties Capital Financing Service	\$5,460	1 parcel	\$5,460 per parcel
Cedar Commercial Properties Capital Financing Service	\$69,355	4.12 hectares	\$16,835 per hectare
Cedar (Operating)	\$26,565	30.5 hectares	\$871 per hectare Parcels less than or equal to .2 ha = .5 ha unit Parcels greater than .2 ha and less than or equal to 1 ha = 1.0 ha unit Parcels greater than 1 ha and less than or equal to 2.55 ha = 2.5 ha units Parcels greater than 2.55 ha and less than or equal to 3.55 ha = 3 ha units Parcels greater than 3.55 ha = 5 ha units

REGIONAL DISTRICT OF NANAIMO

BYLAW NO. 1569.04

A BYLAW TO AMEND PARCEL TAX RATES FOR  
FIRE PROTECTION SERVICE AREAS

WHEREAS the Board of the Regional District of Nanaimo levies parcel taxes within certain fire protection service areas under its bylaw cited as "Fire Services Parcel Tax Rates Bylaw No. 1569, 2009";

AND WHEREAS the budgeted revenues for 2013 require that parcel tax rates be amended;

NOW THEREFORE pursuant to Section 200 of the *Community Charter* the Board of the Regional District of Nanaimo in open meeting assembled, enacts as follows:

**1. Amendment**

"Fire Services Parcel Tax Rates Bylaw No. 1569, 2009" is amended as follows:

(a) by deleting Section 4 and replacing it with the following:

"4. The parcel tax rates shown on Schedule 'A' shall be levied commencing in the year 2013 on each parcel recorded on the parcel tax rolls prepared for the fire service areas listed on Schedule 'A'."

(b) by deleting Schedule 'A' and replacing it with Schedule 'A' attached to and forming part of this bylaw.

**2. Citation**

This bylaw may be cited as "Fire Services Parcel Tax Rates Amendment Bylaw No. 1569.04, 2013".

Introduced and read three times this day of , 2013.

Adopted this day of , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER

Schedule 'A' to accompany "Fire Services  
Parcel Tax Rates Amendment Bylaw No.  
1569.04, 2013"

---

Chairperson

---

Corporate Officer

### **SCHEDULE 'A'**

The rate per parcel shall be the amount obtained by dividing the revenue established in the 2013 annual budget by the number of parcels recorded on the parcel tax rolls prepared for the service areas. The amounts in the table have been rounded for convenience.

<b>Service Area Name</b>	<b>2013 Revenue</b>	<b>Estimated Number of Parcels</b>	<b>Estimated Parcel Tax Rate</b>
Meadowood Fire Protection	\$125,743	453	\$278
Cassidy Waterloo Fire Protection	\$66,440	685	\$97

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1483.07**

**A BYLAW TO AMEND THE PARCEL TAX RATES FOR  
THE BARCLAY CRESCENT SEWER SERVICE AREA**

WHEREAS the Board of the Regional District of Nanaimo may levy parcel taxes to recover the annual costs of the service known as the Barclay Crescent Sewer Service pursuant to its bylaw cited as "Barclay Crescent Sewer Service Area Parcel Tax Rate Bylaw No. 1483, 2006".

AND WHEREAS the revenue established for the service in 2013 requires an amendment to the parcel tax rates;

NOW THEREFORE the Board of the Regional District of Nanaimo in open meeting assembled enacts pursuant to Section 200 of the *Community Charter*, as follows:

**1. Amendment**

"Barclay Crescent Sewer Service Area Parcel Tax Rate Bylaw No.1483, 2006" is hereby amended by deleting Sections 3, 4 and 5 and replacing them with the following:

3. The parcel tax rate in this bylaw shall be levied commencing in the year 2013 on each parcel recorded on the annual roll prepared for the Barclay Crescent Sewer Service Area.
4. The rate per parcel shall be the amount obtained by dividing the sum of \$59,050 by the number of parcels recorded on the annual parcel tax roll prepared under (3) above (the rate is estimated to be \$243.00).
5. An additional parcel tax for debt repayment purposes shall be levied on all parcels not listed on Schedule 'A' calculated as the amount of \$73,285 divided by the number of parcels on the roll which are not listed on Schedule 'A' (the rate is estimated at \$394.00)"

**2. Citation**

This bylaw may be cited as "Barclay Crescent Sewer Service Area Parcel Tax Rates Amendment Bylaw No. 1483.07, 2013".

Introduced and read three times this day of , 2013.

Adopted this day of , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER

\_\_\_\_\_  
Chairperson

\_\_\_\_\_  
Corporate Officer

**Schedule 'A'**

The following properties shall have the parcel tax rate established under Section 4 reduced in accordance with Section 5, in consideration of the prepayment of the cost of works and services authorized under "Barclay Crescent Sewer Loan Authorization Bylaw No. 1392, 2004".

769	009198.235		769	009200.144
769	009199.220		769	009200.166
769	009199.222		769	009200.168
769	009199.224		769	009200.176
769	009199.244		769	009200.178
769	009199.252		769	009200.180
769	009199.256		769	009200.184
769	009199.260		769	009200.186
769	009199.260		769	009200.204
769	009199.264		769	009200.214
769	009199.270		769	009200.218
769	009199.286		769	009200.230
769	009199.290		769	009200.232
769	009199.306		769	009200.246
769	009199.308		769	009200.256
769	009199.312		769	009200.258
769	009199.330		769	009200.278
769	009199.346		769	009200.284
769	009199.350		769	009200.300
769	009199.366		769	009200.310
769	009199.415		769	009627.120
769	009200.002		769	009627.220
769	009200.014		769	009627.225
769	009200.018			
769	009200.020			
769	009200.030			
769	009200.032			
769	009200.034			
769	009200.042			
769	009200.065			
769	009200.070			
769	009200.112			
769	009200.134			

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1525.04**

**A BYLAW TO AMEND THE PARCEL TAX RATES FOR THE CRIME PREVENTION AND COMMUNITY JUSTICE SUPPORT SERVICE**

WHEREAS the Board of the Regional District of Nanaimo levies parcel taxes for the Crime Prevention and Community Justice Support Service under its bylaw cited as "Crime Prevention and Community Justice Support Service Parcel Tax Rate Bylaw No. 1525, 2007";

AND WHEREAS the budgeted revenues for 2013 require that parcel tax rates be amended;

NOW THEREFORE pursuant to Section 200 of the *Community Charter* the Board of the Regional District of Nanaimo in open meeting assembled, enacts as follows:

**1. Amendment**

"Crime Prevention and Community Justice Parcel Tax Rate Bylaw No. 1525, 2007" is amended by deleting Sections 3 and 4 and replacing them with the following:

3. The parcel tax rate in this bylaw shall be levied commencing in the year 2013.
4. The rate per parcel shall be the amount obtained by dividing the sum of \$40,594 by the number of parcels recorded on the annual parcel tax roll prepared under (2) above (the rate is estimated to be \$3.24)."

**2. Citation**

This bylaw may be cited as "Crime Prevention and Community Justice Support Service Parcel Tax Rates Amendment Bylaw No.1525.04, 2013".

Introduced and read three times this day of , 2013.

Adopted this day of , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1231.04**

**A BYLAW TO AMEND THE PARCEL TAX RATES FOR THE  
REGIONAL DISTRICT OF NANAIMO REGIONAL PARKS AND TRAILS SERVICE AREA  
CONVERSION BYLAW NO. 1231**

WHEREAS the Regional District of Nanaimo established the Regional Parks and Trails Service pursuant to Bylaw No. 1231 cited as “Regional District of Nanaimo Regional Parks and Trails Service Area Conversion Bylaw No. 1231, 2001”;

AND WHEREAS the budgeted revenues for 2013 require that parcel tax rates be amended;

NOW THEREFORE pursuant to Section 200 of the *Community Charter* the Board of the Regional District of Nanaimo, in open meeting assembled, enacts as follows:

**1. Amendment**

“Regional District of Nanaimo Regional Parks and Trails Service Area Conversion Bylaw No. 1231, 2001” is amended by deleting Section 7(e) and (f) and replacing it with the following:

“(e) The amount to be requisitioned commencing in 2013 under Subsection 4(e) shall be a rate of \$13.00.”

**2. Citation**

This bylaw may be cited as the “Regional Parks and Trails Service Parcel Tax Rates Amendment Bylaw No. 1231.04, 2013”.

Introduced and read three times this day of 2013.

Adopted this day of 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER



**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1657.01**

**A BYLAW TO AMEND THE PARCEL TAX RATES FOR THE  
NORTHERN COMMUNITY ECONOMIC DEVELOPMENT SERVICE**

WHEREAS the Board of the Regional District of Nanaimo levies parcel taxes for economic development under its bylaw cited as “Northern Community Economic Development Service Parcel Tax Rates Bylaw No. 1657, 2012”;

AND WHEREAS the budgeted revenues for 2013 require that parcel tax rates be amended;

NOW THEREFORE pursuant to Section 200 of the *Community Charter* the Board of the Regional District of Nanaimo in open meeting assembled, enacts as follows:

**1. Amendment**

“Northern Community Economic Development Service Parcel Tax Rates Bylaw No. 1657, 2012” is amended as follows:

(a) by deleting Section 3 and replacing it with the following:

“3. The parcel tax rates for 2013 are estimated as shown on Schedule ‘A’ attached to this bylaw.”

(b) by deleting Schedule ‘A’ and replacing it with Schedule ‘A’ attached to and forming part of this bylaw.

**2. Citation**

This bylaw may be cited as “Northern Community Economic Development Service Parcel Tax Rates Amendment Bylaw No. 1657.01, 2013”.

Introduced and read three times this day of , 2013.

Adopted this day of , 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER

Schedule 'A' to accompany Northern  
Community Economic Development Service  
Parcel Tax Rates Amendment Bylaw No.  
1657.01, 2013

\_\_\_\_\_  
Chairperson

\_\_\_\_\_  
Corporate Officer

**SCHEDULE 'A'**

<b>Electoral Area</b>	<b>2013 Revenue</b>	<b>2013 Parcels</b>	<b>Estimated parcel tax rate</b>
E	\$5,657	3,385	\$1.67
F	\$4,988	2,985	\$1.67
G	\$6,142	3,675	\$1.67
H	\$4,163	2,491	\$1.67



RDN REPORT		
CAO APPROVAL		
EAP		
COW	<input checked="" type="checkbox"/>	
MAR 04 2013		
RHD		
BOARD		

**MEMORANDUM**

**TO:** Paul Thorkelsson  
Chief Administrative Officer

**DATE:** March 3, 2013

**FROM:** Wendy Idema  
Director of Finance

**FILE:**

**SUBJECT: Preliminary Operating Results for the Period Ending December 31, 2012**

**PURPOSE:**

To present an overview of the operating results for the period ending December 31, 2012.

This report provides information on the operating fund results for the year ending December 31, 2012. Final results and consolidated results including capital and reserve funds will be presented after the annual audit is complete later this year. Attached as appendices to this report are the following:

- Appendix 1 Consolidated Summary
- Appendix 2 Summary Operating Results by Department

**Overall Summary (Appendix 1)**

**Consolidated Revenues:**

Revenues are grouped into categories as follows:

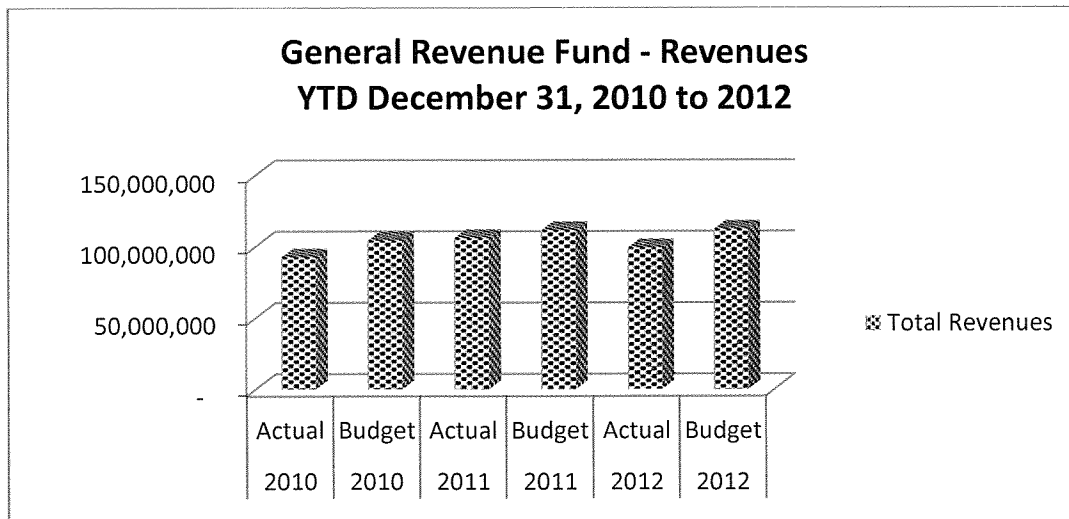
- Grants planning studies, capital works, BC Transit operating agreement
- Operating Revenue permit fees, water/sewer user fees, solid waste tipping fees, recreation registrations and rentals
- Other Revenue transfers from reserves, interdepartmental recoveries, interest income, municipal debt transfers and other non-operating amounts

*Grant Revenues* are at 89% of budget. The year to date total of \$7.2 million consists of \$5.1 million in operating grants (primarily BC Transit cost sharing) and \$2.1 million in other grant funding. Other grants include \$0.5 million received from VIHA for grants to be passed along for homelessness initiatives as well as a number of capital project grants. The largest projects completed or commenced this year with the assistance of grant funds include BC Transit cost sharing in the Phase 2 improvements to the transit headquarters site (\$304,000), Province of BC - Towns for Tomorrow grant funds covering the installation of well monitoring equipment under the Drinking Water/Watershed Protection service (\$126,000), and Strategic Community Investment Grant funds applied towards the Moorecroft Park purchase (\$116,000). Federal Gas Tax revenue sharing - Community Works Funds were used towards the construction of the Nanoose Bay Peninsula water treatment plant (\$140,000), for the Miller Road Park Bank Remediation (\$75,000), and for energy efficient building upgrades to the Cedar Community Centre (\$30,000).

*Operating Revenues* overall are at 98% of budget. Corporate Services exceeded budget in this area largely due to better than expected interest income, and Development Services was above the budgeted amount as well due to building permit revenues and planning fees. The Regional and Community Utilities division shows operating revenues at 94% of budget as a result of lower water user fees related to improved conservation by residents and more rainfall during the spring and summer. Recreation and Parks is at 75% of budget because the additional funding for the Moorecroft Park purchase from the Natures Trust of BC was not received.

*Other Revenues* are at 66% of budget at \$22.4 million. Of the \$34 million budget for Other Revenues, \$22.5 million is a combination of debt proceeds, development cost charges reserve funds and general capital reserve funds. These reserve and loan proceed revenues offset budgeted capital costs of \$29.6 million shown under Expenditures. On a year to date basis transfers from general operating reserves and Development Cost Charges reserve funds in the amount of \$8.4 million (budgeted - \$17.6 million), and debt financing of \$3.2 million (budgeted - \$4.9 million) were applied against capital costs totaling \$16.5 million – resulting in approximately \$4.9 million of capital expenditures funded from operations in 2012. The unused transfers from development cost charge and general reserves will be carried over to the 2013 budget and re-budgeted for completion along with the capital projects they fund. These project carryovers have no net impact on the 2013 budget.

As noted above “Other Revenues” include interdepartmental recoveries (\$5.5 million) and municipal debt payment transfers (\$4.2 million). The following chart shows an annual comparison of total budgeted vs total actual revenues indicating this pattern of revenues is consistent year over year.



**Consolidated Expenditures:**

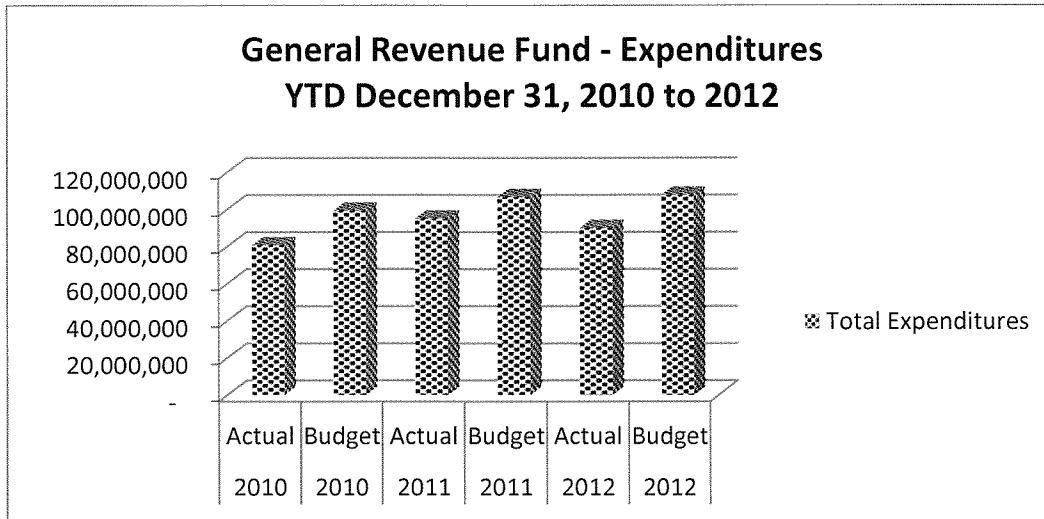
On a consolidated basis expenditures are at 83% of budget and all operating divisions performed better than budgeted which contributes in part to the consolidated accumulated surplus of \$9.3 million (budgeted - \$4.3 million). The other major contributor to the accumulated surplus is a \$3.4 million impact of projects started in 2012 which are being carried forward for completion in 2013.

Two types of expenditures typically show the largest budget to actual variances at the end of the year – Professional Fees (58%) and Capital Expenditures (56%). Professional Fees cover assignments for special purpose studies such as the Agricultural Area Plan, the Industrial Lands Study and Regional Growth Strategy implementation studies, as well as operational assignments such as sewer and solid waste

leachate flow monitoring, instrument systems monitoring and maintenance, benchmarking and general operational advice.

The Professional Fees category also includes allowances for legal costs, negotiations and arbitrations which can be highly variable on an actual to budget basis. The year to date performance in 2012 is not atypical with year to date consolidated expenditures of \$1.9 million versus a budget of \$3.3 million.

This pattern of expenditures is also consistent with previous years as shown in the chart below.



**Summary of Operating Results by Department (Appendix 2)**

This appendix lists the total year to date revenues, expenditures, and year end surplus (deficit) in comparison to budget for functions within each organizational division. The following services accounted for the majority of the additional surplus reflected in the consolidated surplus at the end of 2012:

**Corporate Services**

The Corporate Services division has a consolidated year end surplus of \$1,383,290 compared to a \$513,775 budget most of which is within the Corporate Administration area (\$785,534 vs \$172,521 budget). There were also some smaller surpluses observed in the Fire Protection Services.

Results in Corporate Administration are better due to investment earnings which exceeded budget by \$139,000, legal and professional fees were \$156,000 less than budgeted and capital purchases were \$118,000 less. Capital costs of approximately \$80,000 will be carried forward to 2013 for costs of information technology purchases and professional fees of \$60,000 will be brought forward towards the costs of implementing new budget software and an organization wide asset management systems review. There is also approximately \$140,000 in savings as a result of unfilled vacancies across the departments that make up Corporate Administration.

**Development Services**

The Development Services division of Appendix 2 shows an overall surplus of \$1,356,110 compared to a \$663,797 budget. The service areas showing the largest variances are as follows:

- Electoral Area Community Planning (\$479,898 vs \$210,229 budget) is partially a result of operating revenues from planning permits exceeding budget by \$80,000 (Fairwinds application = \$65,000) as well as unused legal fee budgets (\$25,000) and savings on training, wages and benefits because of staff vacancies (\$100,000).
- VIHA Homelessness Grants (\$188,000 surplus) carried forward to 2013 as additional grants will be issued at a later date when new initiatives are funded.
- Building Inspection (\$335,630 vs \$222,891 budget) permit revenues exceeded budget by \$114,000.

### Regional and Community Utilities

The Regional and Community Utilities division of Appendix 2a shows an overall surplus of \$2,975,432 compared to a \$1,756,004 budget. The service areas with the most significant variances are as follows:

- Northern Community Wastewater (\$351,387 vs \$69,552 budget) reflects the impact of projects carried forward for completion in 2013 but originally budgeted in 2012 such as the Hall Road Pump Station upgrade (\$135,000) as well as some pump and communications upgrades (\$69,000) to lift stations. This area also had some savings regarding the biosolids service contract (\$70,000) due to less loading of organics possibly as a result of the green bin program.
- Nanoose Bay Peninsula Water Service (\$349,290 vs \$114,306 budget) is related to delays for the Beachcomber Reservoir upgrades (\$95,000), as well as costs that were anticipated for line flushing (\$70,000) and landscaping (\$20,000) related to the new treatment plant.
- The Nanoose Bay Bulk Water Service (\$160,392 vs \$50,559 budget) reflects actual expenditures for transfers to Parksville for the Englishman River Water Service Joint Venture. They have experienced some delays for the projects which in turn delayed our transfers to them.
- Nanoose Bay Sewer Collection/Wastewater Treatment (\$293,337 vs \$135,509 budget) is a result of several items. Treatment material costs were lower than budgeted (\$15,000), the costs for the underground utilities maintenance budget were lower (\$40,000) and the costs of hauling sludge were lower (\$10,000). There is also a project for a generator replacement at a pump station that has been deferred to 2013 (\$25,000).

### Recreation and Parks Services

The Recreation and Parks division of Appendix 2b shows an overall surplus of \$1,350,043 as compared to a \$350,308 budget which is largely related to the following services.

- Regional Parks (\$418,229 vs \$60,651 budget) relates to capital/development projects that have been carried forward to future years or are pending approvals such as the San Pareil Boardwalk (\$60,000), Moorecroft buildings (\$35,000), Coats Marsh Berm (\$25,000), Descanso Bay, Englishman River and Beachcomber (\$5,000 each), Little Qualicum River (\$20,000) Benson Creek Falls (\$13,000) and Horne Lake Development (\$16,000). There is work related to regional park management plans that has been completed internally or is ongoing in 2013 for Little Qualicum River (\$25,000) and Benson Creek Falls (\$30,000). The parks and trails standards work is also being done internally in conjunction with the Community Parks project (\$50,000) and the Development Cost Charges project was cancelled (\$15,000).
- The Ravensong Aquatic Centre (\$353,014 vs \$130,669 budget) had better than anticipated revenues for programs/admissions of approximately \$35,000 and some operating costs that were less than budgeted for, in particular for natural gas (\$30,000) and treatment chemicals (\$10,000). The project to replace the lobby flooring has been deferred to 2013 (\$17,000) and wage expenses were also less than anticipated at (92%) due to a vacancy in the chief facilities

operator position (\$30,000), scheduling improvements for floor staff and an additional week of closure for maintenance in 2012 (\$75,000 combined).

Transportation and Solid Waste Services

The Transportation and Solid Waste division of Appendix 2b shows an overall surplus of \$2,210,202 vs \$981,734 budget.

- Southern Community Transit (\$856,005 vs \$719,411 budget) is a result of multiple factors. Fare revenues exceeded budget by \$77,000 (\$3.694 million vs \$3.617 million budget) and the budget for fuel price contingency was not needed at \$252,430. These were offset by some additional costs related to the new exchange at Country Club and various operating accounts that exceeded budget.
- Solid Waste Disposal (\$1,010,463 vs \$39,933 budget) reflects capital projects of approximately \$450,000 budgeted in 2012 which will be completed in 2013 such as work related to the North Berm, Landfill Gas Collection Systems, and some equipment purchases (Bin Truck replacement - \$125,000). As well professional fees of approximately \$100,000 for the Waste Composition Study and the updating of the Solid Waste Management Plan have been carried forward to 2013 along with fees related to the Hydrogeological Study, the North Berm work and the Nature Park Development (\$95,000).

**SUMMARY:**

The attached appendices reflect the operating activities of the Regional District recorded up to December 31, 2012. Appendix 1 summarizes the overall results across the organization. At year end 88% of budgeted revenues and 83% of budgeted expenditures have been recorded. Grants (89%) and other revenues (66%) are below the benchmark for timing reasons related to projects as noted above.

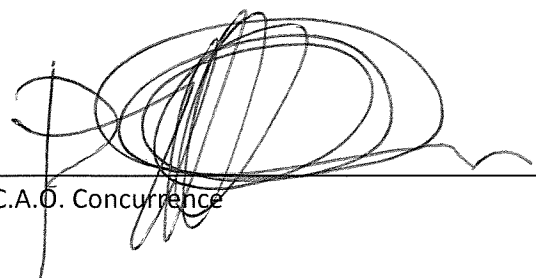
Expenditures across all services are lower overall (83%) as well due to the timing of many capital projects (56%) which also impacts professional fees (58%). Across all services, wages and benefits are at 96% of budget for the year, which is in line with expectations.

Final results and consolidated results including capital and reserve funds will be presented after the annual audit is complete later this year.

**RECOMMENDATION:**

That the summary report of financial results for RDN operations to December 31, 2012 be received for information.

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

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



GENERAL REVENUE FUND  
December 31, 2012

	CORPORATE SERVICES			DEVELOPMENT SERVICES			REGIONAL & COMMUNITY UTILITIES			RECREATION & PARKS SERVICES			TRANSPORTATION AND SOLID WASTE SERVICES			TOTAL REVENUE FUND		
	Actual 2011	Budget 2011	% Var	Actual 2011	Budget 2011	% Var	Actual 2011	Budget 2011	% Var	Actual 2011	Budget 2011	% Var	Actual 2011	Budget 2011	% Var	Actual 2011	Budget 2011	% Var
<b>REVENUES</b>																		
TAX REQUISITION	\$6,418,111	\$6,418,113	100%	\$2,343,783	\$2,343,783	100%	\$12,533,976	\$12,529,328	100%	\$9,110,358	\$9,110,094	100%	\$7,816,815	\$7,816,815	100%	\$38,223,043	\$38,218,133	100%
GRANTS	122,132	90,625	135%	968,228	1,412,301	69%	472,245	310,700	152%	188,228	745,635	25%	5,436,059	5,510,005	99%	7,187,492	8,070,266	89%
OPERATING REVENUE	385,476	186,975	206%	1,288,321	1,152,378	112%	1,654,329	1,759,750	94%	1,444,361	1,926,470	75%	15,776,612	15,968,199	99%	20,549,099	20,983,772	98%
OTHER REVENUE	10,466,164	12,880,440	81%	283,650	332,415	85%	10,221,325	17,980,565	57%	307,175	1,060,295	29%	1,123,006	1,736,555	65%	22,401,320	33,990,270	66%
PRIOR YEAR'S SURPLUS (DEFICIT)	1,083,017	1,083,000	100%	1,100,466	1,157,520	95%	4,531,944	4,472,162	101%	1,271,159	1,262,890	101%	2,884,395	2,884,435	100%	10,871,001	10,860,007	100%
<b>TOTAL REVENUES</b>	<b>18,474,900</b>	<b>20,659,153</b>	<b>89%</b>	<b>5,984,469</b>	<b>6,398,397</b>	<b>94%</b>	<b>29,413,819</b>	<b>37,052,505</b>	<b>79%</b>	<b>12,321,281</b>	<b>14,106,364</b>	<b>87%</b>	<b>33,037,487</b>	<b>33,916,009</b>	<b>97%</b>	<b>99,231,956</b>	<b>112,132,448</b>	<b>88%</b>
<b>EXPENSES</b>																		
OFFICE OPERATING	1,009,290	1,256,575	80%	764,575	863,089	89%	948,395	1,071,089	89%	722,188	762,363	95%	3,903,250	3,951,800	99%	7,347,698	7,904,936	93%
COMMUNITY GRANTS	39,819	44,603	89%	19,950	35,000	57%	0	0	0	78,421	109,085	72%	0	0	0	138,190	188,688	73%
LEGISLATIVE	321,351	318,495	101%	0	0	0	0	0	0	0	0	0	0	0	0	321,351	318,495	101%
PROFESSIONAL FEES	267,245	420,789	64%	572,078	919,575	62%	571,568	953,545	60%	93,624	252,000	37%	425,353	771,667	55%	1,929,868	3,317,576	58%
BUILDING - OPER & MAINT	254,759	254,614	100%	68,577	78,063	88%	268,470	315,834	85%	634,808	921,506	91%	470,491	445,390	106%	1,897,105	2,015,407	94%
VEH & EQUIP - OPER & MAINT	240,503	296,150	81%	43,266	43,615	99%	859,677	881,581	98%	160,648	195,994	82%	4,492,778	5,026,405	89%	5,796,872	6,443,745	90%
OTHER OPERATING COSTS	335,045	321,000	104%	157,328	174,460	90%	3,531,434	4,132,243	85%	323,576	515,135	63%	6,164,049	6,623,129	93%	10,511,432	11,765,967	89%
WAGES & BENEFITS	3,227,083	3,387,591	95%	2,121,089	2,313,069	92%	3,660,828	4,092,821	89%	3,920,840	4,019,444	98%	12,191,033	12,425,322	98%	25,120,873	26,238,267	96%
PROGRAM COSTS	0	0	0	99,899	94,020	106%	0	0	0	129,632	151,850	85%	0	0	0	229,531	245,870	93%
CAPITAL EXPENDITURES	2,624,516	4,605,215	57%	212,903	456,740	47%	11,313,620	19,231,617	59%	430,614	2,094,640	21%	1,963,999	3,172,565	62%	16,545,654	29,560,777	56%
DEBT FINANCING - INTEREST	2,495,394	2,741,150	91%	0	0	0	388,693	411,427	94%	680,202	690,605	98%	0	0	0	3,564,289	3,843,182	93%
DEBT FINANCING - PRINCIPAL	1,698,450	2,093,175	81%	0	0	0	346,027	348,895	99%	1,461,942	1,845,642	79%	0	0	0	3,706,419	4,287,712	86%
CONTINGENCY	0	0	0	0	0	0	0	0	0	0	10,000	0	0	301,665	0	311,665	0	
TRSF TO RESERVE FUND	582,977	558,255	104%	136,274	137,020	99%	4,547,449	3,851,449	118%	611,464	652,980	94%	1,216,332	216,332	562%	7,094,496	5,416,036	131%
TRSF TO OTHER GOVT/AGENCIES	3,795,176	3,847,765	99%	432,428	619,930	70%	2,224	6,000	37%	1,533,279	1,534,812	100%	0	0	0	5,763,107	6,008,507	96%
<b>TOTAL EXPENDITURES</b>	<b>17,091,610</b>	<b>20,145,377</b>	<b>85%</b>	<b>4,628,366</b>	<b>5,734,601</b>	<b>81%</b>	<b>26,438,365</b>	<b>35,296,501</b>	<b>75%</b>	<b>10,981,238</b>	<b>13,756,076</b>	<b>80%</b>	<b>30,827,285</b>	<b>32,934,275</b>	<b>94%</b>	<b>89,966,884</b>	<b>107,866,830</b>	<b>83%</b>
<b>OPERATING SURPLUS (DEFICIT)</b>	<b>\$1,383,290</b>	<b>\$513,776</b>		<b>\$1,356,102</b>	<b>\$663,796</b>		<b>\$2,975,434</b>	<b>\$1,756,004</b>		<b>\$1,340,043</b>	<b>\$350,308</b>		<b>\$2,210,202</b>	<b>\$981,734</b>		<b>\$9,265,071</b>	<b>\$4,265,618</b>	



REGIONAL DISTRICT OF NANAIMO  
SUMMARY OF OPERATING RESULTS  
December 31, 2012

	Revenues			Expenditures			Surplus	
	2012 Actual	2012 Budget	Variance	2012 Actual	2012 Budget	Variance	2012 Actual	2012 Budget
<b><u>CORPORATE SERVICES</u></b>								
General Administration	\$5,597,061	\$5,524,813	101%	\$4,811,527	\$5,352,292	90%	\$785,534	\$172,521
Electoral Areas Administration	691,691	685,255	101%	595,715	657,445	91%	95,976	27,810
Public Safety								
D68 E911	109,664	113,150	97%	111,533	113,150	98%	(1,869)	0
D69 E911	568,193	568,190	100%	521,181	521,160	100%	47,032	47,030
Community Justice	89,656	89,580	100%	87,580	89,580	98%	2,076	0
Fire Protection - Volunteer								
Coombs-Hilliers	384,500	726,090	53%	384,501	726,090	53%	(1)	0
Errington	270,980	468,200	58%	270,980	468,200	58%	0	0
Nanoose	2,930,970	3,829,550	77%	2,710,899	3,660,945	74%	220,071	166,605
Dashwood	463,573	484,190	96%	463,573	484,190	96%	0	0
Meadowood	152,977	139,360	110%	139,357	139,360	100%	13,620	0
Extension	167,231	167,095	100%	115,562	167,095	69%	51,669	0
Nanaimo River	17,795	17,795	100%	17,792	17,795	100%	3	0
Bow Horn Bay	255,312	654,920	39%	255,312	654,920	39%	0	0
Fire Protection - Service Contracts								
French Creek (Area G)	478,160	477,955	100%	407,180	436,775	93%	70,980	41,180
Parksville Local (Area G)	151,267	151,265	100%	89,358	105,135	85%	61,909	46,130
Cassidy/Waterloo (Area A & C)	216,421	216,370	100%	189,874	216,370	88%	26,547	0
Wellington (Area C)	68,222	68,220	100%	58,479	57,720	101%	9,743	10,500
Regional Library	2,052,925	2,052,775	100%	2,052,925	2,052,775	100%	0	0
Feasibility Studies								
Electoral Area E	0	0		0	0		0	0
Electoral Area G	0	0		0	0		0	0
Electoral Area H	0	0		0	0		0	0
Municipal Debt Transfers	3,786,389	4,202,880	90%	3,786,389	4,202,880	90%	0	0
House Numbering	21,500	21,500	100%	21,500	21,500	100%	0	0
	<b>\$18,474,900</b>	<b>\$20,659,153</b>	<b>89%</b>	<b>\$17,091,610</b>	<b>\$20,145,377</b>	<b>85%</b>	<b>\$1,383,290</b>	<b>\$513,776</b>
<b><u>DEVELOPMENT SERVICES</u></b>								
EA Community Planning	\$1,944,157	\$1,875,285	104%	\$1,464,259	\$1,665,056	88%	\$479,898	\$210,229
VIHA Homelessness Grants	\$470,000	\$470,000	100%	\$282,000	\$470,000	60%	\$188,000	\$0
Economic Development South	\$125,135	\$125,000	100%	\$125,135	\$125,000	100%	\$0	\$0
Economic Development North	\$50,219	\$49,999	100%	\$35,361	\$50,000	71%	\$14,858	\$0
Community Works Fund - Dev Svcs	364,152	792,410	46%	364,152	792,410	46%	\$0	0
Regional Growth Management	706,953	703,875	100%	436,414	506,095	86%	270,539	197,780
Emergency Planning	357,656	495,028	72%	315,024	487,515	65%	42,632	7,513
Search & Rescue	27,790	27,590	101%	27,430	27,430	100%	360	160
Building Inspection	1,372,775	1,302,640	105%	1,037,145	1,079,749	96%	335,630	222,891
Bylaw Enforcement								
Animal Control F	41,236	41,235	100%	32,854	33,895	97%	8,382	7,340
Animal Control A, B, C & Lantzville	75,123	75,120	100%	68,851	67,290	102%	6,272	7,830
Animal Control E, G & H	98,257	98,285	100%	98,256	98,285	100%	1	0
Nuisance Premises	50,726	21,250	239%	43,972	15,410	285%	6,754	5,840
Hazardous Properties	7,966	12,965	61%	6,728	12,055	56%	1,238	910
Noise Control								
Electoral Area A	9,852	9,850	100%	6,813	6,785	100%	3,039	3,065
Electoral Area B	7,511	8,710	86%	8,271	8,710	95%	(760)	0
Electoral Area C	9,059	9,055	100%	9,163	9,055	101%	(104)	0
Electoral Area E	7,278	7,275	100%	7,945	7,035	113%	(667)	240
Electoral Area G	10,693	10,695	100%	10,656	10,695	100%	37	0
General Enforcement	247,934	262,130	95%	247,933	262,131	95%	1	(1)
	<b>\$5,984,472</b>	<b>\$6,398,397</b>	<b>94%</b>	<b>\$4,628,362</b>	<b>\$5,734,601</b>	<b>81%</b>	<b>\$1,356,110</b>	<b>\$663,797</b>

**REGIONAL DISTRICT OF NANAIMO**  
**SUMMARY OF OPERATING RESULTS**  
December 31, 2012

	Revenues			Expenditures			Surplus	
	2012 Actual	2012 Budget	Variance	2012 Actual	2012 Budget	Variance	2012 Actual	2012 Budget
<b>REGIONAL &amp; COMMUNITY UTILITIES</b>								
Regional & Community Utilities Administration	\$282,749	\$337,190	84%	\$282,749	\$337,189	84%	\$0	\$1
Community Works Fund - Eng Serv	0	0		0	0		0	0
Wastewater Management								
Wastewater Management Plan	366,050	369,715	99%	172,357	251,956	68%	193,693	117,759
Southern Community Wastewater	13,790,406	19,739,277	70%	12,951,675	18,927,842	68%	838,731	811,435
Northern Community Wastewater	6,141,948	7,146,753	86%	5,790,561	7,077,201	82%	351,387	69,552
Duke Point Wastewater	306,895	303,805	101%	202,498	235,568	86%	104,397	68,237
Water Supply								
San Pareil fire	641,286	693,600	92%	644,555	693,600	93%	(3,269)	0
Whiskey Creek	118,831	185,035	64%	99,536	176,164	57%	19,295	8,871
French Creek	160,936	198,399	81%	125,693	171,830	73%	35,243	26,569
Surfside	45,164	42,453	106%	26,036	28,938	90%	19,128	13,515
Decourcey	11,986	11,429	105%	5,870	7,987	73%	6,116	3,442
San Pareil	201,076	209,680	96%	191,695	203,162	94%	9,381	6,518
Driftwood	7,856	7,850	100%	7,847	7,850	100%	9	0
Englishman River	217,522	220,550	99%	151,300	180,383	84%	66,222	40,167
Melrose Terrace	28,759	30,043	96%	24,546	29,602	83%	4,213	441
Nanoose Bay Peninsula	1,758,566	1,889,178	93%	1,409,276	1,774,872	79%	349,290	114,306
Drinking Water/Watershed Protection	958,742	964,948	99%	705,944	857,658	82%	252,798	107,290
Nanoose Bay Bulk	1,584,594	1,814,370	87%	1,424,202	1,763,811	81%	160,392	50,559
French Creek Bulk	407,014	509,625	80%	316,413	463,775	68%	90,601	45,850
Sewer Collection								
French Creek	769,822	764,972	101%	748,412	758,291	99%	21,410	6,681
Nanoose (Fairwinds)	837,872	832,284	101%	544,535	696,775	78%	293,337	135,509
Pacific Shores	85,455	84,853	101%	50,904	54,192	94%	34,551	30,661
Surfside	38,844	38,189	102%	35,639	36,406	98%	3,205	1,783
Cedar	162,004	161,632	100%	131,865	134,814	98%	30,139	26,818
Englishman River Stormwater	18,738	18,738	100%	7,548	8,480	89%	11,190	10,258
Cedar Estates Stormwater	11,050	11,050	100%	4,225	7,500	56%	6,825	3,550
Barclay Crescent	208,166	202,539	103%	175,114	185,326	94%	33,052	17,213
Pump & Haul	2,050	2,400	85%	2,050	2,400	85%	0	0
Streetlighting	121,839	121,809	100%	77,741	82,790	94%	44,098	39,019
Engineering Services	127,599	140,140	91%	127,601	140,140	91%	(2)	0
	<b>\$29,413,819</b>	<b>\$37,052,506</b>	<b>79%</b>	<b>\$26,438,387</b>	<b>\$35,296,502</b>	<b>75%</b>	<b>\$2,975,432</b>	<b>\$1,756,004</b>

**REGIONAL DISTRICT OF NANAIMO  
SUMMARY OF OPERATING RESULTS  
December 31, 2012**

	Revenues			Expenditures			Surplus	
	2012 Actual	2012 Budget	Variance	2012 Actual	2012 Budget	Variance	2012 Actual	2012 Budget
<b><u>RECREATION &amp; PARKS SERVICES</u></b>								
Regional Parks	\$2,422,731	\$3,171,872	76%	\$2,004,502	\$3,111,221	64%	\$418,229	\$60,651
Community Parks								
Electoral Area A	171,057	906,850	19%	137,372	906,832	15%	33,685	18
Electoral Area B	294,921	304,615	97%	230,718	269,635	86%	64,203	34,980
Electoral Area C	80,121	85,265	94%	43,214	79,960	54%	36,907	5,305
Electoral Area D	90,989	90,985	100%	81,557	90,985	90%	9,432	0
Electoral Area E	107,387	131,280	82%	89,745	128,001	70%	17,642	3,279
Electoral Area F	155,056	224,720	69%	116,313	206,086	56%	38,743	18,634
Electoral Area G	128,829	187,390	69%	91,017	187,370	49%	37,812	20
Electoral Area H	202,716	331,710	61%	150,445	331,710	45%	52,271	0
Area A Recreation & Culture	206,686	226,690	91%	168,774	226,690	74%	37,912	0
Northern Community Recreation	1,483,482	1,475,800	101%	1,410,141	1,455,433	97%	73,341	20,367
Oceanside Place Arena	2,370,433	2,366,820	100%	2,208,245	2,290,560	96%	162,188	76,260
Ravensong Aquatic Centre	3,352,805	3,348,495	100%	2,999,781	3,217,826	93%	353,024	130,669
Gabriola Island Recreation	94,686	94,630	100%	94,685	94,630	100%	1	0
Southern Community Recreation	1,080,235	1,080,235	100%	1,075,827	1,080,235	100%	4,408	0
Hotel Room Tax	0	0		0	0		0	0
Port Theater Contribution	79,147	79,027	100%	78,902	78,902	100%	245	125
	<b>\$12,321,281</b>	<b>\$14,106,384</b>	<b>87%</b>	<b>\$10,981,238</b>	<b>\$13,756,076</b>	<b>80%</b>	<b>\$1,340,043</b>	<b>\$350,308</b>
<b><u>TRANSPORTATION AND SOLID WASTE SERVICES</u></b>								
Gabriola Island Emergency Wharf	\$7,611	\$7,610	100%	\$2,337	\$6,150	38%	\$5,274	\$1,460
Southern Community Transit	19,068,254	18,842,180	101%	18,212,249	18,122,769	100%	856,005	719,411
Northern Community Transit	1,597,375	1,626,105	98%	1,354,753	1,449,883	93%	242,622	176,222
Solid Waste Disposal	8,485,018	9,619,755	88%	7,474,555	9,579,822	78%	1,010,463	39,933
Solid Waste Collection & Recycling	3,879,229	3,820,359	102%	3,783,391	3,775,651	100%	95,838	44,708
	<b>\$33,037,487</b>	<b>\$33,916,009</b>	<b>97%</b>	<b>\$30,827,285</b>	<b>\$32,934,275</b>	<b>94%</b>	<b>\$2,210,202</b>	<b>\$981,734</b>
<b>TOTAL ALL SERVICES</b>	<b>\$99,231,959</b>	<b>\$112,132,449</b>	<b>88%</b>	<b>\$89,966,882</b>	<b>\$107,866,831</b>	<b>83%</b>	<b>\$9,265,077</b>	<b>\$4,265,619</b>



RDN REPORT		
CAO APPROVAL		<input checked="" type="checkbox"/>
EAP		
COW	<input checked="" type="checkbox"/>	
FEB 26 2013		
RND		
BOARD		

## MEMORANDUM

---

**TO:** Paul Thompson  
Manager of Long Range Planning

**DATE:** February 18, 2013

**FROM:** Lisa Bhopalsingh  
Senior Planner

**FILE:** 6780 30 ANN2012

**SUBJECT:** 2012 Annual Report on Regional Growth Strategy Implementation and Progress

---

### PURPOSE

To present the first annual report documenting actions that show progress towards implementing the goals of the Regional Growth Strategy (RGS) since it was updated on November 22, 2011.

### BACKGROUND

On November 22, 2011, the Regional District of Nanaimo (RDN) Board adopted an updated Regional Growth Strategy following the completion of the second major review since it was first adopted in 1997. The RGS represents a commitment by the RDN and its member municipalities to take a series of actions to improve the quality of life for present and future residents of the region.

Reporting annually on the actions taken to make progress towards RGS goals fulfills a requirement under the *Local Government Act* and meets a commitment to implementation reflected in RGS Policy No. 5.2.1. Annual progress reports are also consistent with the direction of the 2013-2015 Board Strategic Plan which identifies Monitoring and Communication as a Strategic Priority stating that:

*"Communicating progress within the RDN organization, municipalities and electoral areas, and with residents will elevate awareness and encourage dialogue on key issues"*  
(RDN 2013-2015 Board Strategic Plan, page 19)

The attached 2012 Annual Report has been prepared by staff to fulfill reporting requirements and commitments. The report briefly describes the RGS purpose, vision and goals in order to set the stage for documenting actions undertaken by the RDN and its member municipalities (City of Nanaimo, District of Lantzville, City of Parksville and Town of Qualicum Beach). These actions show how the RGS has been implemented since it was updated on November 22, 2011.

It should be noted that the 2012 Annual Report does not attempt to measure the effectiveness of actions, nor does it make any recommendations for adjusting policies to improve performance. A process for setting performance targets and selecting indicators to measure and evaluate the implementation of the RGS is a priority for 2013.

## **ALTERNATIVES**

1. To receive the Regional Growth Strategy 2012 Annual Report as presented.
2. To not receive the Regional Growth Strategy 2012 Annual Report and provide staff with further direction.

## **FINANCIAL IMPLICATIONS**

There are no financial implications involved with receiving the information in the 2012 Annual Report. While this report identifies ongoing actions to implement the RGS for 2013, the costs of these actions have been accounted for in RDN budgets for 2013.

## **LAND USE IMPLICATIONS**

### ***Land Use and Sustainability Implications***

The aim of the RGS is to influence and guide regional development in order to create more sustainable communities. The 2012 Annual Report shows how a variety of actions undertaken by the RDN and its member municipalities work towards achieving RGS goals that include addressing climate change, environmental protection and enhancing economic resilience.

The report initially focusses on several studies (Rural Village Centres Study, Industrial Lands Supply and Demand Study and Alternate Forms of Rural Development) that directly fulfill implementation actions identified in the RGS. Although these studies do not result in any immediate changes, their purpose is to enable the RDN Board to make informed decisions about land use by providing a better understanding of the long term implications of different development proposals and land use policies on the environment and overall regional sustainability.

Specific actions undertaken by both the RDN and member municipalities that have a direct influence on the environment and overall sustainability of the region are also listed in the report. This includes actions that influence transportation choices aimed at reducing energy use and improving mobility such as increased transit frequency on specific routes, expanded transit service areas, the creation of new trails, providing infrastructure to support use of energy efficient vehicles, and initiatives supporting energy efficient buildings and development.

### ***Public Consultation Implications***

Participants during the RGS public consultation process identified a desire to be better informed about how decisions are made and how implementation occurs. The attached 2012 Annual Report is a communication tool that helps meet 2013-2015 Board Strategic Plan communication objectives and RGS policies relating to being accountable and transparent to the public about how the RGS is being implemented and the results of the projects that are undertaken. In order for the Annual Report to be an effective communication tool it will need to be promoted by using different channels (print media, earned media, web media and social networks) so that people are aware of its existence.

It is worth noting that all of the RGS implementation studies and many of the other projects listed in the report involved opportunities for public consultation. This includes the efforts undertaken by member municipalities.

**Inter-governmental Implications**

The drafting of the attached report reflects information sharing and collaboration between RDN member municipality staff to include information on their actions to implement the RGS.

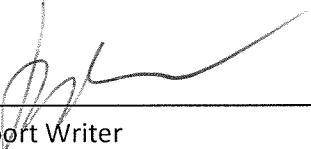
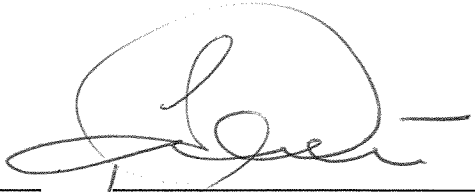

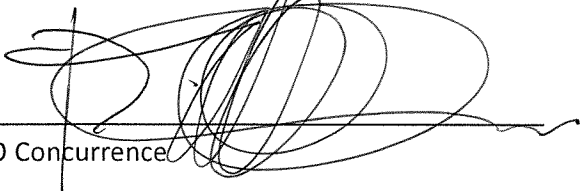
Sharing and distributing the 2012 Annual Report to neighbouring jurisdictions will support ongoing transparent communication about RDN activities. This is an important part of maintaining and strengthening relationships with neighbouring regional, municipal and First Nation governments.

**SUMMARY/CONCLUSIONS**

The attached 2012 Annual Report meets the requirements of the *Local Government Act* to prepare an annual report showing progress towards achieving the goals of the RGS. The report describes and lists actions taken by the RDN and its member municipalities to work towards the goals of the RGS since it was adopted in November 2011.

**RECOMMENDATIONS**

1. That the Regional Growth Strategy 2012 Annual Report be received.
2. That staff be directed to distribute and use the 2012 Annual Report as part of efforts to raise awareness and provide education about the RGS and its implementation.

 _____ Report Writer	 _____ A/ General Manager Concurrence
 _____ Manager Concurrence	 _____ CAO Concurrence

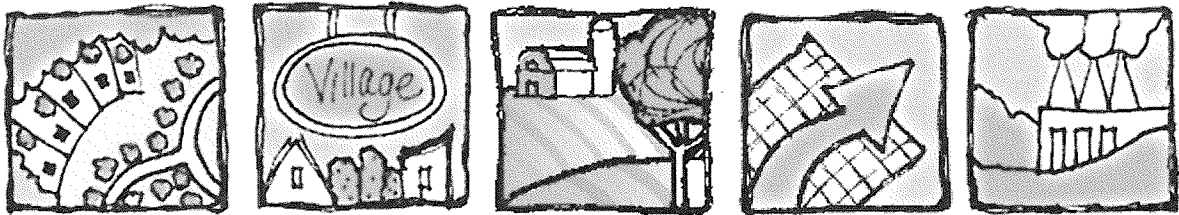
---

# 2012 Annual Report

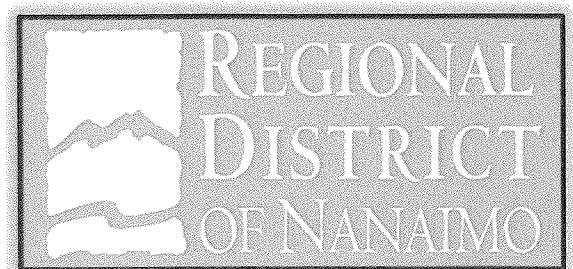
## Regional Growth Strategy

### Implementation & Progress

---



February 18, 2013



## TABLE OF CONTENTS

1	Overview .....	3
2	RGS Role & Purpose .....	4
3	RGS Vision .....	6
4	RGS Principles.....	6
5	RGS Goals .....	7
6	Implementation – 2012.....	8
6.1	Actions Supporting Education and Awareness .....	8
6.2	RGS Implementation Studies .....	9
6.3	RGS Implementation Projects .....	11
6.4	RDN Actions that Implement the RGS .....	12
6.5	Collaborative Actions .....	15
7	Member Municipality Actions.....	17
7.1	City of Nanaimo.....	17
7.2	District of Lantzville.....	19
7.3	City of Parksville .....	19
7.4	Town of Qualicum Beach .....	20
8	Implementation - 2013 .....	21

## APPENDICES

Appendix 1:	RGS 2011-2012 Education and Awareness Outreach Activities .....	22
Appendix 2:	Summary of RGS Implementation Actions .....	23

## MAPS

Map 1:	RGS Application – Participating and Non-Participating Jurisdictions .....	4
Map 2:	RGS Growth Containment Boundary and Land Use Designations.....	5
Map 3:	Areas included in the Rural Village Centres Study.....	10



# 1 OVERVIEW

The Regional Growth Strategy (RGS)<sup>1</sup> is a strategic plan adopted by the Regional District of Nanaimo (RDN) Board that aims to establish a more sustainable pattern of population growth and development in the region over a twenty-five year period. The RGS encourages and directs most new development in the region within designated Growth Containment Boundaries, thereby keeping urban settlement compact, protecting the integrity of rural and resource areas, protecting the environment, increasing servicing efficiency, and retaining mobility within the region.

The RGS represents a commitment by the RDN and its member municipalities to take a series of actions to improve the quality of life for present and future residents of the region. Part of this commitment involves being accountable to residents about how the RGS is being implemented and the level of progress being made towards reaching the goals of the RGS.

The 2011 RGS addresses implementation in Section 5, stating that: *“Being accountable for progress towards achieving the goals of this RGS requires a commitment to implementation, target-setting, establishing indicators, and monitoring”*. Reporting on annual progress shows a commitment to implementation and fulfills a requirement under the *Local Government Act* *“to prepare an annual report on implementation and progress towards the goals and objectives of the RGS”* (RGS Policy 5.2.1).

This report briefly describes the RGS purpose, vision and goals in order to set the stage for documenting actions that show progress towards implementation since the RGS was updated on November 22, 2011. It does not attempt to measure how effective these implementation actions are, nor does it make recommendations for adjusting policies to improve performance. Setting performance targets and the development of measures to monitor and evaluate the implementation of the RGS is a priority action for 2013. This will involve selecting indicators that can be used to measure and evaluate how well RGS policies are working towards reaching the goals and vision of the RGS.

---

<sup>1</sup> On November 22, 2011, the Regional District of Nanaimo (RDN) Board adopted "Regional District of Nanaimo Regional Growth Strategy Bylaw No. 1615". This document replaced the 2003 Regional Growth Strategy (RGS) and represents the second time that the RGS has been fully reviewed and updated since it was first adopted in 1997.

## 2 RGS ROLE & PURPOSE

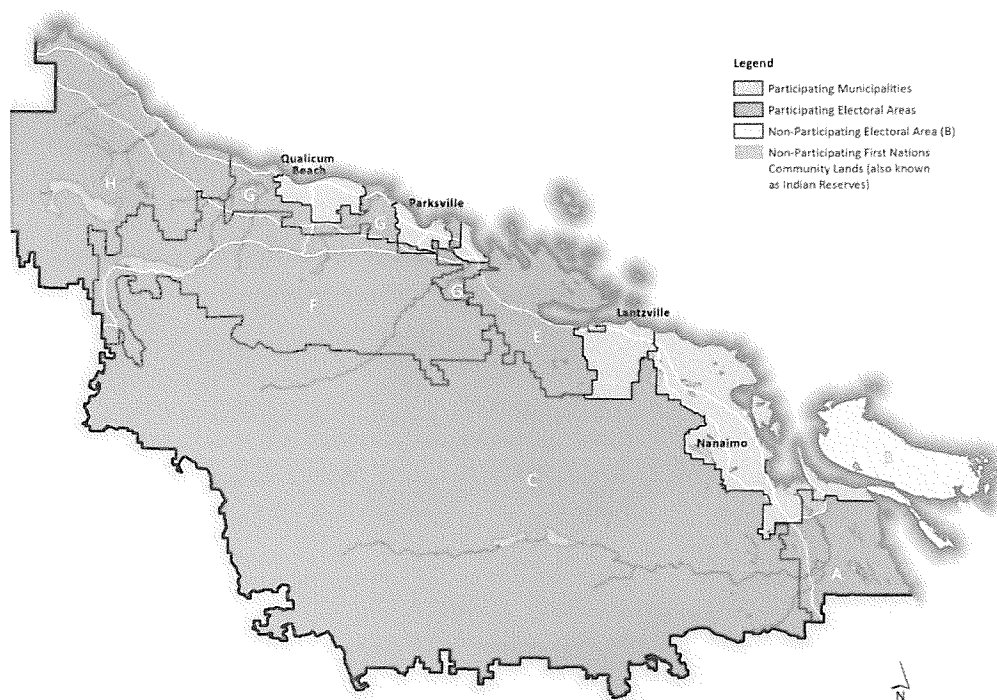
The purpose of the RGS is to "promote human settlement that is socially, economically and environmentally healthy and that makes efficient use of public facilities and services, land and other resources". Ultimately, it is a coordinated plan to manage growth in the region in a sustainable manner.

The first RGS was adopted in 1997 in response to residents' concerns about the impacts of rapid population growth and development in the late 1980s and early 1990s. Given that the impacts of growth cross jurisdictional boundaries, it was recognized that a coordinated approach to community planning was necessary to effectively address growth management issues.

The RGS provides a framework for member municipalities and the RDN to coordinate growth management issues that cross local government boundaries. The RGS also provides a mechanism to connect with provincial ministries and agencies who have jurisdiction in areas that impact land use and community planning and whose resources are needed to implement projects and programs. Inter-jurisdictional coordination is essential to protecting our environment and achieving a high quality of life for present and future residents in the region.

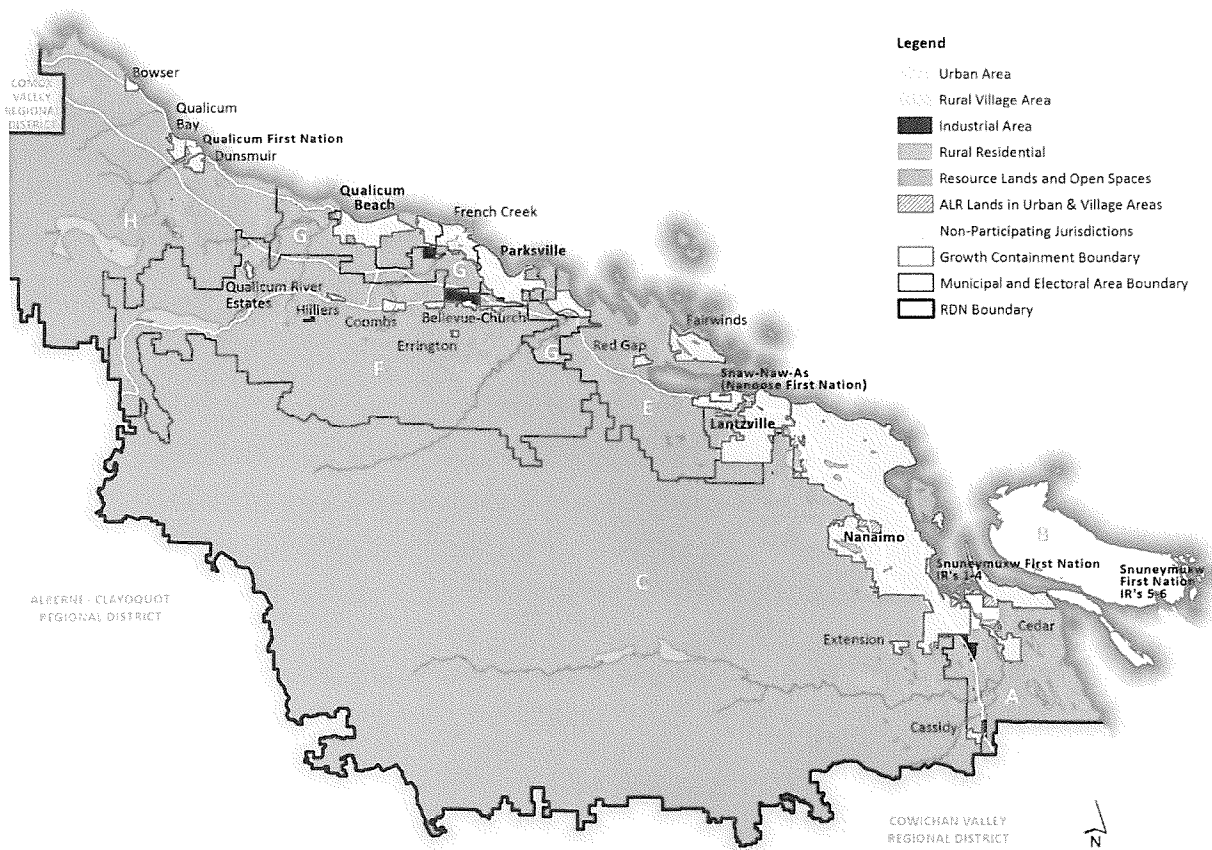
The RGS applies to six electoral areas and four municipalities within the region as shown by the map below. The RGS does not apply to Gabriola, Decourcy and Mudge Islands (Electoral Area 'B') as they fall under the jurisdiction of the Islands Trust. It also does not apply to lands under the jurisdiction of First Nations (Qualicum First Nation, Snaw-Naw-As (Nanoose) and Snuneymuxw First Nation).

**Map 1: RGS Application – Participating and Non-Participating Jurisdictions**



The RGS uses a line on a map called a Growth Containment Boundary (GCB) to separate areas designated for future growth from other areas where environmental protection and resource values are a priority. Lands designated as Urban Area within municipalities are intended to absorb the majority of the region's future growth. In the RDN's electoral areas, land designated as Rural Village Areas are intended to accommodate lower levels of growth more compatible with their rural settings. Development within the GCB (Urban and Rural Village Areas) is intended to be diverse and provide places for people to live, work, learn, shop and play. This may also include lands to be conserved to support ecosystem functions or other green space purposes. Land outside of the GCB is intended to support ecosystem functions and rural uses that require only limited infrastructure and services to be viable.

**Map 2: RGS Growth Containment Boundary and Land Use Designations**



### 3 RGS VISION

The vision of the RGS is documented below and represents the foundation for the goals and policies in the RGS.

The region will be recognized for an outstanding quality of urban and rural life that is grounded in a strong commitment to protecting the natural environment and minimizing harm to life-sustaining ecological systems. Working in partnership with interested organizations, the RDN and its member municipalities are committed to achieving:

- High standards of environmental protection that preserve habitat, enhance ecological diversity, and maintain air and water quality;
- Enhanced food security in the region;
- Urban development that is contained and distinct in form and character from rural development;
- Complete, compact communities designed to provide housing that meets the needs of all households, and that provide excellent access to nearby workplaces, goods and services, learning institutions, recreation opportunities, and natural areas;
- Expansion and enhancement of mobility options that reduce automobile dependency;
- A strong and resilient economy based on agriculture, natural resource assets, tourism, and information age industries and services, such as health and education; and
- Efficient, state-of-the-art servicing, infrastructure and resource utilization.

### 4 RGS PRINCIPLES

The goals and policies of this RGS are grounded in the following sustainability principles that are intended to guide how decisions are made regarding the future life of the region:

- Decisions and actions have regard for local and global consequences;
- The interconnectedness and interdependence of natural and human systems are recognized and respected;
- The healthy functioning of ecological systems is nurtured;
- The qualities of place that create pride and a sense of community are nurtured;
- Efficiency, including the concept of zero-waste, is optimized;
- Equity amongst all citizens and across generations, including future generations is ensured;
- Decision-making processes are based on participation, collaboration and co-operation with citizens, other authorities and organizations; and
- We are accountable for our decisions and actions.

## 5 RGS GOALS

The RGS is based upon eleven goals (listed below) that work towards achieving the collective vision of regional sustainability. Policies in the RGS provide the direction to take specific actions to implement the RGS goals.

1. **Prepare for Climate Change and Reduce Energy Consumption** – Reduce GHG emissions and energy consumption and promote adaptive measures to prepare for climate change impacts.
2. **Protect the Environment** – Protect and enhance the environment and avoid ecological damage related to human activity.
3. **Coordinate Land Use and Mobility** – Ensure land use patterns and mobility networks are mutually supportive and work together to reduce automobile dependency and provide for efficient goods movement.
4. **Concentrate Housing and Jobs in Rural Village and Urban Growth Centres** – Establish distinctive activity centres and corridors within growth containment boundaries that provide ready access to places to live, work, play and learn.
5. **Enhance Rural Integrity** – Protect and strengthen the region's rural economy and lifestyle.
6. **Facilitate the Provision of Affordable Housing** – Support and facilitate the provision of appropriate, adequate, attainable, affordable and adaptable housing.
7. **Enhance Economic Resiliency** – Support strategic economic development and link commercial and industrial strategies to the land use and rural and environmental protection priorities of the region.
8. **Enhance Food Security** – Protect and enhance the capacity of the region to produce and process food.
9. **Celebrate Pride of Place** – Celebrate the unique natural beauty, culture, history, and arts of the region.
10. **Provide Services Efficiently** – Provide efficient, cost-effective services and infrastructure.
11. **Enhance Cooperation Among Jurisdictions** – Facilitate 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.

## 6 IMPLEMENTATION – 2012

Section 5.2 of the RGS addresses implementation and identifies specific projects that are intended to work towards achieving RGS goals. Implementation is an important part of being accountable to RDN residents about what is being done to achieve the goals they identified as important.

### 6.1 Actions Supporting Education and Awareness

The RGS states that *“a public that is well-informed is more likely to participate in decision-making processes and to work with others to achieve common goals”*.

Throughout 2012, the RDN Long Range Planning Department took a continuous approach to education and raising awareness about the RGS and its implementation. This included regularly updating and providing information via website materials, RDN newsletters (Electoral Area Updates and RDN Perspectives), press releases, mail outs and conducting meetings, workshops and presentations for a variety of community groups, schools and other stakeholders around the region.

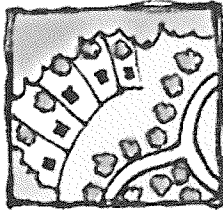
Appendix 1 lists specific activities undertaken during 2012 to communicate and raise awareness about:

- The role and purpose of the RDN and the RGS;
- How the RGS relates to other planning documents and processes;
- How decisions are made;
- How implementation occurs and which government agencies are responsible;
- Implementation projects either underway or completed.

Education and awareness of the RGS has also been included into all public engagement activities for RGS implementation studies and projects listed in the latter sections of this report. Furthermore, the public engagement initiatives of a variety of RDN departments have also served to raise awareness of the RGS.

## 6.2 RGS Implementation Studies

The RGS provides direction to undertake several studies intended to be used by the RDN Board and Municipal Councils to make informed decisions about issues that affect progress towards achieving RGS goals. The following studies fulfill specific policies that support RGS goals.



### Alternative Forms of Rural Development Study

On November 27<sup>th</sup>, 2012, the RDN Board received a study called “Alternative Forms of Rural Development” which provides different subdivision options for electoral area residents to consider including in their Official Community Plans in order to limit rural sprawl, reduce fragmentation of ecological systems and promote more sustainable forms of rural residential subdivisions.

This study works towards RGS Policy 5.13 by addressing the challenge of continuing to have better forms of development outside of designated growth areas with the aim of achieving better protection of ecologically sensitive areas and valuable resource lands. In keeping with the requirements of Policy 5.13, the options presented in the study do not result in any increase in the overall density or the total number of new lots allowed at the time of the adoption of the RGS; and, residual lands are protected in perpetuity for agricultural, forestry, conservation or other public good purposes.



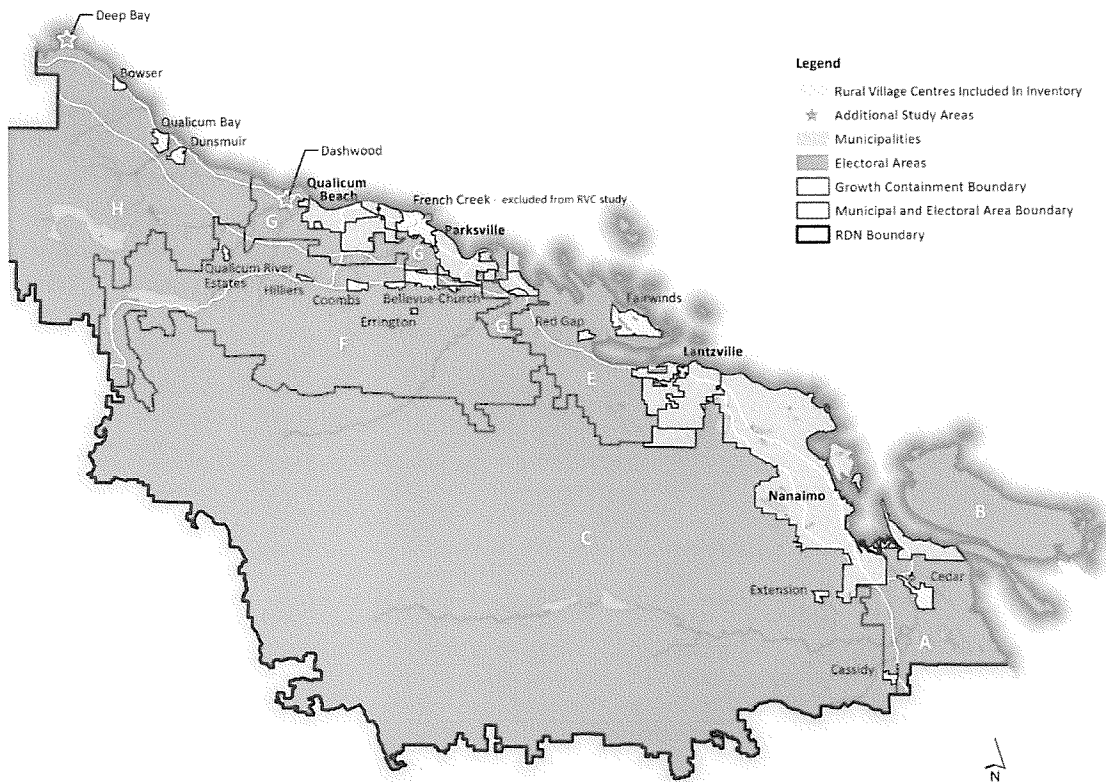
### Rural Village Centres Study

The RGS aims to encourage a diverse mix of land uses in Rural Village Centres (RVC’s) that allow people to live, work, play and learn within a walkable environment. Since RVC’s were first established nearly 15 years ago, only a few of the 14 RVCs have evolved into areas with the characteristics associated with mixed-use, complete, compact communities.

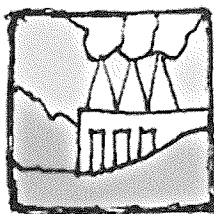
A Rural Village Centres (RVC) Study will be completed in early 2013. The study provides an objective, technical evaluation of the potential for thirteen existing RVCs and two additional study areas (SAs) to develop into mixed-use, compact, complete communities. The study fulfills RGS policy 4.11 to undertake a region-wide study of RVCs in order to identify locations with the greatest potential to accommodate future growth and evolve into mixed-use centres that *“warrant the investment required to serve them with community water and wastewater facilities and public transit.”*

The study evaluates each RVC/SAs using three distinct categories: community structure/design and land use; development and market viability; and water and sewage infrastructure.

**Map 3: Areas included in the Rural Village Centres Study**



The Rural Village Centres Study is intended to be used by the RDN Board when making decisions about development and servicing in existing and new Rural Village Centres. The study results may also be used to consider changing the focus on existing RVCs with limited potential to accommodate growth by designating them as ‘local service centres’.



### Industrial Land Supply and Demand Study

During 2012 the RDN initiated an Industrial Land Supply and Demand Study that fulfills RGS Policy 7.6 to “collaborate in the preparation of a regional industrial land supply strategy and ensure that the region remains competitive in its ability to attract industrial development”. The study provides an objective, technical evaluation of industrial lands within the RDN and the degree to which regional and local demand for different types of industrial land (light, medium, heavy) is being met in locations that are consistent with RGS goals.

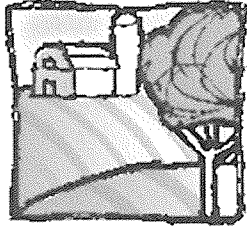
The RGS supports maintaining an attractive environment for industrial development while at the same time ensuring that other RGS goals are met including land use, environmental protection, energy consumption and GHG reduction. Consistent with these objectives, the study includes a sustainability analysis by reviewing industrial best practices related to improving energy efficiency and waste reduction and the potential for eco-industrial networking opportunities.



While not yet complete, initial results of the analysis indicate that there is sufficient industrial land in the region to meet anticipated demand for different types of industry over the next ten years. The results of the study are intended to inform and guide RDN Board decisions regarding future land use, mobility and sustainability.

### 6.3 RGS Implementation Projects

#### Agricultural Area Plan



The RDN Board adopted the first Agricultural Area Plan (AAP) for the RDN on October 23, 2012. The Plan directly works towards implementing policies under RGS Goal 7 – Enhance Economic Resiliency and Goal 8 - Food Security.

The AAP is a strategy and policy framework to guide agricultural-related decision making. The key goals of the plan are to:

- Protect and enhance the agricultural land base in the RDN.
- Strengthen the local agriculture and aquaculture economy.
- Improve training, skills, and labour opportunities in the RDN.
- Improve opportunities for on-farm water resource management.
- Address environmental sustainability, wildlife, and climate change challenges in the RDN.
- Promote awareness and value of local agriculture and aquaculture.
- Support agriculture and aquaculture in land use regulations and policies.
- Consider agriculture in emergency planning initiatives.

The Plan is intended to guide updates to RDN bylaws and policies, in order to support local agriculture and aquaculture as a viable and sustainable economic sector and integral part of the regional landscape. The Plan identifies key stakeholders and makes recommendations to guide their efforts to work collaboratively to achieve the goals of the Plan.

The RDN Board approved several action items to implement the AAP in November 2012. The Agricultural Advisory Committee will provide advice on undertaking these action items.

#### Cedar Main Street Design Project

The Cedar Main Street Design Project was initiated in 2012 to create a more detailed plan for lands designated as Cedar Main Street in the Electoral Area 'A' Official Community Plan (OCP) adopted by the RDN Board in July 2011. This project helps implement the RGS by supporting the development of a compact, mixed use community within the Growth Containment Boundary.

The project links land use and transportation to help address RGS Goal 1 - Prepare for Climate Change and Reduce Energy Consumption, Goal 3 - Coordinate Land Use and Mobility and Goal 4 - Concentrate Housing and Jobs in Rural Village and Urban Growth Centres. Community involvement in determining the design preferences illustrated in the draft plan also supports RGS Goal 9 – Pride of Place.

Next steps for 2013 involve getting community feedback on a draft plan and making adjustments as needed prior to taking it forward to the RDN Board for consideration as an amendment to the Electoral Area 'A' OCP.

#### 6.4 RDN Actions that Implement the RGS

In addition to the specific studies and projects to implement the RGS noted above, the RDN undertook numerous actions across all departments that will contribute to achieving the goals of the RGS.

##### Fairwinds Development Process

Following the adoption of the Lakes District and Schooner Cove Neighbourhood Plans as part of the Electoral Area 'E' Official Community Plan in October 2011, there has been ongoing work to develop new zoning and a phased development agreement to implement the plans. These initiatives within the Fairwinds Rural Village Centre are consistent with the growth containment and environmental protection goals of the RGS.

##### Economic Development

In order to further RGS Goal 7 - Enhance Economic Resiliency, the RDN established a new program and partnered in an existing one in order to support economic development during 2012:

- **Northern Community Economic Development Service**  
The RDN developed and delivered the Northern Community Economic Development program in 2012 to provide support for economic development initiatives in the City of Parksville, the Town of Qualicum Beach and Electoral Areas 'E', 'F', 'G', and 'H'. The Program allows the RDN Board of Directors to contribute to eligible projects that advance the Board's vision for a resilient, thriving and creative local economy.
- **Southern Community Economic Development Service Agreement**  
A Southern Community Economic Development Service Agreement between the RDN and the Nanaimo Economic Development Corporation (NEDC) was completed in 2012 to facilitate RDN participation in NEDC initiatives for RDN Electoral Areas 'A', 'B' and 'C'. This agreement avoids duplication of effort by incorporating areas in the southern part of the RDN into an existing economic development structure for the City of Nanaimo.

### **Agricultural Land Use Inventory and Water Demand Model**

In support of the RGS Food Security, Environmental Protection and Climate Change goals, the RDN completed a Memorandum of Understanding with the Ministry of Agriculture in 2012 to undertake an Agricultural Land Use Inventory and Water Demand Model.

### **Emergency Livestock Evacuation Plan and Mass Carcass Disposal Site Identification**

During 2012, the RDN initiated the development of an Emergency Livestock Evacuation Plan and also completed the second phase of a technical study to identify suitable sites for mass carcass burial/composting. The RDN also collaborated with the Nanaimo-Cedar Farmers Institute to promote emergency preparedness for rural residents in Electoral Areas 'A' and 'C'. These initiatives help work towards RGS Food Security, Economic Resiliency and Environmental Protection goals.

### **Transportation Services**

RDN Transit plays a key role in helping achieve several RGS Goals including prepare for climate change, protect the environment, coordinate land use and mobility, economic resiliency and provide efficient services. During 2012 specific activities included providing a fully accessible fleet of transit vehicles, expanding transit service hours by 5,000 hours, implementing a new transit route for Electoral Area 'H', purchasing the RDN's first electric crew vehicle, installing two electric vehicle charging stations, and improving systems to manage transit service.

### **Parks Planning**

During 2012 the RDN undertook numerous actions to develop parks and trails that directly support several RGS Goals including prepare for climate change, protect the environment, coordinate land use and mobility, economic resiliency and pride of place. This includes projects to create new and improve existing trails such as the completion of the Lighthouse Country Regional Trail, official opening of the Arrowsmith Community Trail, and upgrades to the boardwalk at Moorecroft Regional Park.

### **Recreation Programs and Facilities**

The RDN's recreation programs and facilities play an ongoing role in furthering RGS goals of economic resiliency and pride of place by providing sports and cultural amenities that boost the attractiveness of the region as a place to live and visit. These include ongoing delivery of recreation programs and maintenance of facilities, participation in the Vancouver Island Sport Tourism Council, attracting two major Skate Canada events, and hosting local and regional sports tournaments for youth, adults and seniors.

## Climate Change Actions and Energy Efficiency Measures

All of the aforementioned land use, parks and recreation planning and transportation initiatives promote reducing GHG emissions and energy consumption. In addition to these the RDN also undertook specific actions that support these goals:

- Hosted the third annual RDN Green Building Speaker Series and Open House Tours to provide education and awareness about ways to reduce the energy and environmental impacts of development.
- Provided Green Building Incentives to over 180 residents in RDN Electoral Areas and District of Lantzville.
- Ensured that all new buildings and renovations completed in 2012 met best practices for energy efficiency and water conservation.
- Completed the BC Community Charging Infrastructure Planning Study to add 12 electric vehicle charging stations in the region.
- Published the Rainwater Harvesting Best Practices Guidebook.
- Continued to support the implementation of Green Building Policy for all RDN facilities.
- Facilitated a Memorandum of Agreement between all RDN jurisdictions to identify and implement regional emission reduction projects.
- Established and distributed funding for projects under a Corporate Climate Action reserve fund and a Carbon Neutral Initiatives reserve fund.
- Continued to work towards reduction of GHG's through increased diversion of compostable materials from the RDN landfill and improvements to the landfill gas collection system.
- Upgraded automation systems at wastewater treatment plants to increase energy efficiency.
- Continued to re-use biosolids from wastewater treatment facilities.

## Watershed Protection

The RDN undertook the following projects in 2012 to support RGS goals for protecting drinking water and watersheds and to support the provision of efficient services:

- Completed integration of all member municipalities in the Drinking Water Watershed Protection function.
- Initiated water budget studies.
- Ongoing Community Watershed Monitoring.
- Funded incentives for improved residential water efficiency (low flush toilet rebates and rainwater harvesting).

- Completed education and outreach programs to promote drinking water and watershed protection (WaterSmart, WellSmart and SepticSmart). This included irrigation audits on multi-family and residential homes.

## 6.5 Collaborative Actions

Many of the studies, actions and ongoing departmental activities described in this report involve collaboration with member municipalities, other levels of government and community based groups. Below are some specific examples of past or ongoing collaborative actions to implement the RGS:

### **Intergovernmental Advisory Committee**

The RDN continues to work with the Intergovernmental Advisory Committee (IAC) which was established to provide a venue to encourage inter-municipal and inter-jurisdictional cooperation and coordination among the various stakeholders involved in implementing the first RGS in 1997. The IAC is made up of senior staff from the RDN and representatives from member municipalities and the Province of BC.

### **Municipalities and Regional Context Statements**

During 2012 the RDN met with municipal staff to discuss updating the Regional Context Statements in the Official Community Plans of each RDN member municipality with the aim of submitting drafts for the RDN Board to consider by the end of 2013.

### **First Nations**

Throughout 2012 RDN staff and elected officials met with different First Nation representatives regarding regional growth, community planning, parks planning and utilities. Some meetings were to update and inform First Nations about RGS related activities while others involved efforts to work collaboratively to address issues of mutual concern. This included parks planning for Moorecroft, stream and river bank restoration on the Englishman River, pursuing protocol agreements and, reviewing utility agreements.

### **Islands Trust**

The RDN completed a new Letter of Understanding with the Gabriola Island Local Trust Committee to facilitate staff partnerships. This agreement will provide direction for the two local governments to work together on items of joint interest such as long term planning, development control and environmental protection.

### **Adjacent Regional Districts**

During 2012, the RDN participated in meetings to network and liaise with staff at adjacent Regional Districts. On an ongoing basis, outside of these meetings, RDN staff also maintain professional relationships that enable effective communication and collaboration. This allows for the RDN to share information on RGS implementation activities and to ensure that adjacent jurisdictions have long term plans and take actions that are consistent with the direction of the RGS.

### **RDN Emergency Planning**

Efforts to mitigate and prepare for disasters directly support several RGS Goals including Preparing for Climate Change, Environmental Protection, Economic Resiliency, Provide Efficient Services and Cooperation Among Jurisdictions. The successful implementation of the RDN's emergency planning is contingent upon ongoing liaison and collaboration with member municipalities, First Nations, other levels of government, industry and community stakeholders. Activities for 2012 included cross-jurisdictional training, education, response activities and volunteer recruitment.

### **Nanaimo Airport Land Use Planning Process**

Furthering RGS goals on Economic Development and Cooperation Among Jurisdictions, the RDN completed the first of three phases of the Nanaimo Airport Land Use Planning Process in 2012. Next steps include developing a Memorandum of Understanding between the RDN and Nanaimo Airport Commission, a master development plan for the airport and amendments to the OCP and zoning bylaw. This process is intended to provide greater certainty for all stakeholders regarding future development and land use at the Nanaimo Airport.

### **Transit Future Plan**

The Regional District of Nanaimo and BC Transit are working together on developing a 25-year Transit Future Plan for the RDN. The Transit Future Plan envisions the ideal RDN transit network 25 years from now, and describes what services, infrastructure and investments are needed to get there. The plan will be designed to support local community goals and objectives, such as strengthening the link between transportation and land use in order to support sustainable growth. Sustainable transportation will assist in reducing transportation-related emissions and improving the overall quality of life in the region.

### **VIHA Grant for Capacity Building - Ending Homelessness**

The Vancouver Island Health Authority provided the RDN with a financial grant that was to be used on activities that would build capacity to end homelessness. The RDN in turn provided some of these funds to the Nanaimo Working Group on Homelessness and the Oceanside Homelessness Task Force to assist with their activities to address homelessness.

## 7 MEMBER MUNICIPALITY ACTIONS

In addition to collaborating with the RDN on various initiatives identified earlier in this report, the RDN's member municipalities have also undertaken their own studies and actions that support achieving RGS goals. The following information was provided by each jurisdiction.

### 7.1 City of Nanaimo

#### **RGS Goal 1 - Prepare for Climate Change and Reduce Energy Consumption**

- A Community Sustainability Action Plan (CSAP) has been completed and endorsed by Nanaimo City Council. The CSAP is a long-term action plan focused on taking specific action to reduce community-wide emissions over time. Areas of focus will include: Land Use and Transportation, Existing and New Buildings, Alternative and District Energy, Solid Waste Reduction.
- City of Nanaimo has participated in the Community Charging Infrastructure Planning Grant program and identified 10 commercial/business locations willing to participate and install Level II Electric Vehicle Charge Stations for public use.
- The Province of BC awarded the City one DC fast charger for electric vehicles, to be located in the Bastion Street Parkade.
- A new 43,000 square foot office built beside City Hall to replace the Old City Hall Annex has a number of green features including solar hot water as well as all-LED interior lighting.

#### **RGS Goal 2 – Protect the Environment**

- Invasive Plant Management Strategy initiated.
- Regional partnership in rolling out the 2013 Woodstove Change-out Program

#### **RGS Goal 3 – Coordinate Land Use and Mobility**

- City of Nanaimo is developing a Transportation Master Plan with input from the Regional District with regards to transit planning.
- The City's Official Community Plan encourages the development of walkable communities and mixed land uses to help reduce our reliance on the automobile.

#### **RGS Goal 4 – Concentrate Housing and Jobs in Rural Village and Urban Growth Centres**

- City adheres to development within the GCB, and advises potential applicants of plan Nanaimo goals and policies regarding multi-family developments and mixed use corridor zoning. In this regard, the City encourages infill development at higher densities.

#### **RGS Goal 6 – Facilitate the Provision of Affordable Housing**

- Worked with the development industry and non-profits to bring about adoption of housing agreements (boarding houses) and partnered with senior government (BC

Housing) to construct low barrier housing. The 36-unit project on Wesley Street opened in September 2012 while two others (Dufferin Crescent and Uplands Drive) are at the Development Permit stage. Construction is expected to commence on the latter two during the summer of 2013.

#### **RGS Goal 7 – Enhance Economic Resiliency**

- The City works closely with the development industry and business. Examples include: support and co-sponsorship of annual Canadian Home Builders Association industry forum; establishment of Development Process Review Committee to identify issues and barriers to development and the means to resolve them; review of Development Cost Charges bylaw and Development Application fees.
- Continued support for the Nanaimo Economic Development Corporation and the Downtown Nanaimo Business Improvement Association.

#### **RGS Goal 8 – Enhance Food Security**

- Received \$9,500 in grant funding from the Vancouver Island Health Authority to support the development of a food charter and food strategy for the City of Nanaimo.

#### **RGS Goal 9 – Celebrate Pride of Place**

- Continues to support a robust heritage program, and provide community groups and individuals with recognition and incentives.
- Cultural Enhancement identified as a strategic priority in the Corporate Strategic Plan.
- Initiated work on a Cultural Strategic Plan (completion expected in 2013).

#### **RGS Goal 10 – Provide Services Efficiently**

- Completed a Corporate Strategic Plan to assist with focusing spending and resource priorities. This was a major undertaking in the first half of 2012 and involved an extensive community engagement process. Six strategic priorities were identified: Asset Management, Community Building Partnerships, Taking Responsibility, Transportation and Mobility, Water Supply and Quality, and Waterfront Enhancement.
- Undertook preliminary work to establish an effective asset management strategy, and seek base budget approvals for future infrastructure maintenance and replacement.
- The new Service and Resource Centre, which opened for business in mid-December 2012, introduces a multi-tiered approach to customer service and delivery.

#### **RGS Goal 11 - Enhance Cooperation Among Jurisdictions**

- Signed onto creating a statutory reserve for regional emission reduction projects with our regional partners.



## 7.2 District of Lantzville

- Ongoing development of bylaws to support urban food production.
- Continued provision of rebates to encourage the installation of low flow toilets.
- Continued participation in the provision of green building incentives through the RDN which includes incentives for wood stove exchanges, solar hot water, home energy assessments, and residential vehicle charging stations.
- Participated in the climate action revenue incentive program and produced a report for 2011.
- Completed a Parks and Recreation brochure and survey in 2012.
- Completed a Citizen Satisfaction survey in 2012.
- Participated in the Transit Future Bus Open House in October 2012.
- Provided educational information to residents concerning water conservation and implemented water restrictions.
- Provided educational information to residents concerning outdoor burning.
- Continued participation in a Transportation Review to review transportation needs in Lantzville including improving bicycle and pedestrian connections in the community.
- Participated in the RDN's Drinking Water and Watershed Protection Function.
- Continued in improving road accesses to adjacent ocean/beach public areas.
- Continued in the implementation of the trails and journeyways strategy.
- Continued in the participation of the organic food waste collection program through the RDN.
- Continued with the development of community sanitary sewer.
- Installed high efficiency lighting in the community fire hall building.

## 7.3 City of Parksville

- Ongoing revision of the Official Community Plan to reflect Climate Change, Energy Efficiency and other RGS sustainability goals.
- Installed two electric vehicle charging stations.
- Adopted a tree management bylaw to protect trees in the City.
- Completed the 2012-2016 Strategic Plan which supports RGS initiatives and includes specific support for the development of multi-family housing and mixed use developments in and around the downtown core, affordable housing, alternative modes of transportation and enhancing pedestrian and cycling linkages.

- Participated in two BC Shakeout earthquake drills and hosted emergency preparedness workshops involving regional partners.
- Hosted a workshop on water conservation techniques for vegetable gardening.
- Installed a new picnic shelter and dual mast play structure for the Community Park.
- Received a \$1.3 million grant for an aquifer storage and recovery feasibility study for the Englishman River Water Service.
- Acquired a 22 acre site for a new water treatment plant for the Englishman River Water Service.
- Supported and participated in the Oceanside Task Force on Homelessness homeless count and an extreme weather shelter for the region.

#### 7.4 Town of Qualicum Beach

- The Town installed seven electric vehicle charging stations and have three fully electric vehicles for use by staff.
- Initiated development of a Cultural Plan.
- October 3, 2012 Collaborated with Oceanside Volunteer Association and the Qualicum Beach Chamber of Commerce to host the first Cultural Fair to support arts and culture in the community.
- The Village Neighbourhood of Qualicum Beach is the compact, walkable heart of the community, home to businesses, institutions and many residents.
- In support of RGS Goal 4 the Official Community Plan designates the Village Neighbourhood for the preferred location for continued growth and densification in the Town.
- The 2012-2014 Council Strategic Plan recognizes the long-standing objective to focus growth in the Village Neighbourhood as a top priority and has made several significant changes: The Official Community Plan (OCP) now allows consideration of building heights above three storeys in the Village Neighbourhood Area and permits residential on the ground floor of buildings in the same area.
- To support more growth in the Village Neighbourhood a bylaw that reduces Development Cost Charges in the Village Neighborhood was adopted in 2012.

## 8 IMPLEMENTATION - 2013

For 2013 the RDN will continue to make progress on the following implementation items:

1. Identifying and establishing targets to achieve key policies set out in RGS.
2. Establishing a process and program to monitor, evaluate and periodically report on regional economic, population, social and environmental trends and progress towards achieving RGS goals and policies and the targets to be established as set out in Policy 4.
3. Establishing a Corporate Implementation Strategy that demonstrates how all the RDN's bylaws, services, and spending are consistent with the adopted RGS.
4. Continuing to undertake a series of studies and actions as identified in Table 3 of the RGS which identifies specific goals, actions, primary responsible agency and expected timeline for completion.
5. Developing relationships and pursuing protocol agreements with First Nations.
6. Strengthening relationships with major institutions VIHA, VIU, SD 68 & SD 69 and key organizations to furthering RGS Goals (e.g. Chambers of Commerce, Economic Development Groups, non-governmental / community organizations).
7. Working with member municipalities to develop Regional Context Statements for their OCPs.
8. Proceeding with a consultation process to gather feedback from electoral area residents on allowing secondary suites.

## APPENDIX 1: RGS 2011-2012 EDUCATION AND AWARENESS OUTREACH ACTIVITIES

DATE	ACTIVITY
Ongoing	Website updates on the status of projects to implement the RGS.
Ongoing	RDN Perspectives newsletter updates on the status of projects to implement the RGS.
March 26, 2012	Presentation followed by discussion to the Nanaimo Federation of University Women's Club at St. Andrew's Presbyterian Church Hall. This event was promoted by the Club and open to all community members.
April 5, 2012	Presentation followed by discussion to Nanaimo Probus Club at the Maranatha Centre on the role of the RDN and RGS and 2012 implementation.
May 15, 2012	Presentation/workshop for two Grade 10 Science Classes at Dover Bay High School. This involved explaining the role of the RDN in taking actions to mitigate GHG emissions through land use planning, wastewater and solid waste management and measures to protect drinking water.
Late May, 2012	Rack card with information on RDN 2012 implementation projects inserted with RDN May utility bills mailed out to approximately 16,000 billing households.
October 19, 2012	Workshop presentation to Elementary and High School Teachers as part of School District 69 Professional Development Workshop to inform teachers about the role of the RDN (& local government) and how RDN aims to impact long term sustainability through actions to implement the RGS.
December 4, 2012	Presentation and discussion to Coast Realty on the RDN, RGS and 2012 Implementation Studies.
December 5, 2012	Presentation/workshop for three English as a Second Language (ESL) classes at the Central Vancouver Island Multicultural Society (CVIMS).
December 13, 2012	Presentation and discussion on RDN and RGS to Board Members of the Cedar Opportunities Cooperative (COCO).

## APPENDIX 2: SUMMARY OF RGS IMPLEMENTATION ACTIONS

RGS GOAL / SECTION	ACTION	STATUS JANUARY 2013
Section 5.0	Establish Targets & Indicators to monitor progress.	Background research and data collection initiated in 2012, ongoing for 2013.
Section 5.0	Corporate Implementation Strategy to show how RDN activities are consistent with RGS.	To be initiated in 2013
1. Climate Change	Complete Community Energy & Emissions Plan.	Initiated in 2012 and ongoing for 2013.
2. Environmental Protection	Advocate for provincial and federal government support to update and maintain Sensitive Ecosystem Inventories databases.	Ongoing
	Encourage the Province to regulate groundwater, require reporting on water use and protect water resources on a watershed basis.	Ongoing
3. Coordinate land use & mobility	Initiate discussions with provincial and federal transportation authorities to share data collection and analysis and prepare mobility strategy.	Ongoing – this includes participation in the City of Nanaimo’s Transportation Master Plan.
	Prepare industrial land supply and demand study and strategy (also applies to Goal 7).	Industrial Lands Study initiated in 2012. Anticipated completion Spring 2013.
4. Concentrate housing & jobs	Prepare region-wide study of rural village centres.	Rural Village Centres Study initiated in 2012. Anticipated completion Spring 2013.
5. Rural integrity	Policy 5.13: Implementation - Study of options for more sustainable forms of subdivision - to limit sprawl and fragmentation on rural residential land.	Completed October 2012
6. Affordable housing	Identify next steps to addressing affordable housing issues.	Housing Action Plan Completed 2011.
		Secondary Suites Strategy – Draft Background Study and

RGS GOAL / SECTION	ACTION	STATUS JANUARY 2013
		Consultation Plan completed 2012 and awaiting review and further direction from RDN Board during 2013.
7. Vibrant, resilient economy	7.2 Support and encourage economic development.	Northern Community Economic Development Program Established 2012 – ongoing implementation. Southern Community Economic Development Service Agreement completed.
	7.6 Collaborate in the preparation of a regional industrial land supply strategy and ensure that the region remains competitive in its ability to attract industrial development.	Industrial Lands Study initiated in 2012. Anticipated completion Spring 2013.
8. Food security	Prepare study of agriculture in the region to identify issues and present and future needs of the agricultural sector.	Agricultural Area Plan completed in 2012.
		Action Plan for Agricultural Area Plan completed in November 2012 and process underway to establish a committee tasked with carrying out the Action Plan for 2013 onwards.
9. Pride of Place	Ongoing activities through implementation and development of parks plans and OCP's.	Cedar Main Street Plan City of Nanaimo's Cultural Plan Community Parks and Trails Strategy for Electoral Areas 'E', 'F', 'G' and 'H'. Qualicum Beach Cultural Plan
10. Efficient services	Prepare strategy for servicing Rural Village Centres (See Goal 4).	Will be pursued following completion of Rural Village Centres Study.
11. Cooperation among jurisdictions	Continue outreach initiatives to First Nations including signing of protocol agreements.	Ongoing



EAP		
COW	✓	
MAR 04 2013		
RHD		
BOARD		

# MEMORANDUM

**TO:** Paul Thompson  
Manager of Long Range Planning

**DATE:** February 22, 2013

**FROM:** Lisa Bhopalsingh  
Senior Planner

**FILES:** 6780 30 RVC

**SUBJECT:** Rural Village Centre Study

## PURPOSE

To present the findings of the Rural Village Centre Study.

## BACKGROUND

The Regional District of Nanaimo’s (RDN) Regional Growth Strategy (RGS) aims to achieve a more sustainable region by concentrating future growth within Growth Containment Boundaries (GCBs). This is intended to simultaneously support the development of more vibrant communities inside the GCB while protecting lands valued for environmental, rural and resource purposes outside the GCB.

Designated areas for growth within the GCB are referred to as Rural Village Centres (RVCs) in Electoral Areas<sup>1</sup> (‘A’, ‘C’, ‘E’, ‘F’, ‘G’ and ‘H’) and Urban Centres in municipalities (City of Nanaimo, District of Lantzville, City of Parksville and Town of Qualicum Beach). Urban Centres are intended to absorb the majority of the region’s future growth. In addition, 14 Rural Village Centres (see map) are intended to accommodate smaller amounts of growth in keeping with their rural contexts. As a whole, Rural Village and Urban Centres are intended to work synergistically with RGS policies to achieve the vision for a more sustainable region.

The RGS encourages a diverse mix of land uses in Rural Village Centres that allow people to live, work, play and learn within a walkable environment. However, since RVCs were established as part of the first RGS adopted in 1997, only a few have evolved into areas with characteristics associated with mixed-use, complete, compact communities. Concerns were raised during the RGS Review that some RVCs may not be able to accommodate the anticipated growth because of the significant costs related to providing community water, sewer, and transit.

<sup>1</sup> The Regional Growth Strategy does not apply to Electoral Area ‘B’ (Gabriola, Decourcy and Mudge Islands) which comes under the jurisdiction of the Islands Trust for land use planning.

In recognition of these concerns, the updated 2011 RGS includes Policy 4.11 to undertake a study of Rural Village Centres in order to *"identify those locations that have the most potential for evolving into mixed-use centres"* with the following characteristics:

- Be planned and designed as pedestrian-oriented and transit supportive;
- Be compact, complete and compatible in character with local context;
- Attract and support local commercial development;
- Attract and support local community services and amenities (e.g. schools, community centres, libraries, etc.);
- Support regular transit service; and,
- Demonstrate how their development will contribute to the goals of the RGS.

The RDN retained DIALOG with G.P. Rollo & Associates to fulfill Policy 4.11 by providing an objective, technical review of the capacity of RVCs to become mixed-use, compact, complete communities that support the goals of the RGS (based on the above noted characteristics).

The RVC study includes 13 existing Rural Village Centres. French Creek was excluded because it is considered to be a mostly developed, mixed-use community with transit service and large areas served by community water and sewer. In addition to the 13 RVCs, two additional study areas (SAs) were also included in the study:

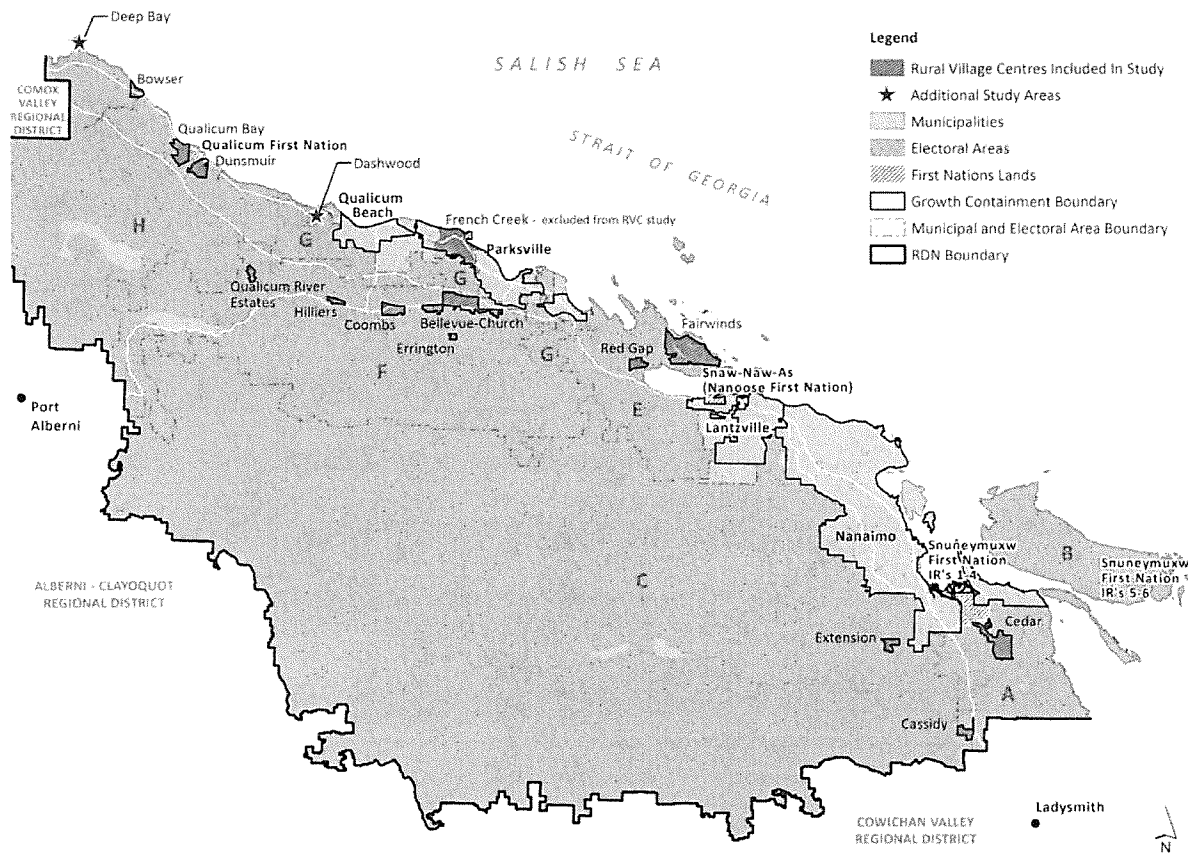
- Electoral Area 'G' – Dashwood SA
- Electoral Area 'H' – Deep Bay SA

Dashwood was included as a study area to implement a Policy in the Electoral Area 'G' Official Community Plan (OCP) to look at *"the feasibility of establishing a new neighbourhood centre in Dashwood that supports a mix of land uses...and providing recommendations on the need for a village centre in Dashwood"*.

The inclusion of Deep Bay in the study was based on direction from the RDN Board on October 4, 2011 relating to an application for a proposed mixed-use development that requires amendments to the Area 'H' OCP and RGS to allow a new Rural Village Centre in Deep Bay. At that time the RDN put the application on hold pending the outcome of the RVC Study.

Including Dashwood and Deep Bay areas in the study allowed for them to be considered objectively as part of a technical, quantitative evaluation that shows how they perform relative to existing RVCs and within a larger regional growth management context. The study also provides potential implications of designating additional RVCs in Dashwood and Deep Bay upon neighbouring RVCs.





### Summary of Study Process and Methodology

The RVC Study evaluated the 15 areas noted above. Boundaries established by the RGS were used for 13 of the designated Rural Village Centres. The additional study areas were defined by boundaries created by RDN staff for the purposes of the study. In keeping with RDN policies, the additional study area boundaries excluded Agricultural Land Reserve, environmentally sensitive areas and hazard areas (including riparian areas). The lands included within the study area boundaries generally included the majority of existing commercial land and larger lot residential land with the potential for future development. In the case of Deep Bay, the lands in the development application were also included.

The study involved establishing an evaluation framework using different criteria to measure existing conditions that reflected characteristics of complete, compact communities within a rural context. The criteria used for analysis were grouped into three categories: community structure/design and land use; development and market viability; and, water and sewage infrastructure. While details are contained in the attached study, a brief explanation of the measures in each category follows.

**Community structure/design and land use:** included measures to evaluate community compactness (in terms of being able to support walking and transit) and completeness (a mix of uses to support choices for housing, employment, services, shopping, education and recreation).

**Development and market viability:** included measures to determine the ability of a community to attract and support local commercial development, including services and amenities. This focused on the commercial potential in each RVC.

**Water and sewage infrastructure:** included measures used to establish the viability of water and wastewater infrastructure in each RVC. This was done at a high level looking at existing and projected population, current infrastructure and proximity to existing infrastructure.

Performance levels for each of the measurement criteria were established in order to understand where each RVC/SA needed to be in order to be considered complete and compact. The evaluation criteria together with performance levels was based on established professional planning and development best practices as well as academic research on what is needed to create compact, complete communities. The final step in the process involved evaluating each RVC/SA within the context of the baseline research (current conditions) and a needs assessment (establishing where they need to be in order to be considered complete and compact). An important part of the final evaluation involved ranking the performance of each of the RVCs separately for each of the three evaluation categories (community structure/design and land use; development and market viability; and water and sewage infrastructure) and for all the categories combined. The final evaluation allows the performance of each RVC to be understood based on established thresholds for complete compact communities as well as in relation to each other.

## Results

Detailed results for each of the three evaluation categories community structure/design and land use; development viability; and community water and wastewater infrastructure can be found in the attached RVC Study. Combining results from all three evaluation categories, the RVC/SAs are ranked as follows:

- Cedar ranks the highest in all three categories;
- Bowser, Red Gap, Coombs, and Fairwinds perform the second best, ranking highest in two of three categories;
- Bellevue-Church Road, Cassidy, Errington, Dashwood SA, Deep Bay SA, Extension, Hilliers, Qualicum Bay, and Dunsmuir rank in the mid to low range in all categories; and
- Qualicum River Estates ranks the lowest among the RVC/SAs, scoring lowest in all categories.

The following table shows how the RVCs rank relative to each other for each evaluation category and for all three categories combined.

<b>OVERALL EVALUATION SUMMARY WITH RVCS RANKED</b>					
<b>Electoral Area</b>	<b>RVC/SA</b>	<b>Community Structure &amp; Land Use</b>	<b>Development &amp; Market Viability</b>	<b>Water &amp; Wastewater Infrastructure</b>	<b>RANKING</b> (lowest is best)
A	Cedar	1	1	1	1
H	Bowser	1	1	2	2
E	Red Gap	1	1	2	2
F	Coombs	1	1	3	3
E	Fairwinds	3	1	1	3
F	Bellevue – Church Road	3	1	2	4
A	Cassidy	3	1	2	4
F	Errington	1	2	3	4
H	Qualicum Bay	2	2	2	4
G	Dashwood SA	2	3	2	5
H	Deep Bay SA	3	2	2	5
H	Dunsmuir	2	3	2	5
C	Extension	2	3	2	5
F	Hilliers	2	2	3	5
F	Qualicum River Estates	3	3	3	6

## ALTERNATIVES

That the Rural Village Centre Study be received.

## FINANCIAL IMPLICATIONS

There are no financial implications involved with receiving the information in the Final Evaluation Report of the Rural Village Centres Study. The use of the study information in future land use decisions may have additional financial implications for the RDN.

## LAND USE IMPLICATIONS

### *Growth Management Implications*

The primary purpose of the RVCs is to accommodate residential and commercial development in a form consistent with sustainability and growth management policies in the OCPs and RGS. Concerns were raised during the RGS Review that some RVCs are not able to accommodate growth due to the significant costs associated with providing community water, sewer and transit. If some RVCs are not able to fulfill their primary function of accommodating growth then a number of questions arise including what is their purpose? The RVC Study will assist the RDN in determining future land use and the role of the RVCs in accommodating future population growth in the region.

By identifying the RVCs with the most potential to become complete, compact communities, the study results provide the RDN Board with the ability to make more informed decisions to better manage growth in the region. Future Board evaluation could include consideration of:

- Changing the status of existing Rural Village Centres that have limited potential for evolving into compact, complete communities;
- Amending the RGS to add new Rural Village Centres; and
- Prioritizing the allocation of resources for infrastructure to support the development of RVCs that have stronger potential for evolving into compact, complete communities.

The study indicates that even after 16 years since first being designated as growth areas, most of the 13 RVCs included in the study are not accommodating growth and not evolving into complete compact communities. Based on the study criteria, the top performing RVCs are those with established retail centres such as Cedar, Bowser, Red Gap and Coombs. In addition, Fairwinds scores well due in part to available sewer and water capacity to support the development of comprehensive master planned neighbourhoods. Lack of adequate community water and or sewer to facilitate residential and employment growth remains a challenge for most RVCs including the top performing ones.

RVCs are intended to provide a range of housing choices and mix of uses. However, growth in the RDN's Electoral Areas continues to be predominately single family residential housing. Despite being designated to support higher levels of growth, RVCs without the advantages of infrastructure, services and amenities have little competitive advantage against the ample supply of developable land for single family residential in Electoral Areas outside of RVCs.

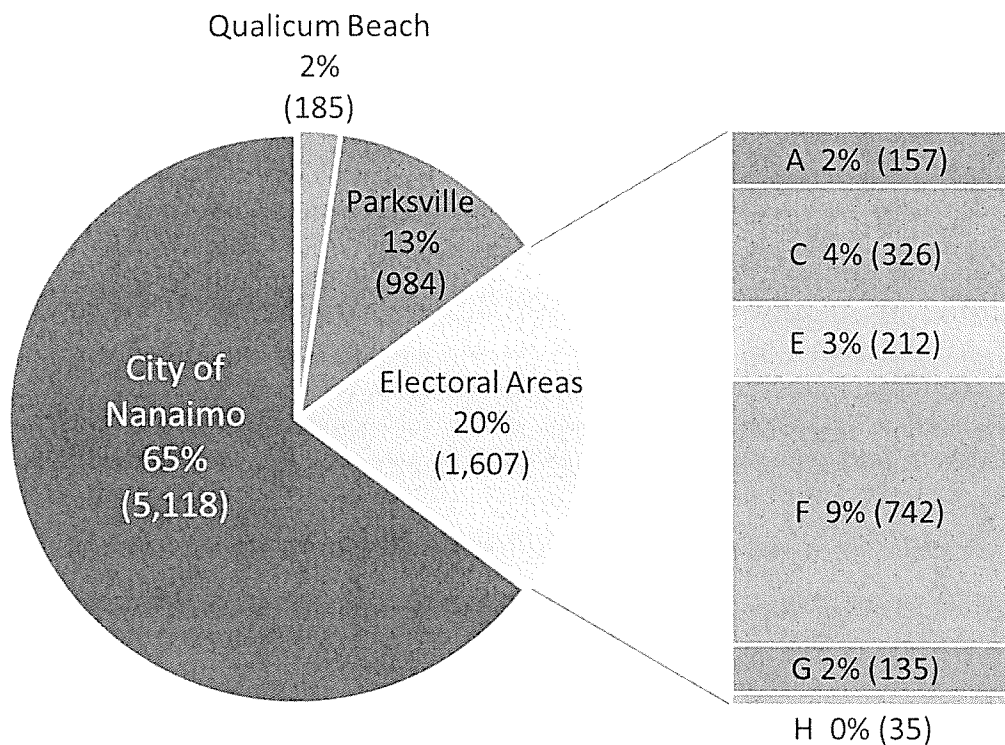
In the absence of regulatory controls to limit development capacity outside their boundaries and investment in services to support higher levels of development, many Rural Village Centres will continue to struggle to attract the growth and investment in the services and amenities that should be available in a complete community as envisioned in the OCPs and RGS.

The findings of the RVC Study would appear to support recent statistics on growth in the region. When RVCs are considered as part of a broader approach to growth management, the latest Census indicates that the region's Urban Centres are meeting RGS goals by continuing to successfully attract the majority of the region's increases in population and maintain a high proportion of the region's population (over 70% of the region's residents live in urban areas).

On March 27, 2012, the RDN Board received an information report that presented the results of the 2011 Census. This report showed that between the 2001-2006 and 2006-2011 census periods there was an increase of approximately 60% to 80% of the share of the region's population growth going to municipalities with a corresponding drop from 40% to 20% for Electoral Areas. This trend is an indicator of positive progress towards achieving Policy 4.8 of the RGS which reflects agreement by the RDN and its member municipalities that *"Urban centres comprise the primary locations for accommodation of growth and development in the region ...."*

**2006-2011 Share of RDN Population Growth between Municipalities and Electoral Areas**

Source: Statistics Canada 2011 Census



As shown by the chart above, the City of Nanaimo which is entirely within the GCB attracted approximately 65% (5,118) of the estimated regional population growth (7,829<sup>2</sup> for Municipalities and Electoral Areas) during the 2006-2011 census period. This fact is consistent with RGS Policy 4.10 that designates "Nanaimo, as the Regional Urban Centre" by identifying it "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".

The next two areas experiencing the largest share of population growth during 2006-2011 occurred within the City of Parksville (984) and Electoral Area 'F' (742) with 13% and 9% respectively. While all of the growth in Parksville occurred within the GCB it is not presently known what proportion of the population growth in Electoral Area 'F' was accommodated within the Rural Village Centres. The only areas to experience negative population growth were the District of Lantzville and Electoral Area B, both of which saw population decreases of 60 and 5 people respectively.

The 2011 Census shows that as a whole the RDN's urban centres are continuing to attract the majority of the region's population growth – a trend that is likely to continue given the demographic aging and the concentration of suitable housing supply, health care and other supports in larger urban centres. This trend is consistent with the vision and goals of the RGS. Based on these trends and the direction of the RGS, the RVC Study anticipates that the most realistic growth scenario for Electoral Areas involves RVCs attracting 55% of future growth in Electoral Areas (RVC Study Page 56).

The report "Population and Housing Change in the Nanaimo Region, 2006-2036" by Urban Futures used 2006 Census data to project population growth and associated housing demand for the last review of the RGS that was initiated in 2007. This report projected the region's 2011 population to reach 158,767 (based on preceding trends of high population growth in previous census years and including an adjustment for census undercount). Using this data, a "Land Inventory and Residential Capacity Analysis" was conducted in 2007 by the Sheltair Group to support the RGS review. The report concluded that there was sufficient land designated for residential development to meet regional demand for almost all housing types until 2036.

Since both these studies were completed in 2007, the Region's growth has been slower than anticipated with a 2011 Census population count of 146,574 (compared to the projected 158,767). Furthermore expansions to the Growth Containment Boundary have since resulted in more land designated for future growth. The City of Nanaimo's GCB was expanded in 2009 and 2010 to support up to 5,000 new single and multi-family residential units along with commercial and industrial space (Oceanview Golf Resort and Spa and Sandstone). This was followed by further GCB expansions reflected in the 2011 RGS to include all lands within the City inside the GCB and to increase Lantzville's Urban Area to more closely reflect its water service area.

The RDN's population growth and demand for land for housing in the region is also impacted by development in adjacent regional districts. In 2010, the Comox Valley Regional District just north west of the RDN approved a 3,354 residential unit development at Union Bay for Kensington Island Properties. This development is approximately 15 km north-west of Deep Bay and includes commercial

---

<sup>2</sup> Figures for population growth in the RDN between the 2006 and 2011 census differ depending on use of total population count numbers (7,943) or data for each electoral area and municipality (7,829). The latter figure was used for the purposes of this report.

space, a golf course, marina and resort hotel. Saratoga Beach Estates, another smaller project in the Comox Valley will see approximately 143 residential units developed over 7 phases starting in 2014.

The combination of a slower growth rate than projected and the addition of more land for urban development within the RDN and neighbouring jurisdictions validates the findings of the 2007 *“Land Inventory and Residential Capacity Analysis”* that there is ample land designated for urban development to meet demand well beyond 2036.

The RVC Study further confirms that the majority of land in the 13 RVCs and 2 additional study areas are either undeveloped or underdeveloped and able to accommodate substantial population growth. Based solely on need to accommodate future regional residential growth there appears to be little justification for further expansion of either Urban Centres or Rural Village Centres. There is also evidence that there is adequate land within the majority of RVCs to meet anticipated demand (based on population growth projections) for commercial growth.

#### ***Official Community Plan Implications***

Although the RVC Study does not have any immediate impacts on Official Community Plans, it serves as a resource for electoral area communities and the Electoral Area Planning Committee when undertaking full OCP reviews and considering applications to amend OCPs.

By providing independent, technical information the study can be used to help community members understand the implications of making changes to RVCs within their Electoral Areas and others within the region. The study may also help to establish priorities for undertaking more detailed village plans similar to the process undertaken for Bowser and currently underway for Cedar.

#### ***Sustainability Implications***

The RVC Study provides information that can be used to evaluate the social, economic and environmental sustainability of supporting growth in existing Rural Village Centres that may not have the potential to develop into compact, complete communities that warrant investment in water and sewer infrastructure.

By confirming concerns about the performance of most of the region’s RVCs the study allows the RDN to carefully consider how effectively RVCs contribute to the region’s sustainability goals as outlined in the RGS. While some RVCs have a mix of uses and layout that increase their walkability, none of the RVCs or SAs are close to achieving the population or employment densities required to support a financially sustainable transit system.

The study provides independent economic analysis of the demand for future retail in each RVC/SA. This may be a useful resource for those considering future investment in the region’s Electoral Areas by assisting them with determining the long term viability of their economic investment.

#### ***Public Consultation Implications***

Given the technical nature of the study and the need for objectivity, public and stakeholder input into the process did not influence the outcomes of the study. At the same time the value of public engagement was recognized and the process was designed to: inform residents about the study; obtain information about perceived strengths and weaknesses in the RVCs; and, provide an opportunity for community members to discuss issues relating to RVCs that mattered to them.

Community consultation activities included:

- Six community open houses held during June 2012 in each of the RDN's Electoral Areas included in the study ('A', 'C', 'E', 'F', 'G' and 'H');
- An online survey completed by 147 respondents; and
- Site tours and discussions with Directors of Electoral Areas 'F' and 'H'.

A summary of public consultation for the study is included as an appendix to the RVC Study. In addition, a record of all written input received is also available upon request. The public input results provide context for the RDN Board when considering how to use the results of the study.

Should the RDN Board propose to make changes to Rural Village Centre boundaries in OCPs and the RGS then this would require consultation opportunities for the residents in the whole region as well as specific electoral area communities.

### ***Inter-governmental Implications***

The RVC Study does not present any immediate inter-governmental implications. It will, however, be of interest to member municipalities and adjacent jurisdictions. Adjacent regional districts and their member municipalities as well as First Nations governments will also be interested in the impacts of changes to the GCB.

Under the *Local Government Act*, any proposals to change the GCB relating to Rural Village Centres require referrals and acceptance by affected local governments (member municipalities and adjacent regional districts).

### **SUMMARY/CONCLUSIONS**

The Rural Village Centre Study fulfills direction in the RGS to conduct a region-wide study to identify Rural Village Centres with the greatest potential to evolve into complete, compact, mixed-use centres. Using criteria in three evaluation categories (community structure/design and land use; development and market viability; and, water and sewage infrastructure), the study measures how close each RVC is to achieving performance levels that show progress towards being complete, compact and mixed use centres.

Cedar is evaluated as having the highest potential to meet RGS objectives for complete, compact communities ranking highest in all three evaluation categories. Bowser, Red Gap, Coombs and Fairwinds are second best, ranking highest in two of three categories. Cassidy, Errington and Qualicum Bay are mid to low performing. The lowest performing areas include both the Dashwood and Deep Bay additional study areas, Dunsmuir, Extension and Hillers, with Qualicum River Estates ranking the very lowest.

Although both the RGS and OCPs support higher density development in RVCs it is clear from the study that few of these areas have successfully developed into complete compact communities and many have limited potential to do so without significant investment. Lack of service provision (water and sewer infrastructure), transit, commercial and community amenities, and availability of relatively cheap land with development potential for single family residential outside of RVCs all play a role in diminishing the successful development of some RVCs.




The RVC Study does not directly result in any land use changes, its purpose is to enable the RDN Board to make informed decisions about future land use and infrastructure provision that impact local communities and the region as a whole. The study is a tool for the RDN Board to gain a better understanding of the long term implications of land use decisions on achieving the regional vision it has endorsed in both the Regional Growth Strategy and Board Strategic Plan.


Now that the RVC Study has been completed the RDN Board will need to reconsider the application for a new RVC at Deep Bay within the context of the information provided by the study. The application, which is currently being held in abeyance, can return to the Electoral Area Planning Committee (EAPC) for their consideration on whether it should proceed or be denied. Staff will be drafting a report seeking direction from the EAPC with regard to the Deep Bay application.

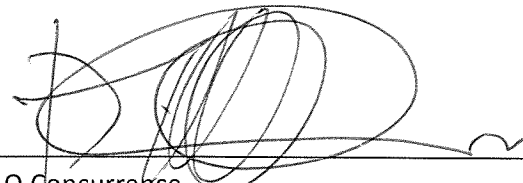
**RECOMMENDATION**

That the Rural Village Centre Study be received.

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

  
\_\_\_\_\_  
A/ General Manager Concurrence

  
\_\_\_\_\_  
A/ Manager Concurrence

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

**Attachment No. 1**  
**Final Evaluation Report: Rural Village Centre Study**

**Attachment No. 1**  
**Final Evaluation Report: Rural Village Centre Study**

# Final Evaluation Report | Rural Village Centre Study

## Regional District of Nanaimo Regional Growth Strategy

January 2013  
Final Report

*Submitted to:*  
Paul Thompson  
Manager of Long Range Planning  
Regional District of Nanaimo

*Submitted by:*  
**DIALOG**<sup>®</sup>  
with G.P. Rollo & Associates



## TABLE OF CONTENTS

### PART A | Defining Compact, Complete Communities

<b>1. INTRODUCTION</b> .....	<b>6</b>
1.1 Project Background.....	6
1.2 Project Process.....	9
1.3 This Report.....	11
<b>2. PROJECT PARAMETERS</b> .....	<b>12</b>
2.1 Direction from the RDN Regional Growth Strategy .....	12
2.2 RVC / SA Boundaries .....	15

### PART B | Measuring Compact, Complete Communities

<b>3. COMMUNITY STRUCTURE/DESIGN AND LAND USE</b> .....	<b>19</b>
3.1 Residential Density.....	19
3.2 Employment Density.....	23
3.3 Land Use Mix.....	23
3.4 Connectivity .....	26
3.5 Centrality.....	27
3.6 Community Linearity.....	27
3.7 Design of the Built Environment.....	29

**4. DEVELOPMENT AND MARKET VIABILITY.....31**

4.1 Population..... 31

4.2 Commercial Potential..... 31

**5. WATER AND WASTEWATER/SEWAGE INFRASTRUCTURE .....33**

**PART C | Evaluating Compact, Complete Communities**

**6. COMMUNITY STRUCTURE/DESIGN AND LAND USE .....35**

6.1 Residential Density..... 35

6.2 Employment Density..... 37

6.3 Land Use Mix..... 39

6.4 Connectivity ..... 43

6.5 Centrality..... 45

6.6 Community Linearity..... 49

6.7 Overall Evaluation for Community Structure/Design and Land Use..... 50

**7. DEVELOPMENT AND MARKET VIABILITY.....54**

7.1 Population Growth Potential ..... 54

7.2 Commercial Potential..... 58

7.3 Overall Evaluation for Development and Market Viability ..... 66

**8. WATER AND WASTEWATER INFRASTRUCTURE .....68**

8.1 Population, Existence of Community Wastewater System, and Additional Capacity ..... 68

8.2 Existence of Community Water System and Additional Capacity / Connection Viability..... 68

8.3 Overall Evaluation for Water and Wastewater Infrastructure ..... 71

**9. OVERALL EVALUATION ..... 72**

    9.1 Evaluation Summary ..... 72

**APPENDICES**

---

**Public Input Summary**

**Centrality Maps**

**Centralized and Decentralized Infrastructure Approaches**



## ABSTRACT

The objective of the Rural Village Centre Study is to identify the Rural Village Centres (RVCs) and Study Areas (SAs) that have the most potential to evolve into compact, complete communities. During the RGS Review questions were raised about the ability of the RVCs to accommodate growth because of the significant costs associated with providing community water and sewer services. The parameters of the study are based on the RDN Regional Growth Strategy's requirements that compact, complete communities be: pedestrian-oriented; supportive of regular transit service; capable of attracting and supporting local commercial development, and community services and amenities; and able to demonstrate how their development will contribute to Regional Growth Strategy Goals.

Based on relationships between travel behaviour and community form, widely-accepted measures were used to evaluate the existing "pedestrian-oriented" and "transit supportive" conditions of each RVC/SA. Based on population and market trends, the commercial potential of each RVC/SA was also evaluated. Additional consideration was given to water and wastewater infrastructure, because this is a key determinant in evaluating the capacity of each RVC/SA to become compact, complete communities "that warrant the investment required to serve them with community water and wastewater facilities..." (November 22, 2011, RDN Regional Growth Strategy, Goal 4, Page 27).

Combining the three categories of community structure/design and land use; development viability; and community water and wastewater infrastructure, the RVC/SAs are ranked as follows:

- **Cedar** ranks the highest in all three categories;
- **Bowser, Red Gap, Coombs, and Fairwinds** perform the second best, ranking highest in two of three categories;
- **Bellevue-Church Road, Cassidy, Errington, Dashwood SA, Deep Bay SA, Extension, Hilliers, Qualicum Bay, and Dunsmuir** rank mid-low range in all categories; and
- **Qualicum River Estates** ranks the lowest among the RVC/SAs, scoring lowest in all categories.

## **PART A: PROJECT BACKGROUND AND PROCESS**

# 1. INTRODUCTION

## 1.1 Project Background

The Rural Village Centre Study is an implementation project of the Regional District of Nanaimo's (RDN) Regional Growth Strategy (RGS) to help better inform decisions regarding future land use and development in the region. The RGS' key strategy for managing growth and development is to focus it within designated growth areas; within the Electoral Areas (i.e. outside the urban centres), these designated growth areas are called Rural Village Centres (RVCs). Since adoption of the RGS, questions have been raised about the ability of some of the RVCs to evolve into compact, complete communities that warrant the investment required to serve them with community water and wastewater facilities. As such, **the objective of the Rural Village Centre Study is to identify the RVCs that have the most potential to evolve into complete, compact communities.**

The RGS specifies that compact, complete communities should:

- Be planned and designed as pedestrian-oriented and transit supportive;
- Be compact, complete and compatible in character with local context;
- Attract and support local commercial development;
- Attract and support local community services and amenities;
- Support regular transit service; and
- Demonstrate how their development will contribute to the goals of the Regional Growth Strategy.

There are 14 RVCs in the RDN:

- Electoral Area A - Cedar and Cassidy
- Electoral Area C - Extension
- Electoral Area E - Fairwinds and Red Gap
- Electoral Area F - Bellevue-Church Road, Errington, Coombs, Hilliers, and Qualicum River Estates
- Electoral Area G - French Creek
- Electoral Area H - Dunsmuir, Qualicum Bay, and Bowser

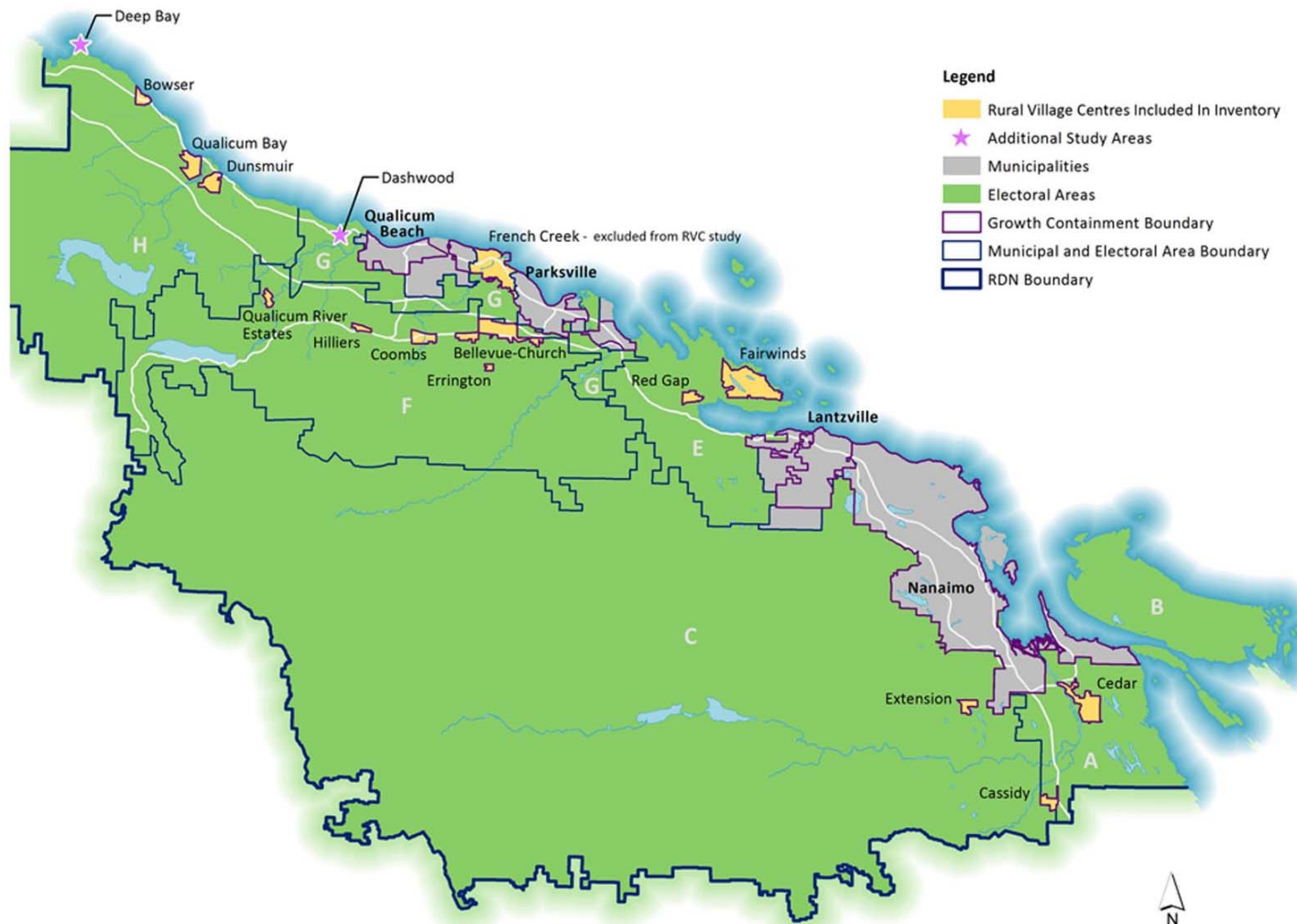
French Creek has been excluded from this study because it is considered to be largely completely developed, with most of it already serviced by community water and sewer, and transit. While Bellevue-Church Road is officially designated as a Rural Separation Area (RSA) in the Area 'F' OCP, for convenience and the purposes of this report it will be referred to as an RVC.

In addition to the 13 RVCs noted above, two additional study areas (SAs) are also included in the Rural Village Centre Study:

- Electoral Area G – Dashwood SA
- Electoral Area H – Deep Bay SA

Dashwood SA is included as a study area based on direction in the Electoral Area 'G' Official Community Plan (OCP) to look at “the feasibility of establishing a new neighbourhood centre in Dashwood that supports a mix of land uses...and providing recommendations on the need for a village centre in Dashwood.” The inclusion of Deep Bay as a study area is based on direction from the RDN Board in 2011 relating to an application for a proposed mixed-use development in Deep Bay. This proposal requires amendments to the Area 'H' OCP and RGS to allow a new rural village centre in Deep Bay. It is anticipated that the results of the Rural Village Centre Study will help the RDN Board evaluate the need for any new Rural Village Centres.

Figure 1: Rural Village Centres and Additional Study Areas in the Regional District of Nanaimo (source: RDN)



## 1.2 Project Process

There were five significant milestones in this project process. The first two milestones were documented in interim reports (provided to the RDN under separate cover). The outcomes of the final three milestones comprise the content of this final report.

The project process is as follows:



1. **Evaluation Framework** – Based on the RDN’s definition of compact, complete communities, a set of key categories was developed at the project outset to guide the baseline research, needs assessment, and final evaluation of the RVCs and SAs. The Evaluation Framework is based on fundamental planning and development criteria from professional practice and academic research for creating compact, complete communities. Ensuring that everyone was on the same page early in the process, the Evaluation Framework was reviewed by RDN staff and the RDN Board of Directors, and presented to the public at open houses.
2. **Public and Stakeholder Consultation** – While this project is intended to be a primarily quantitative study that aspires for a high degree of objectivity, it has been recognized that there is a role for public and stakeholder input into the process. Public engagement objectives were: to inform residents about the study; to obtain information about perceived strengths and weaknesses in the RVCs; and, to discuss issues relating to RVCs that matter to them. While public and stakeholder input do not impact the outcomes of this

study, it does provide context for the RDN in determining how to use the results of the study. A public input summary<sup>1</sup> is contained within this report's appendix, which covers the public on-line survey, and six open houses (i.e. one in each Electoral Area).

The outcomes of separate market research interviews with local stakeholders informed the development of baseline information contained in this report.

3. **Baseline Research** – Using the same categories laid out in the Evaluation Framework, the baseline research provided a snapshot of “today’s” conditions in each of the RVCs, and assigned values to each of the key categories based on information from the RDN’s *Rural Village Centre Inventory*, Statistics Canada, and land use mapping data. This research also included forecasting (i.e. population and commercial growth potential).
4. **Needs Assessment** – Again, using the same categories laid out in the Evaluation Framework, the Needs Assessment articulated what is needed for communities to be considered compact and complete. The needs were based on an extensive literature review that drew on leading research and best practices.

---

<sup>1</sup> While there certainly is diversity of options within and across RVCs and SAs, there are some common themes that emerged during consultations. They are as follows:

- Rural lifestyle and character (which is often understood to be low-density residential), environment and natural areas, and sense of community are greatly valued across the study area’s RVCs and SAs, and there is a strong desire to preserve these qualities;
- Non-existent or insufficient transit service has been identified as a strong negative, either in terms of meeting existing needs or as a barrier preventing RVCs and SAs in becoming compact, complete communities;
- Residents wish to have more destinations, services, and social gathering places, and improved pedestrian and cyclist infrastructure. Participants feel that these improve their RVCs and SAs, encourage active transportation, and make RVCs and SAs more viable as compact, complete communities.
- Residents are generally open to adding either a “few” (preferred) or “many” more homes to their RVCs and SAs.
- Residents are generally open to adding either a “few” (preferred) or “many” more shops, services, and job opportunities (i.e. commercial and industrial development) to their RVCs and SAs.
- There is some interest in enhancing water and/or sewage infrastructure.

5. **Final Evaluation** – The final step in the process was to evaluate each RVC/SA within the context of the baseline research and needs assessment. Specifically, differences between the RVC/SAs’ baseline (i.e. present state) and established “compact, complete community” requirements/thresholds were determined.

### 1.3 This Report

In undertaking the final evaluation, this report is structured as follows:

- It first *defines* “compact, complete communities”, which influences study scope and outlines study methodology (Evaluation Framework);
- It then establishes what is needed for a community to be complete and compact, establishing associated criteria (Needs Assessment); and
- It then *evaluates* how each of the RVCs/SAs are performing (Baseline Research) relative to the Needs Assessment.



## 2. PROJECT PARAMETERS

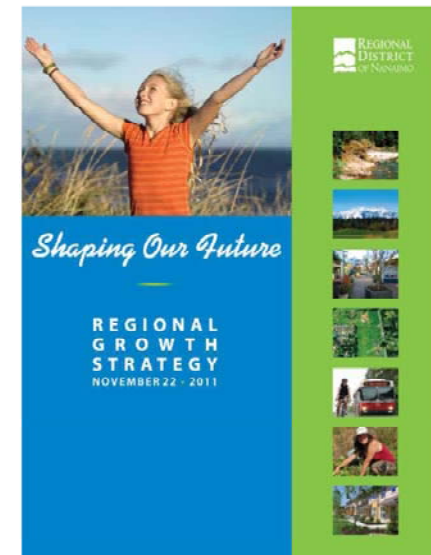
### 2.1 Direction from the RDN Regional Growth Strategy

The RDN has described a compact, complete community as “a safe, attractive community that provides [residents] with a choice of housing types within close walking distance or convenient transit access to the shops, services, and amenities [that residents] need to live, work, play, and learn”. According to the RGS’ “Shaping Our Future” public materials, benefits of living in compact, complete communities include: more choice of housing types, employment, transportation, and leisure opportunities available closer to home; better access to goods, services, and amenities for those who cannot or choose not to drive; lower costs (taxes) for infrastructure (roads, water, sewer) due to more people living closer to one another and key destinations; increased protection of rural lands for agriculture and resource use, helping to diversify the economy and improve access to local food; increased opportunities to improve health through more safe and attractive ways to walk, bike, or use wheelchairs; more personal time due to shorter commutes, increasing opportunities for community connections and participation; preserving the beauty, quality, and ecological health of the natural environment; and reduced greenhouse gas emissions, which decreases impact on climate change and increases air quality. This description aligns with the widely-accepted views on compact, complete communities.

As outlined in Section 1 of this report, the RDN Regional Growth Strategy indicates that compact, complete communities should be:

- **pedestrian-oriented;**
- **supportive of regular transit service;**
- **capable of attracting and supporting commercial development and community services and amenities; and**
- **able to demonstrate how their development will contribute to RGS goals.**

These parameters set the scope for study, and the following points provide further context for each.



***RDN Regional Growth Strategy***  
(source: RDN)

### 2.1.1 Pedestrian Oriented

Travel behavior can be defined by trips, which are the movements from one street address to another, and encompass: frequency of trips; destinations of trips and resulting trip length; and the mode of travel (e.g. automobile, transit, walking, cycling)<sup>2</sup>. Across scales, communities that are considered to be pedestrian-oriented – where trips are less frequent, shorter in length, and more often made by walking – share characteristics related to land use and built form<sup>3</sup>. These characteristics are detailed in Part B of this report and include higher levels of: residential and employment densities; land use mix (including quantity and diversity of destinations/amenities); physical connectivity; centrality/clustering (which impacts proximity of residences to destinations); and design and aesthetic qualities pertaining to the public and built realm.



***Pedestrian-oriented communities are characterized by certain thresholds of residential and employment densities, land use mix, connectivity, and proximity to destinations.***

---

<sup>2</sup> Handy, S. et al. 2002. *How the Built Environment Affects Physical Activity*. American Journal of Preventative Medicine.

<sup>3</sup> Stead, D. and Marshall, S. 2001. *The Relationships between Urban Form and Travel Patterns: An International Review and Evaluation*. European Journal of Transport and Infrastructure Research.

### 2.1.2 Transit Supportive

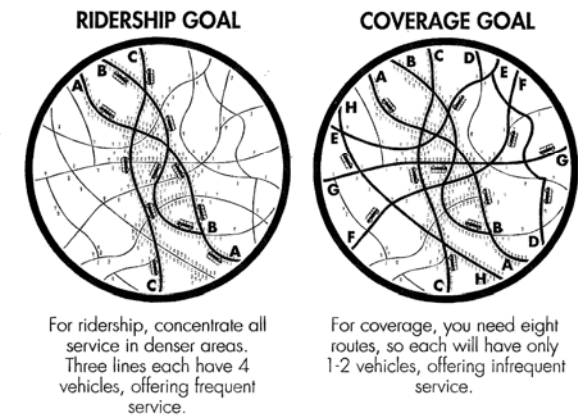
Generally speaking, the same characteristics that support walkability tend to support transit service. However, before a community’s transit supportiveness can be defined, goals and priorities for transit must be determined. Leading transit expert, Jarrett Walker, identifies the following considerations, which impact transit decisions and measures:

- *What is transit’s purpose? How should we measure the results of our transit system? Ridership? Emissions? Complaints?*
- *What counts as adequate and useful transportation? What, for example, is the minimum level of quality that transit should be aiming for?...*
- *..Is transit mostly about serving a peak-period or “rush hour” commute pattern, or is its top priority to provide a consistent service all day?*
- *Would you rather have a direct but infrequent service or a more frequent service that requires a connection?*
- *Is the goal of your transit system to carry as many people as possible? Or to serve disadvantaged persons who really need the service? Or something else? Or is it a balance of these, and if so, where do you strike that balance?”<sup>4</sup>*

These are important questions to answer before there can be a clear understanding of what is needed to support the desired type and level of service (refer to figure at right). Nonetheless, since the RDN’s Regional Growth Strategy identifies “regular service” (i.e. scheduled service) in its description of compact, complete communities, the study has been structured with this in mind and offers guidance based on experiences in other communities.



Here’s a transit agency’s service area. The lines are roads, and the small people indicate population density. The agency can deploy twelve buses.



For ridership, concentrate all service in denser areas. Three lines each have 4 vehicles, offering frequent service.

For coverage, you need eight routes, so each will have only 1-2 vehicles, offering infrequent service.

**Figure 2 - How transit goals can impact needs and service type**  
(source: David Jones in Jarrett Walker, 2012)

<sup>4</sup> Walker, Jarrett. 2012. *Human Transit: How clearer thinking about public transit can enrich our communities and our lives.* pp 5-6.

### 2.1.3 Capable of Attracting and Supporting Commercial Services and Amenities

In setting parameters for this study, the Regional Growth Strategy rightly identifies the need for compact, complete communities to be capable of attracting and supporting commercial services and amenities, which relates to a community's ability to support active modes of transportation and transit. Indeed, the land use and structure/design of a community – particularly a small one like an RVC or SA – can be tremendously changed by a single significant development. As such, in addition to assessing current conditions of services and amenities, it is important to identify that a community's capability to attract and support commercial development involves population and market projections. The assessed conditions and needs in developing these projections are outlined in Part B of this report.

### 2.1.4 Contributing to the Goals of the RDN Regional Growth Strategy

Finally, compact, complete communities should also assist in meeting the overall goals of the Regional Growth Strategy, which are:

- Prepare for Climate Change and Reduce Energy Consumption;
- Protect the Environment;
- Coordinate Land Use and Mobility;
- Concentrate Housing and Jobs in Rural Village and Urban Growth Centers;
- Enhance Rural Integrity;
- Facilitate the Provision of Affordable Housing;
- Enhance Economic Resiliency;
- Enhance Food Security;
- Celebrate Pride of Place;
- Provide Services Efficiently; and
- Enhance Cooperation Among Jurisdictions.

## 2.2 RVC / SA Boundaries

While the population and market analysis component of the study focuses on regional context and bigger-picture trends, the physical analysis of the RVCs/SAs are set within the geographical boundaries set out by the RDN in the RGS. As such, they define the scope of the analysis for purposes of this study.

While boundaries generally capture the concentration of residential and commercial uses within each settlement area, in some cases it is unclear why boundaries were established in their precise locations, particularly as residential areas outside of established boundaries access amenities within the RVCs and SAs. The importance of the boundary locations cannot be understated as they strongly impact baseline results, particularly as they relate to urban structure measures (e.g. density, land use mix, etc). Determining which properties are within the boundaries has implications on future land use decisions and therefore also impact property values and market viability.

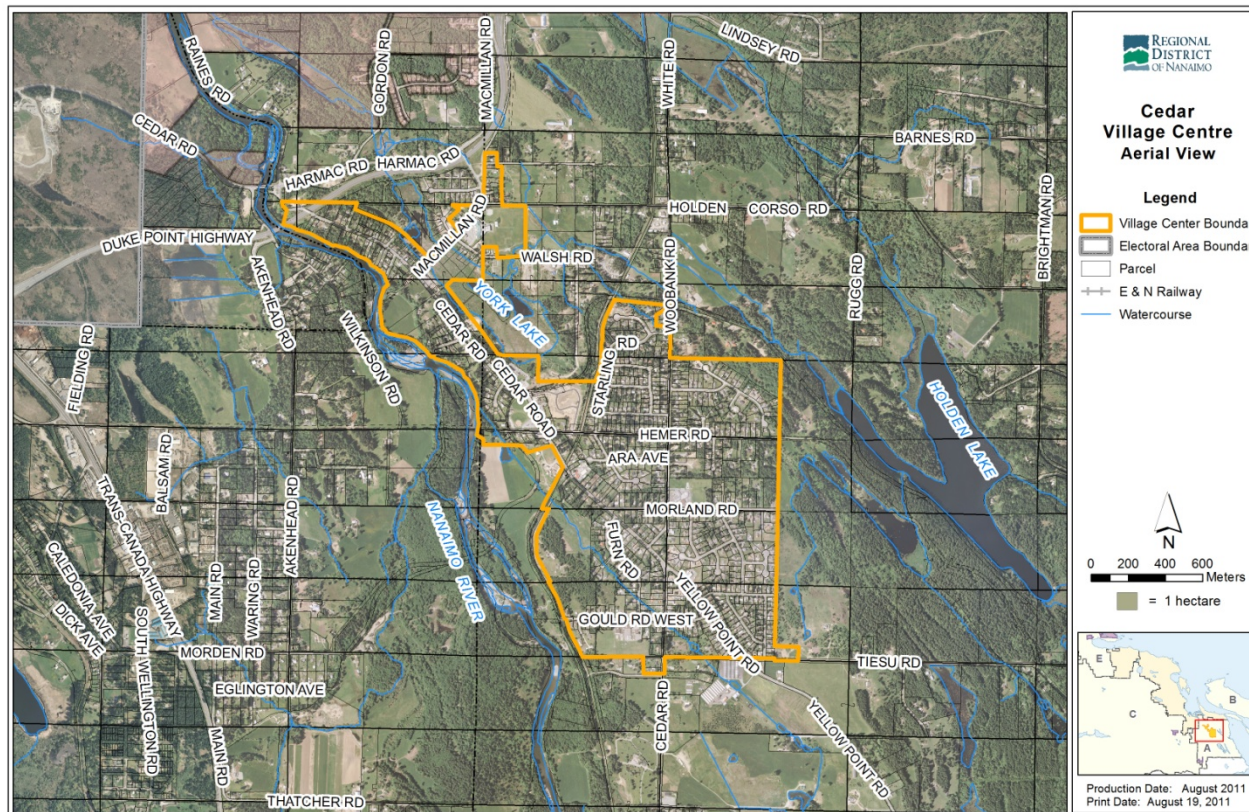


Figure 3 - Example of RVC Boundary (source: RDN)

## **PART B: MEASURING COMPACT, COMPLETE COMMUNITIES**

Part A identifies project parameters, based on the RGS' definition of compact, complete communities, which must be: **pedestrian-oriented; supportive of regular transit service; capable of attracting and supporting commercial development, and community services and amenities; and able to demonstrate how their development will contribute to RGS goals.** Part B identifies measures that will be used to evaluate the compactness and completeness of communities. They are based on fundamental planning and development criteria from professional practice and academic research, and include:

- Community Structure/Design and Land Use
  - Residential Density
  - Employment Density
  - Land Use Mix
  - Connectivity
  - Centrality
  - Transit Linearity
  - Design of the Built Environment
- Growth Potential
  - Existing Population and Population Projections
  - Commercial Growth Projections
- Water and Wastewater Infrastructure
  - Existence of Infrastructure (including proximity and capacity to expand)

### 3. COMMUNITY STRUCTURE/DESIGN AND LAND USE

The community structure and land use criteria below are widely used as measures to evaluate community compactness and completeness. As they strongly influence travel behaviour, particularly travel mode choice, the following criteria also directly align with the RDN's requirements for a compact, complete community (i.e. pedestrian-oriented, transit supportive). These relationships between structure/land use and travel behaviour remain strong, even when other influences such as demographics and socio-economic factors are controlled. However it is important to note that criteria influence one another, no single criterion be considered in isolation.

It is also important to note that – while many methods to model, measure, and predict relationships between land use, the built environment, and transportation behaviour have been developed for urban settings – these relationships have been found to affect rural and urban areas alike. Some adaptation of criteria/measures is required due to different scales and the more heterogeneous nature of rural areas, however the basic principles have been found to still apply.<sup>5</sup>

#### 3.1 Residential Density

The relationship between residential density and transportation behavior has been broadly studied. Generally speaking, as residential densities increase to a threshold, both active transportation (e.g. walking, cycling) and transit use increase on a per capita basis.

##### *Walking*

As far as walkability is concerned, density is relevant in terms of residential proximity to destinations (refer to 3.5 for residences within walking distance to amenities, and refer to 3.3 for land use mix). Higher density communities with mixed-use development improves accessibility to a variety of complementary activities, resulting in shorter, walkable distances between shops, restaurants, and other

---

<sup>5</sup> Gibson, L. (Smart Mobility). *Measuring Urban Form and Walkability in Rural Communities*. (Presentation). Retrieved September 2012 from: <http://onlinepubs.trb.org/onlinepubs/conf/2010/rural/1/Gibson.pdf>



amenities<sup>6</sup>. For example, research shows that population densities need to exceed approximately 32 people per hectare before a significant modal shift occurs from single-occupancy vehicle use to transit use and walking for shopping trips<sup>7</sup>.



**Figure 4 - Examples of housing typologies. A community's overall residential density accounts for all units, which usually include different housing typologies. While multi-family units help communities achieve densities that support walking and transit, single-family houses on small lots can also achieve this.**

<sup>6</sup> Leslie, E et al. 2007. *Walkability of local communities: Using geographic information systems to objectively assess relevant environmental attributes*. Health and Place.

<sup>7</sup> Frank, L.D. and Pivo, G.1995. *Impacts of Mixed Use and Density on Utilization of Three Modes of Travel: Single-Occupant Vehicle, Transit, and Walking*. Transportation Research Record.

Based on average household sizes in each of the RDN's Electoral Areas, the following gross residential densities (units per hectare) are needed to achieve approximately 32 people per hectare and influence the shift from private vehicles towards transit use and walking:

- Electoral Area A (Cedar, Cassidy) – **13.2 units per hectare**
- Electoral Area C (Extension) – **11.9 units per hectare**
- Electoral Area E (Red Gap, Fairwinds) – **14.5 units per hectare**
- Electoral Area F (Bellevue Church Road, Coombs, Errington, Hilliers, and Qualicum River Estates) – **13.9 units per hectare**
- Electoral Area G (Dashwood SA) – **13.9 units per hectare**
- Electoral Area H (Dunsmuir, Qualicum Bay, Deep Bay SA, and Bowser) – **15.2 units per hectare**

#### *Transit*

As far as transit is concerned, demand is partly based on a critical mass of users in a given area. A doubling of residential density will more than double transit demand (to a threshold), and it generally has three distinct ranges in which:

- gross density up to about 12 units per hectare creates very low demand (i.e. rural development);
- gross density of **between 12 and 50 units per hectare** creates demand that rises faster than density; and
- gross density of higher than 50 units per hectare creates a demand that flattens (i.e. stops increasing), due to more trips made by walking that are made allowable by a critical mass of residents supporting many amenities within walking distance of home<sup>8</sup>.

The second phase aligns with the minimum units/ha thresholds identified in each of the RVC/SAs based on the minimum density threshold of 32 people per hectare (referenced on the previous page with respect to walkability), below which nearly all travel is done by car. However it is important to note that these are thresholds or guidelines that reflect average conditions, but they vary depending on: service quality; transit service pricing; demographics; commuter financial incentives; employment density (see below); and marketing<sup>9</sup>.

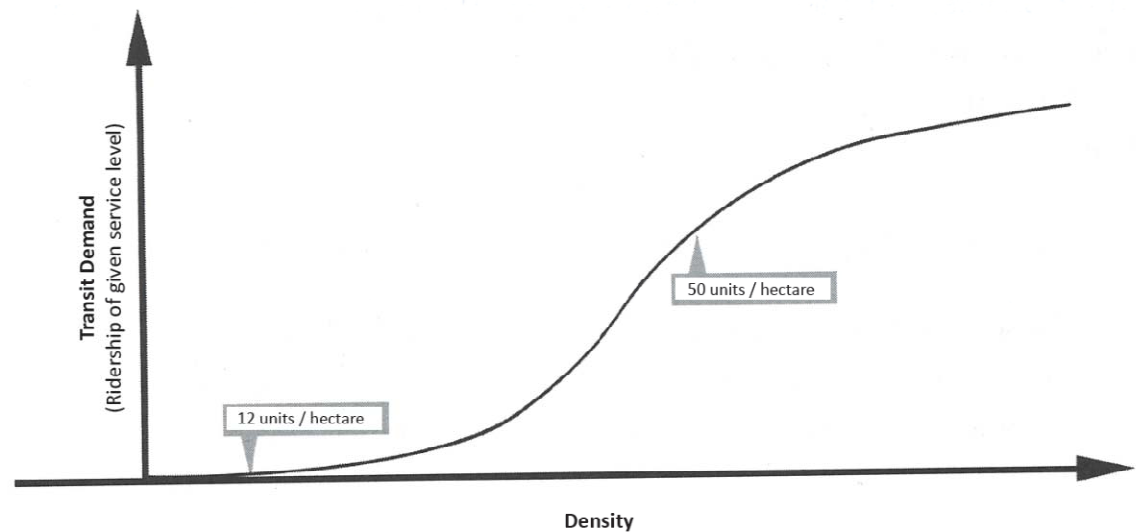
---

<sup>8</sup> Taylor, B.D. and Fink, C.N.Y. (UCLA Institute of Transportation Studies). *The Factors Influencing Transit Ridership: A Review and Analysis of the Ridership Literature*. Retrieved October 2012 from: <http://www.uctc.net/papers/681.pdf>

<sup>9</sup> Litman, T. 2012. *Transit Oriented Development*. Retrieved October 2012 from: <http://www.vtpi.org/tdm/tdm45.htm>

Research has found that this minimum density threshold translates into marginal transit service, with buses running every half hour and with an express bus at peak periods<sup>10</sup>. For frequent bus service (i.e. every ten minutes), a minimum of **37 units per hectare** is widely cited.<sup>11</sup>

It is also worth noting that much of the research into density thresholds for transit service is in larger communities. Nonetheless, as discussed in Section 3.1, studies in more rural settings – both in British Columbia<sup>12</sup> and elsewhere in North America<sup>13</sup> – indicate that minimum thresholds can be generally applied in larger regional and/or rural contexts as well. While a more detailed exploration of specific RDN transit service goals needs to be undertaken in order to determine specific needs and goals, the ranges above provide a useful reference point in determining general and approximate density thresholds for transit service in/through RVC/SAs.



**Figure 4 - Residential density and transit demand**  
(source: adapted from David Jones in Jarrett Walker, 2012)

<sup>10</sup> Nosal, B. 2009. *Creating Walkable and Transit-Supportive Communities in Halton*.

<sup>11</sup> Ewing, R. 1996. *Pedestrian and Transit Friendly Design: A Primer for Smart Growth*.

<sup>12</sup> IBI Group. 2008. *Central Okanagan Smart Transit Plan: Transit-Supportive Guidelines*.

<sup>13</sup> Gibson, L. (Smart Mobility). *Measuring Urban Form and Walkability in Rural Communities*. (Presentation). Retrieved September 2012 from: <http://onlinepubs.trb.org/onlinepubs/conf/2010/rural/1/Gibson.pdf>

## 3.2 Employment Density

Trip generation and attraction is difficult to measure by destination, particularly since some jobs (e.g. retail) represent a higher trip demand than other jobs (e.g. manufacturing) as many other people (e.g. customers) might also be going to that destination. Nonetheless, the concentration of jobs seems to affect transit ridership more strongly than the concentration of residents<sup>14</sup>. Canadian research conducted in rural areas also indicates that jobs-to-housing ratios comprise one of two of the most applicable factors in determining total daily trips<sup>15</sup>.

For work destinations, research shows that a minimum threshold of anywhere from **50 to 185 jobs per hectare** is needed for significant modal shifts from single-occupancy vehicle use to walking and transit use<sup>16</sup>.

## 3.3 Land Use Mix

Land use mix is often represented through an “entropy formula” that includes detailed information about land use area. For purposes of this study and because existing commercial land use data from the BCAA appear to be out-of-date, two simplified measures are used to assess land use: an amenity score for walking; and a land use mix percentage breakdown for transit supportiveness.

### *Walking*

Extensive research shows that residents living near multiple and diverse retail destinations generally make more frequent and shorter shopping trips, and more by walking<sup>17</sup> and cycling<sup>18</sup>. Indeed, with other variables (residential density and connectivity) held as constants, the odds of walking for transport are twice as high in areas with a higher degree of mixed uses than in areas with a low degree of land use

---

<sup>14</sup> Walker, Jarrett. 2012. *Human Transit: How clearer thinking about public transit can enrich our communities and our lives*.

<sup>15</sup> Neptis. 2003. *Travel Demand and Urban Form: Smart Growth Issues Papers*.

<sup>16</sup> Taylor, B.D. and Fink, C.N.Y. (UCLA Institute of Transportation Studies). *The Factors Influencing Transit Ridership: A Review and Analysis of the Ridership Literature*. Retrieved October 2012 from: <http://www.uctc.net/papers/681.pdf>

<sup>17</sup> Leslie, E et al. 2007. *Walkability of local communities: Using geographic information systems to objectively assess relevant environmental attributes*. Health and Place.

<sup>18</sup> Brown, B.B et al. 2009. *Mixed land use and walkability: Variations in land use measures and relationships with BMI, overweight, and obesity*. Health and Place.

mix<sup>19</sup>. In fact, Canadian research conducted in rural areas indicates that land use mix is one of two of the most applicable community elements (the other being jobs-to-housing ratio) in determining total daily trips<sup>20</sup>.

The amenity score is very precise as it accounts for specific amenities by type and quantity, which is useful in communities that are small and contain varying parcel sizes (like RVC/SAs), which can obscure land use mix counts. Recognizing that some land uses and destinations are more relevant to “completeness” in terms of their role in meeting the daily or weekly needs of residents, the amenity score assigns weights to different amenities. For example, grocery stores receive the heaviest weight because research indicates that they are drivers of walking and are the most common walking destinations in surveys. The methodology used here is adapted from the amenity component of the “walk score” algorithm<sup>21</sup> that was developed through extensive research that includes studies, surveys, and trip diaries. The amenity categories and their corresponding weights include:

- Grocery [3]
- Restaurants [.75, .45, .25, .25, .225, .225, .225, .225, .2, .2]
- Shopping [.5, .45, .4, .35, .3]
- Coffee Shops [1.25, .75]
- Bank [1]
- Park [1]
- School [1]
- Books (i.e. library or bookstore) [1]
- Entertainment [1]

With certain amenities (e.g. restaurants, shopping), variety and options are important, so multiple counts have been included. The first counts receive greater weight than later counts, due to diminishing returns. Combining the amenity categories, the lowest possible score is

---

<sup>19</sup> Christian, H. E. 2011. *How important is the land use mix measure in understanding walking behaviour? Results from the RESIDE study*. International Journal of Behavioural Nutrition and Physical Activity.

<sup>20</sup> Neptis. 2003. *Travel Demand and Urban Form: Smart Growth Issues Papers*.

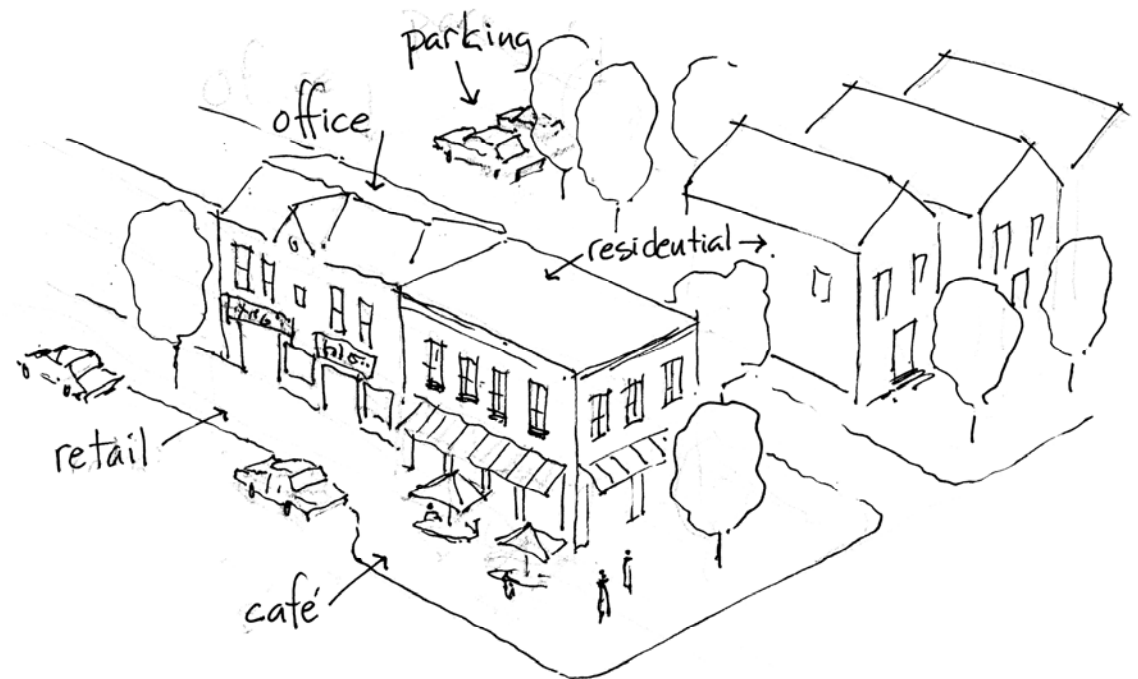
<sup>21</sup> Walk Score. *Walk Score Methodology*. July 2011. Retrieved September 2012 from: <http://www.walkscore.com/professional/methodology.php>

0 and the highest possible score is **15.1**; for purposes of this study, it is assumed that for a community to be walkable, it must be on the upper end of this amenity score scale.

### *Transit*

While the correlation is not as strong as it is to density, transit use also increases with land use mix<sup>22</sup>.

According to mixed-use guidelines for sub-regional centres in the Central Okanagan, smaller centres served by conventional transit should include: **10-15 percent public uses; 10-40 percent commercial and employment uses; and 50-80 percent residential uses**<sup>23</sup>. These ranges are also consistent with best practices applied elsewhere in neighbourhood contexts<sup>24</sup>.



***The right mix of uses includes park and other public spaces, commercial and employment uses, and residential uses.***

<sup>22</sup> Frank, L.D. and Pivo, G.1995. *Impacts of Mixed Use and Density on Utilization of Three Modes of Travel: Single-Occupant Vehicle, Transit, and Walking*. Transportation Research Record.

<sup>23</sup> IBI Group. 2008. *Central Okanagan Smart Transit Plan: Transit-Supportive Guidelines*.

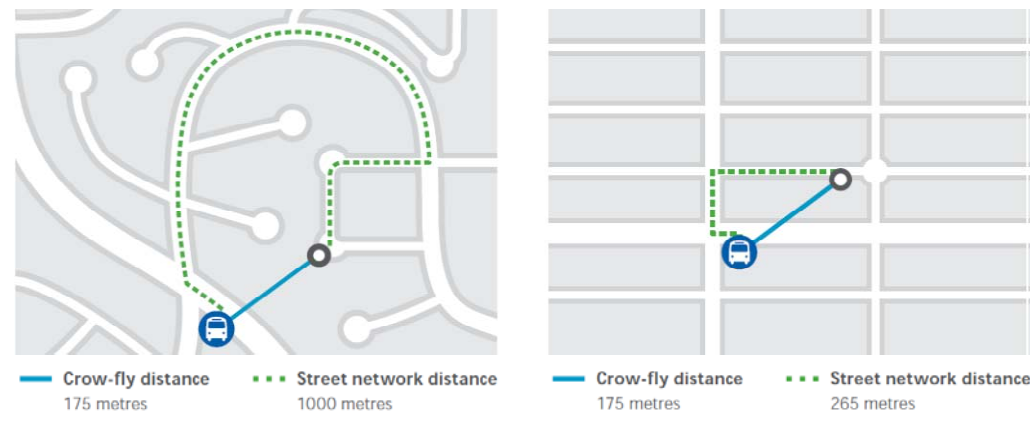
<sup>24</sup> Nosal, B. 2009. *Creating Walkable and Transit-Supportive Communities in Halton*.

### 3.4 Connectivity

Street connectivity impacts the directness and availability of alternative routes through a network, which influences the real distance traveled between a point of origin (e.g. home) and destination (e.g. store, transit stop, etc). Research indicates that there are significant associations between measures of street connectivity and both frequency and quantity of active transportation (i.e. walking and cycling)<sup>25</sup>, which also supports transit.

Generally speaking, communities with smaller blocks – and therefore with more opportunities to change directions while traveling between an origin and destination – are considered to be more highly connected; often such street networks take a grid-like form. While there are a number of connectivity measures (including intersection density, block density, and others), they have shown to be positively correlated with one another<sup>26</sup>. As such, this study applies one that is commonly used: median block perimeter size.

**Figure 5 - Low vs. High Connectivity** (Source: Translink)



Adapting “smart growth” standards for block lengths and assuming somewhat proportional block dimensions, block perimeter sizes of approximately **370 meters** are desirable to support a high degree of walkability. Block perimeter sizes **up to approximately 610 meters** “still work well”<sup>27</sup>.

Figure 5<sup>28</sup> offers an illustration. The smaller circle represents a dwelling and the larger circle could represent a transit stop, commercial use, or other destination).

<sup>25</sup> Berrigan, D et al. 2010. *Associations between street connectivity and active transportation*. International Journal of Health Geographics.

<sup>26</sup> Berrigan, D et al. 2010. *Associations between street connectivity and active transportation*. International Journal of Health Geographics.

<sup>27</sup> Ewing, R. 1996. *Pedestrian and Transit Friendly Design: A Primer for Smart Growth*.

<sup>28</sup> TransLink. 2012. *Transit Oriented Communities Design Guidelines*. International Journal of Health Geographics.

### 3.5 Centrality

Proximity or distance to services and amenities strongly influences the mode of transportation residents choose in reaching their destination. It accounts for “distance decay”, which acknowledges that the distance between an origin and destination greatly influences travel mode choice and behavior. Four hundred meters translates into a 5-minute walk (based on an average walking speed of 4.5 kilometers per hour<sup>29</sup>), which research indicates is an ideal upper bound for walking. Eight hundred meters, which translates into a 10-minute walk, is also considered very “walkable”. As distances increase, the effects of distance decay grow stronger<sup>30</sup>.

Based on transportation research, the Walk Score methodology gives **400 meter** distances between origin and destination a perfect score, and **800 meter** distances 75% of a total score. It declines to zero at 2500 meters. In an Oregon neighbourhood that is touted as an exemplar of walkability, the percentage of single family dwelling units within 400 m of existing commercial uses is approximately **75%**<sup>31</sup>.

Within this context, centrality must always be considered alongside connectivity, as physical distance (i.e. “as the crow flies”) to a focal point does not necessarily translate into a directly comparable travel distance.

### 3.6 Community Linearity

The criteria in Section 3.1 focus on form and transit demand within RVC/SAs. However given the rural nature of the communities and the fact that the transit service provider operates at the regional level, the configuration of the RVC/SAs relative to one another and larger centres is also relevant.

While a transit service network can be configured differently based on a community’s/region’s service goals (i.e. maximized levels of ridership per route versus maximized geographic coverage), transit is generally most efficient when it is delivered within the context of a **linear geometry where most destinations are “on the way”**.

---

<sup>29</sup> Nosal, B. 2009. *Creating Walkable and Transit-Supportive Communities in Halton*.

<sup>30</sup> Walk Score. *Walk Score Methodology*. July 2011. Retrieved September 2012 from: <http://www.walkscore.com/professional/methodology.php>

<sup>31</sup> Song, Y. and Knaap, G. 2004. *Measuring Urban Form: Is Portland Winning the War on Sprawl?*. Journal of the American Planning Association.



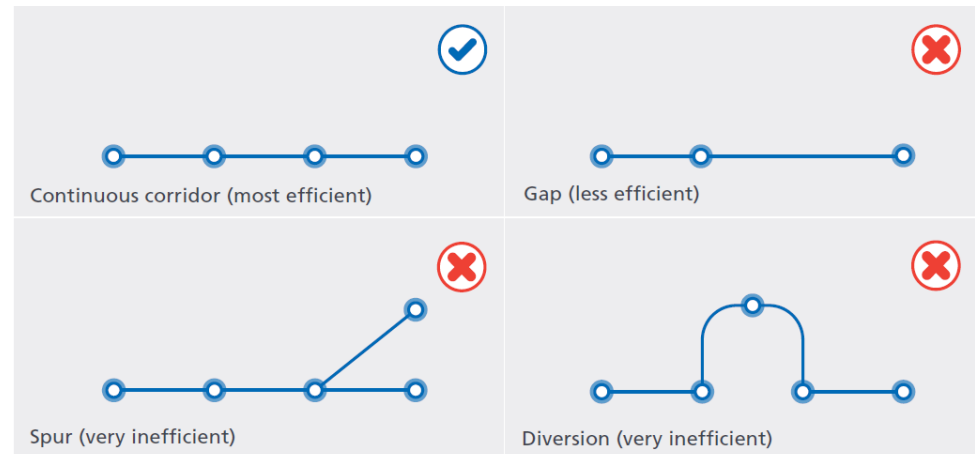
According to Jarrett Walker:

*An efficient transit line – and, hence, one that will support good service – connects multiple points but is also reasonably straight so that it’s perceived as a direct route between any two points on the line. Even if it’s a U, O, or L shape, and efficient line is at least locally straight and thus able to be the most direct route between two points on a long portion of the line. (Again, this is not always a geometrically straight line; it may be a path defined by existing roads or rail corridors that everyone perceives as reasonably direct given the terrain and natural chokepoints).*

*For that reason, good transit geography is any geography in which high demand transit destinations are on a direct and operable path between other high-demand transit destinations. A bad geography for transit, then, is one that... sets destinations a little back from the line, so that transit must either bypass them or deviate to them, where deviating means delaying all the other passengers riding through this point<sup>32</sup>.*

Figure 6 illustrates this point, showing how generally linear, continuous routes in which destinations are “on the way” are more efficient than non-linear destinations.

**Figure 6 – Efficient vs. Inefficient Transit Lines** (Source: Translink)



<sup>32</sup>Walker, Jarrett. 2012. *Human Transit: How clearer thinking about public transit can enrich our communities and our lives.* Page 185.

### 3.7 Design of the Built Environment

Community character and design of the built environment are also important to creating conditions that foster walking. While community character measures/values are subjective, there are certain built environment characteristics that are often shared among neighbourhoods and communities that experience high levels of walkability and transit use. These include but are not necessarily limited to:

- continuous sidewalks wide enough for couples;
- safe crossings;
- appropriate buffering from traffic;
- street-oriented buildings;
- comfortable and safe places to rest and wait;
- little dead space and visible parking;
- nearby parks and other public spaces;
- small-scale buildings or articulated larger ones;
- street trees; and more<sup>33</sup>.

Environments that encourage cycling include but are not limited to the following characteristics: on-road designated bicycle routes, lanes, and paths; secure, safe, and weather-protected bicycle parking facilities; and (where applicable) end-of-trip facilities for cyclists, including showers, lockers, and change areas.<sup>34</sup>

These aspects of the built environment and design quality are complex in that “they try to address the multitude of factors that make up good design through multi-part indices – and/or they require observational data that is not feasible to collect on a regional scale”<sup>35</sup>. They are not included within the detailed evaluation in this study, however connectivity – which is an important measure in this study – can be used as a proxy for design of the built environment as “short blocks and well-connected streets contribute to a higher-quality pedestrian

---

<sup>33</sup> Ewing, R. 1996. *Pedestrian and Transit Friendly Design: A Primer for Smart Growth*.

<sup>34</sup> Nosal, B. 2009. *Creating Walkable and Transit-Supportive Communities in Halton*.

<sup>35</sup> TransLink. 2012. *Transit-Oriented Communities Design Guidelines*.

experience and pedestrian realm, and they often occur in places where other elements of good design, such as adequate sidewalks, are also in place.”<sup>36</sup>

---

<sup>36</sup>TransLink. 2012. Transit-Oriented Communities Design Guidelines.

## 4. DEVELOPMENT AND MARKET VIABILITY

The Regional Growth Strategy specifies that compact, complete communities should be able to attract and support local commercial development, including services and amenities. In identifying the needs to support additional commercial space, G.P. Rollo and Associates identify the following “commercial potential” criteria that are most relevant within the context of RDN RVC/SAs:

### 4.1 Population

Since settlement size affects the range of local jobs and services that can be supported, population numbers are important to consider in terms of transit demand and “completeness”, and therefore walkability. However, while research has shown that travel distance is highest in the smallest communities (i.e. fewer than 3000 people), there does not appear to be a simple relationship between settlement size and travel patterns<sup>37</sup>, and small communities that are compact and mixed-use can have a good degree of walkability. Refer to Section 4.2 for discussion on population and consumer spending as it relates to commercial potential; projections for both population and commercial growth are provided in Section 7.

### 4.2 Commercial Potential

*Land Availability* – The potential for future commercial development is dependent in part on the availability of well-located, serviced, and accessible land, which should be consistent with demand analyses (based on population growth and reasonable spending capture rates).

*Existing Population Size and Proximity to Retail* – Established shopping patterns (i.e. at existing commercial destinations) often bode well for additional commercial development. As such, the existence of a vibrant commercial core and the extent to which the core already attracts local and nearby residents are important factors in assessing commercial potential.

---

<sup>37</sup> Stead, D. and Marshall, S. 2001. *The Relationships between Urban Form and Travel Patterns: An International Review and Evaluation*. European Journal of Transport and Infrastructure Research.

*Retail Health and Vitality Assessment* – The health and vitality of existing retail and other commercial uses is a good indicator of its ability to thrive in the future and attract additional tenants given other necessary criteria including servicing, visibility, additional population, and no macro-changes to the greater retail landscape (e.g. Wal-Mart anchored retail centre opening nearby). Health and vitality can be measured by:

- **Tenant Mix** – A healthy tenant mix is one where there is a diversity of tenant types that are mutually supportive. Key signs of an unhealthy retail centre include an overabundance of personal services, non-profit organizations, and ground-level office spaces.
- **Rent-to-Sales Ratios** – Local ratios are compared with industry thresholds by category.
- **Visual Cohesiveness of Retail Area** – This includes considerations around retail design and the strength of its visible legibility, as well as the general retail area presentation and merchandizing. This is related to community character and design (refer to 3.1.6).
- **Vacancy Rates** – These should generally be below 5%.
- **Distance from Competition** – Nearby commercial competition can serve to attract additional commercial development (offering an “agglomeration effect”), however where demand is limited, nearby competitive areas will cap the potential for larger-scale retail expansion.

*Proximity to Urban Areas* – As a proxy for access to white collar jobs, proximity to urban areas (i.e. with relatively short commutes of 10-20 minutes by car) is a factor that influences both population and commercial growth. It should be noted that while proximity may have a positive relationship with commercial growth, it does not necessarily support active modes of transportation and will be balanced with other criteria in the study’s final evaluation.

*Supportive Population and Demographics* – Retail can be sustained by local populations and/or tourism dollars of “pass-through” traffic. As such, both population growth potential and tourism trends are important factors in determining commercial potential. Demographics – including an overabundance of retirees or gaining consumers – are also considered in determining commercial potential.

## 5. WATER AND WASTEWATER/SEWAGE INFRASTRUCTURE

Determining the technical and financial needs of introducing community water and sewage systems into RVC/SAs that are currently not serviced is highly complex. For example, determining the viability of new community sewage systems hinges on several technical, financial, and human drivers. These include but are not limited to: the desire of users to pay for a system (which includes considerations about whether existing septic systems are failing and/or recent investments have been made in septic systems); appropriate disposal/discharge locations (which includes considerations about sensitive ecological areas, public receptiveness, etc); and whether land is to be developed and a developer is willing to front end the infrastructure costs. Technical/geographical/geological considerations are also very complex and vary from RVC/SA to RVC/SA. While there are examples in the RDN where expansion could occur due to proximity, this has not happened due to a lack of one or more of the drivers listed above.

As such, in measuring viability of community water and sewage infrastructure in RVC/SAs, extensive technical and financial feasibility analyses must be undertaken that consider a myriad of variables, including the points listed above. For purposes of this study and to offer preliminary information on baseline conditions, RVC/SAs will be evaluated based on:

*Existing and Projected Population* – Community infrastructure such as modern water treatment plants usually require high capital investment, which is generally out of the financial scope of most small communities. While community systems are technically feasible in any community, they generally become more economically viable as population increases. As such, current and projected populations – including associated current and projected sewage flow rates – are identified and used in the evaluation (Part C).

*Current Infrastructure and Proximity to Existing Infrastructure* – RVC/SAs with community infrastructure already in place are better candidates for expansion. Consideration will also be given to RVC/SAs situated in close proximity to existing community infrastructure, though it is important to note that other factors (e.g. land ownership, topography, etc) impact connection viability.

Section 8 discusses and evaluates each RVC/SA within the context of these two criteria, and a number of centralized and decentralized approaches are outlined in the appendix.

## **PART C: EVALUATING COMPACT, COMPLETE COMMUNITIES**

## 6. COMMUNITY STRUCTURE/DESIGN AND LAND USE

Part C evaluates the existing conditions of the RVC/SAs relative to the measures (i.e. needs for compact, complete communities) identified in Part B. The thresholds or targets identified in Part B are identified as “reference points” in the charts throughout this section.

### 6.1 Residential Density

Chart 1 on the following page identifies existing and build-out residential densities for each of the 13 RVCs and 2 SAs, relative to the residential density thresholds needed to support walking (based on 32 people per hectare, which results in between 13.2 and 15.2 units per hectare in the RVC/SAs) identified in Section 3.1. The highest existing residential density is 5.5 units/ha (Cassidy), and the lowest is well under 1 unit/ha (Qualicum River Estates). Similarly, the highest potential residential density at build out, based on existing zoning, is 5.6 units/ha (Cassidy), and the lowest is 0.6 units/ha (Qualicum River Estates). Based on existing OCP policies, which assume water and sewage services are in place, the highest potential residential density build out is 14.2 units/ha (Bowser), and the lowest is 1.2 units/ha (Bellevue-Church Road). It is important to note that the evaluation is based on existing policies and regulations; the scores would be higher in RVCs such as Deep Bay if proposed developments were to proceed.

OCP policies generally allow for higher densities than zoning. In most cases, the existing densities of RVCs and SAs are well under maximum permitted OCP densities, likely due in part to lack of required community water and sewage infrastructure.

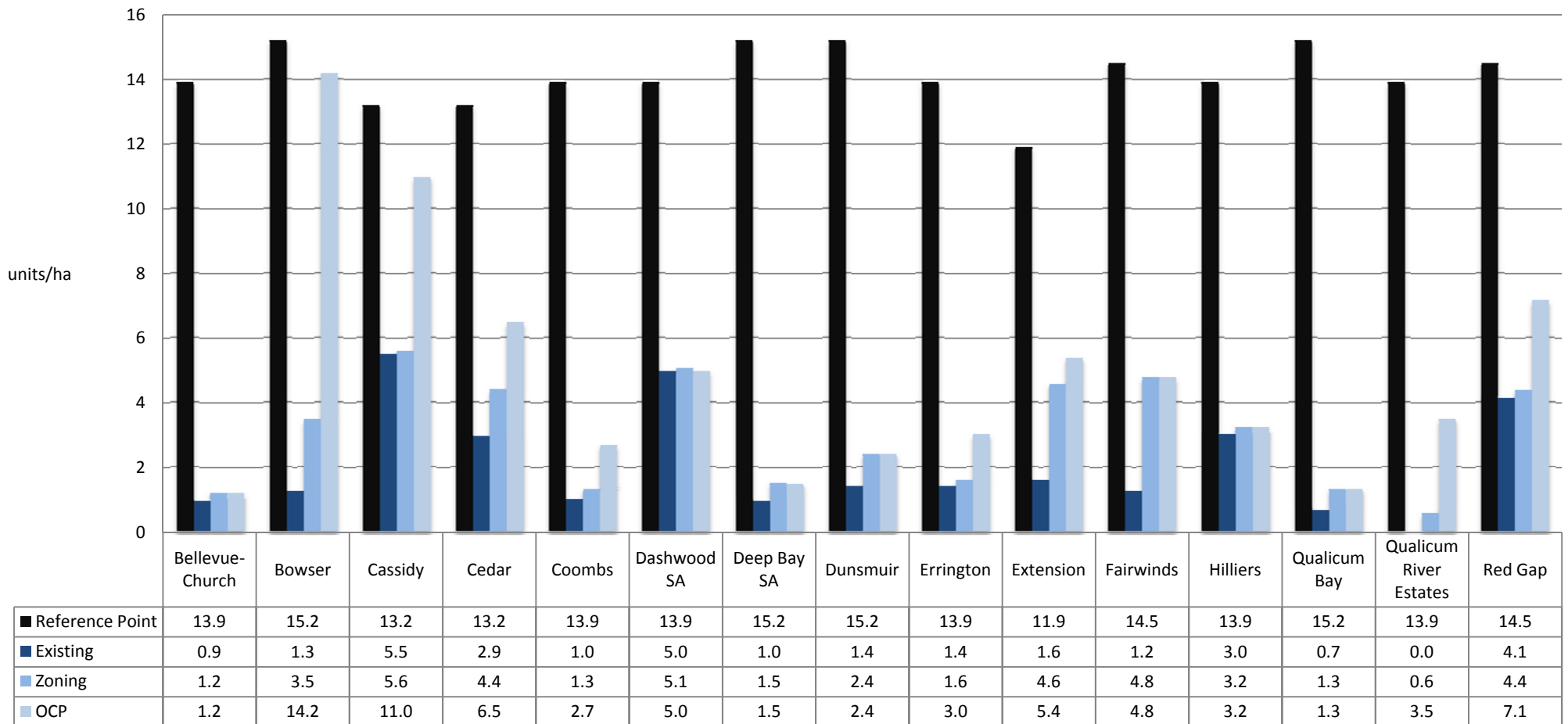
The differences between the minimum threshold density (which is based on 32 people per hectare and varies with RVC/SA household size) and the existing and regulated (i.e. via zoning and OCP policies) densities in each of the RVC/SAs are significant. All of the existing densities are at least half of the minimum threshold that would see a significant shift from single-occupancy vehicles to transit use and walking for shopping trips. As for future potential residential densities, Bowser is the only RVC where the estimated OCP residential build-out of 14.2 units/hectare is closest to the minimum threshold residential density of 15.2 units/hectare needed to support walking in the Bowser RVC38. On the whole, much greater densities are needed to realize the RGS’ objectives for supporting walkability and transit supportiveness.

---

38 The Bowser Village Centre Plan supports a target of up to 20 units per hectare by 2025 and 30 units per hectare by 2040.



Chart 1: Existing and Potential Build-Out Gross Residential Densities



\*Reference point refers to the minimum threshold density needed to see a modal shift from single-occupancy vehicles to transit use and walking for shopping trips.

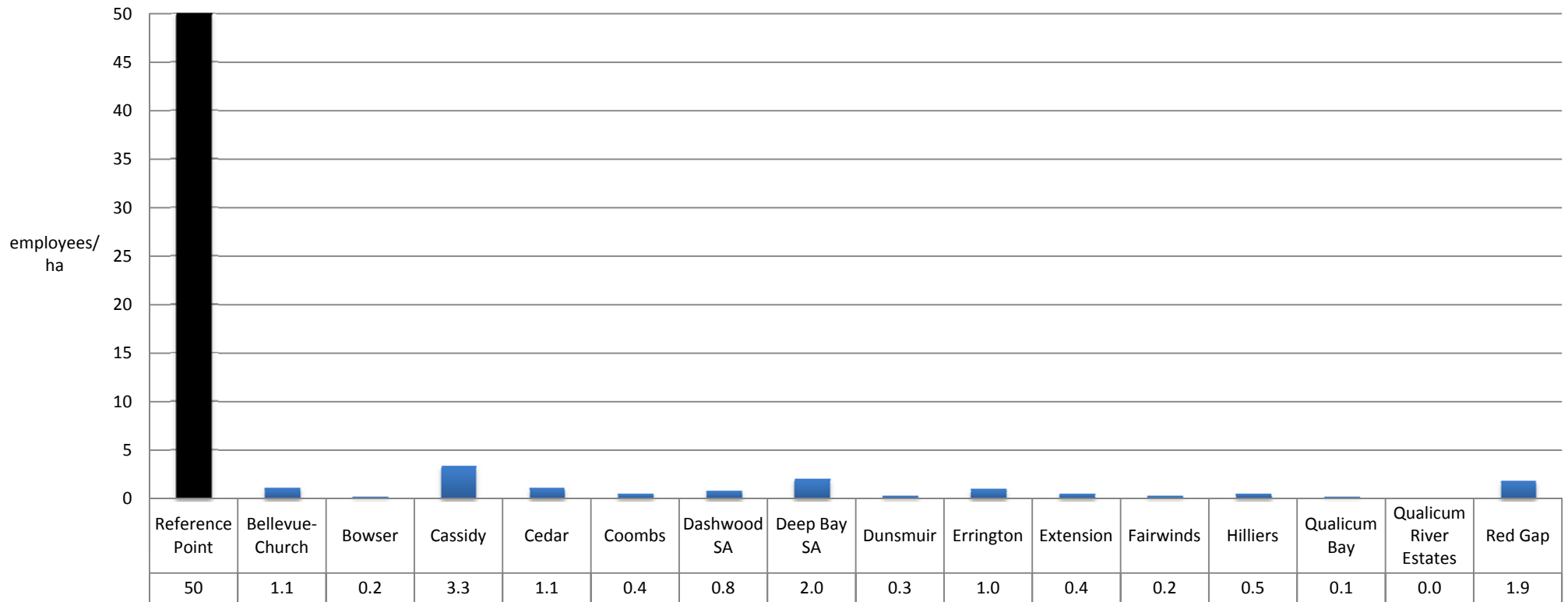
## 6.2 Employment Density

G.P. Rollo and Associates (GRPA) calculated total daytime population and total daytime employees working in RVCs and SAs from Environics Analytics' 2009 database, which provides population, business location, and business size estimates by Dissemination Area, and using approximate RVC and SA boundaries. The values are approximations.

The employment densities – as measured by number of residents employed within their respective RVCs and SAs (including home businesses and home offices) by gross hectare – are presented in Chart 2. The highest employment density is 3.3 jobs per hectare (Cassidy) and the lowest is nearly zero (Qualicum River Estates).

The existing employment densities in all of the RVC/SAs are well below the absolute minimum threshold of 50 jobs per hectare, which is needed for significant modal shifts from single-occupancy vehicle use to walking and transit use. However given the scale of RVC/SAs, it is likely unreasonable to expect that they could support the concentration of businesses needed to sustain employment densities of 50 jobs per hectare. Perhaps more important to transit, for example, is the concentration of employees in a particular RVC/SA who travel to a shared employment destination. Proximity to nearby urban areas is discussed in Section 7: Development and Market Viability.

Chart 2: Gross Employment Densities



## 6.3 Land Use Mix

As noted in Part B, land use mix has been measured two ways in this study:

- by the relative area of commercial, industrial, and public zones in each RVC and SA; and
- by an amenity score that uses precise information about specific destinations and amenities in each RVC and SA (from the RDN's *RVC Inventory*).

*Assumptions and Limitations:*

- For the first measure, zoning information is used. While zoning obviously does not always reflect current use, in the RDN it aligns with current uses more closely than the data provided by BCAA, which appear to be particularly inconsistent with existing commercial uses. Also, as noted in Section 1.4, the location of the RVC and SA boundaries significantly affect this land use measure, as the amount of residential areas included in the calculation greatly impacts land use mix (along with all other urban structure measures).
- To help provide a fuller picture of community “completeness” with respect to land use, an amenity score is used to shed light on the existence of important destinations/amenities. This second measure also addresses a limitation associated with using land use area (ha) in communities that are small and contain varying parcel sizes. For purposes of this study’s objectives and within RDN RVC/SA contexts, the amenity score is likely the more appropriate measure of land use mix.

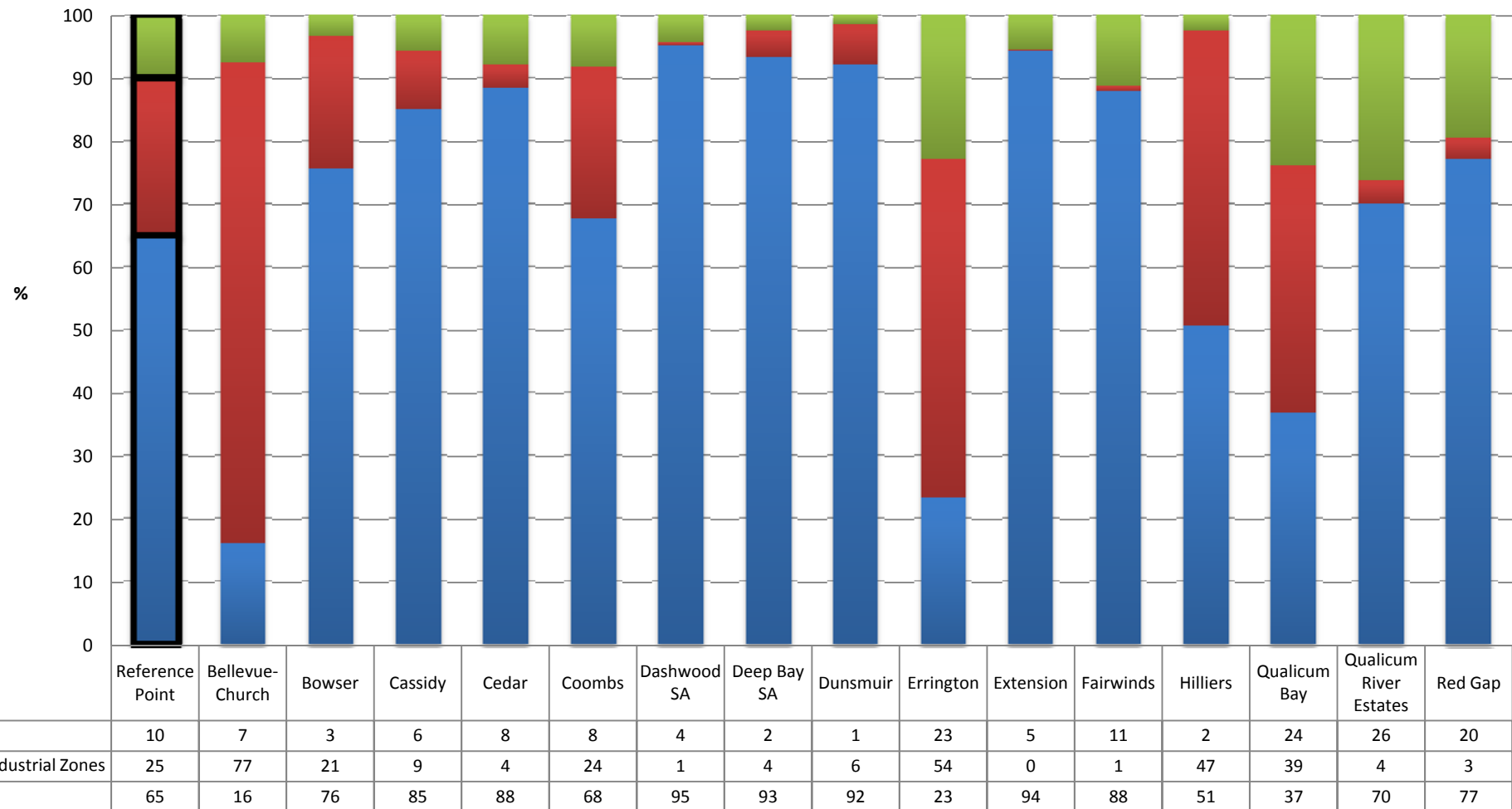
### 6.3.1 Land Use Mix by Zone

This measure identifies the proportion of residential, commercial and industrial, and public areas (by zone) to gain an understanding of the extent of available or potentially available services, jobs, and other destinations and amenities within each RVC and SA. Resource management and rural zones have been excluded. However they represent significant areas in the Deep Bay SA, Dunsmuir, and Qualicum Bay.

It is worth noting that while zoning sheds light on “what might be possible” with current regulations, which is useful information in understanding the ability to attract more commercial and industrial development, it does not always align with the availability of amenities and other destinations in a community. (Refer to the amenity score in 6.3.2).

Chart 3 details the results, compared with the “reference point”, which is the average range of desired land use mix.

Chart 3: Land Use Mix by Zone



The “reference point” in Chart 3 represents the approximate *average* within the broader range of recommended land use mix (i.e. 10-15 percent public uses, 10-40 percent commercial and employment uses; and 50-80 percent residential uses). For example, Chart 3 identifies a reference point of 25 percent commercial and industrial land uses, but a desirable amount of commercial and industrial land uses is anywhere between 10-40 percent.

Given these parameters (refer to Section 3.3 for additional background), no single RVC/SA falls within the recommended land use range in all three categories of public zones, commercial and industrial zones, and residential zones. However both Bowser and Coombs align with two of three categories, specifically: commercial and industrial zones, and residential zones.

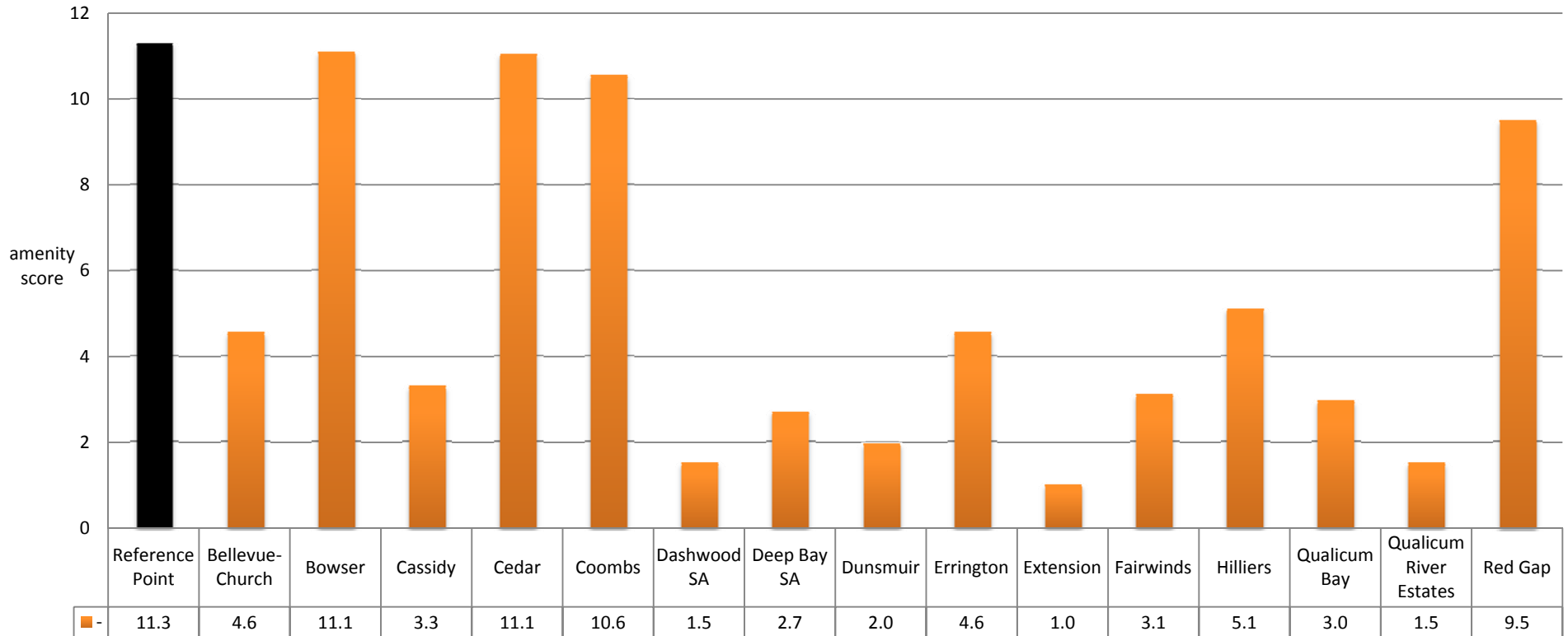
The following RVC/SAs fall within the recommended range of land uses in just one category: Fairwinds (public zones); Qualicum Bay (commercial and industrial zones); and Hilliers, Qualicum River Estates, and Red Gap (residential zones). About half of the RVC/SAs are dominated by residential uses, well over the maximum recommended percentage of 80.

### **6.3.2 Land Use Mix by Amenity Score**

As noted in Section 3.3, this measure accounts for specific types and quantities of amenities that are most important for walking.

Chart 4 presents the results, showing that the highest amenity scores are 11.1 and 10.6 (i.e. Bowser and Cedar, and Coombs, respectively). The lowest amenity scores are 1.0 and 1.5 (i.e. Extension, and Dashwood SA and Qualicum River Estates, respectively). A perfect amenity score is 15.1. For purposes of this study, 75% of a perfect score (i.e. 11.3) is considered a reasonable reference point.

Chart 4: Amenity Score (Destinations)



## 6.4 Connectivity

To find the median block perimeter, all block perimeters in all RVCs and SAs were measured using spatial/map data. Unlike the other measures, the smaller the value (in meters), the higher the performance.

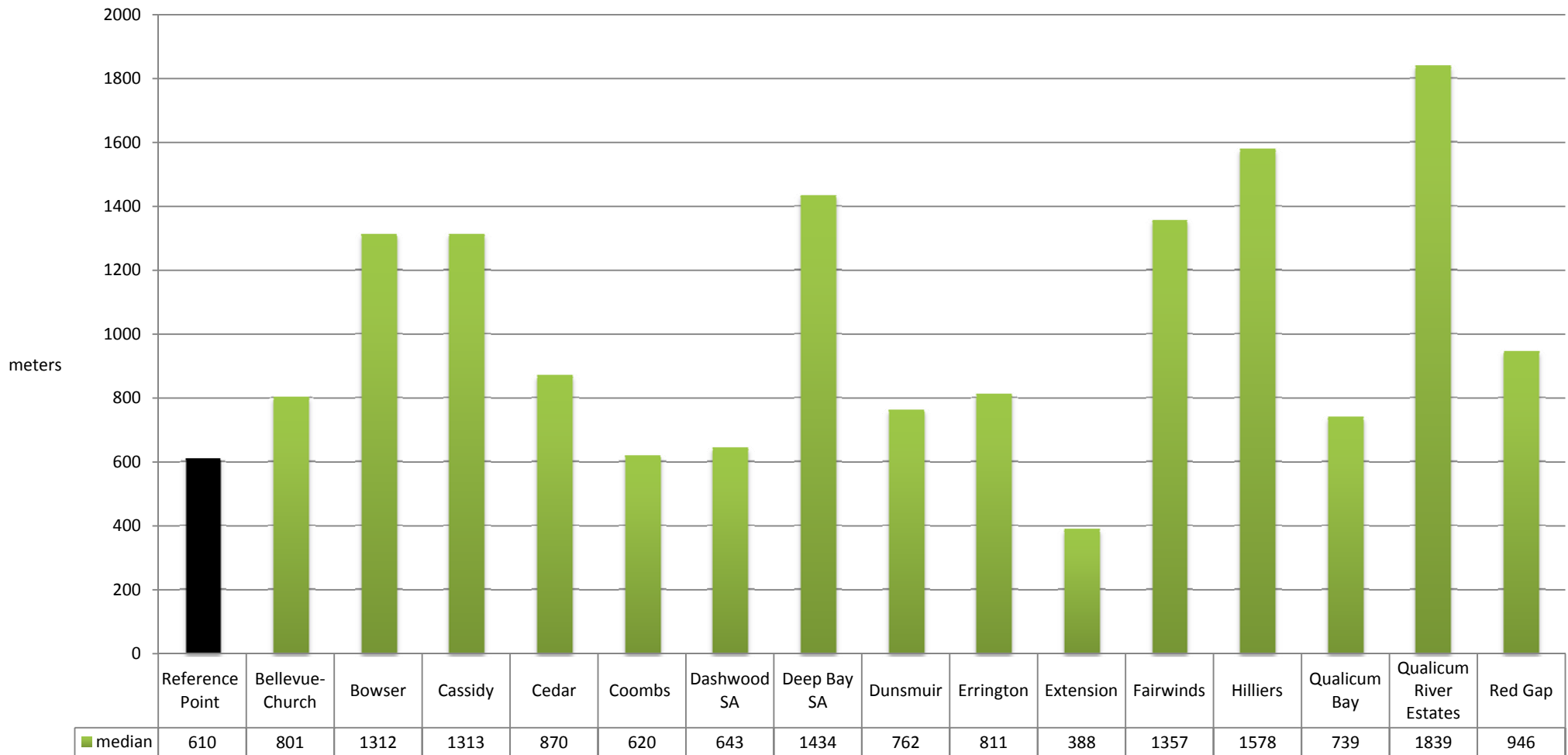
Chart 5 shows the results, where the lowest median block perimeter is 388 meters (Extension), which is the most highly connected RVC or SA based on this measure. The highest median block perimeter is 1839 meters (Qualicum River Estates), which is the least connected. The RVC/SAs with an approximately 610-meter or smaller median block perimeter (desired) are as follows:

- Coombs
- Dashwood
- Extension

These communities are highly connected. Dunsmuir, Qualicum Bay, Bellevue-Church, and Cedar are also somewhat connected. Qualicum River Estates, Hilliers, Fairwinds, Deep Bay, Bowser, and Cassidy are poorly connected.



Chart 5: Connectivity by Median Block Perimeter



↓ Note: Larger values in this report tend to convey positive or desirable attributes with respect to compact, complete communities. However in this chart, the opposite is the case where lower values suggest that the RVC/SA is more connected (i.e. which is a desirable attribute with respect to compact, complete communities).

## 6.5 Centrality

As noted in Section 3.5, centrality refers to the degree to which residential areas are clustered near a primary node or key destination. For purposes of this study, centrality was measured by overlaying 5-minute and 10-minute walksheds (i.e. circles with 400-meter and 800-meter radii) over identified focal points.

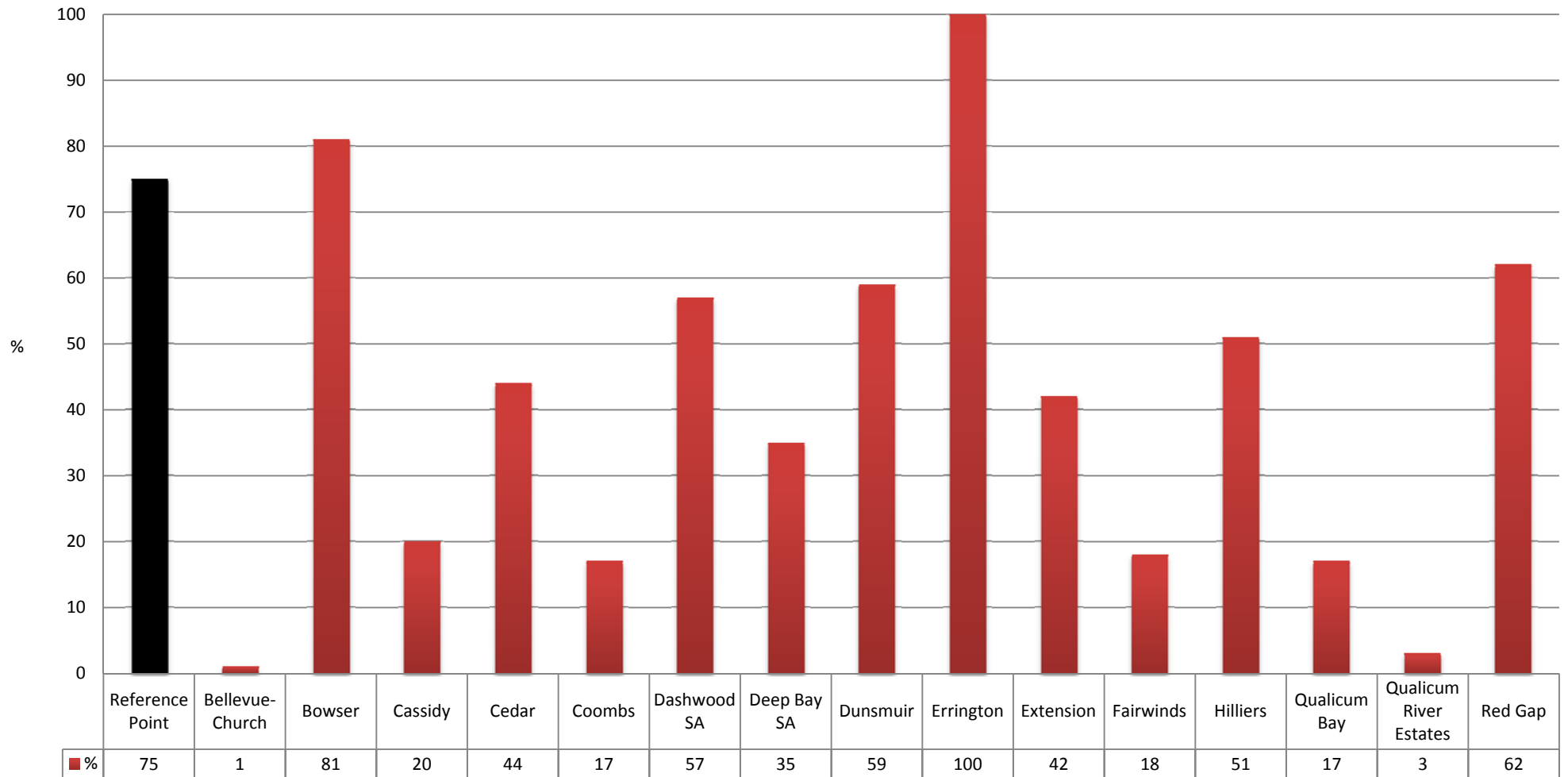
### *Assumptions and Limitations:*

- Due to the limited and dispersed nature of amenities/destinations in the RVCs and SAs, there are very few significant commercial/mixed-use clusters that include multiple destinations. As such, the RDN identified 1-3 important destinations in each of the RVCs and SAs that were used to measure centrality. Within this context, it is important to consider this centrality measure alongside the amenity score, since the focal points in each of the RVCs and SAs generate different trip frequency and quantity. Centrality has been the most challenging urban structure aspect to measure in this study.
- It should be noted that the RDN selected a central point in Bellevue-Church Road, as there is no immediately obvious focal point in that RVC. Also, in the Deep Bay SA, the proposed commercial area in the development application was also identified as a focal point.
- Finally, without detailed information about density at the parcel scale, this measure uses residential zone area.

Chart 6 presents the results, in which the proportions of RVC and SA residential areas (by zone) that fall within a 400-meter walkshed of the identified focal points are as follows:

- 75-100% (which is the “very walkable” ideal or reference point used for this measure) - Bowser and Errington
- 50-74% - Dashwood SA, Dunsmuir, Hilliers, and Red Gap
- 25-49% - Cedar, Deep Bay SA, and Extension
- 1-24% - Bellevue Church Road, Cassidy, Coombs, Fairwinds, Qualicum River Estates, and Qualicum Bay.

Chart 6: Residential Lands within 400 m of Key Community Focal Point

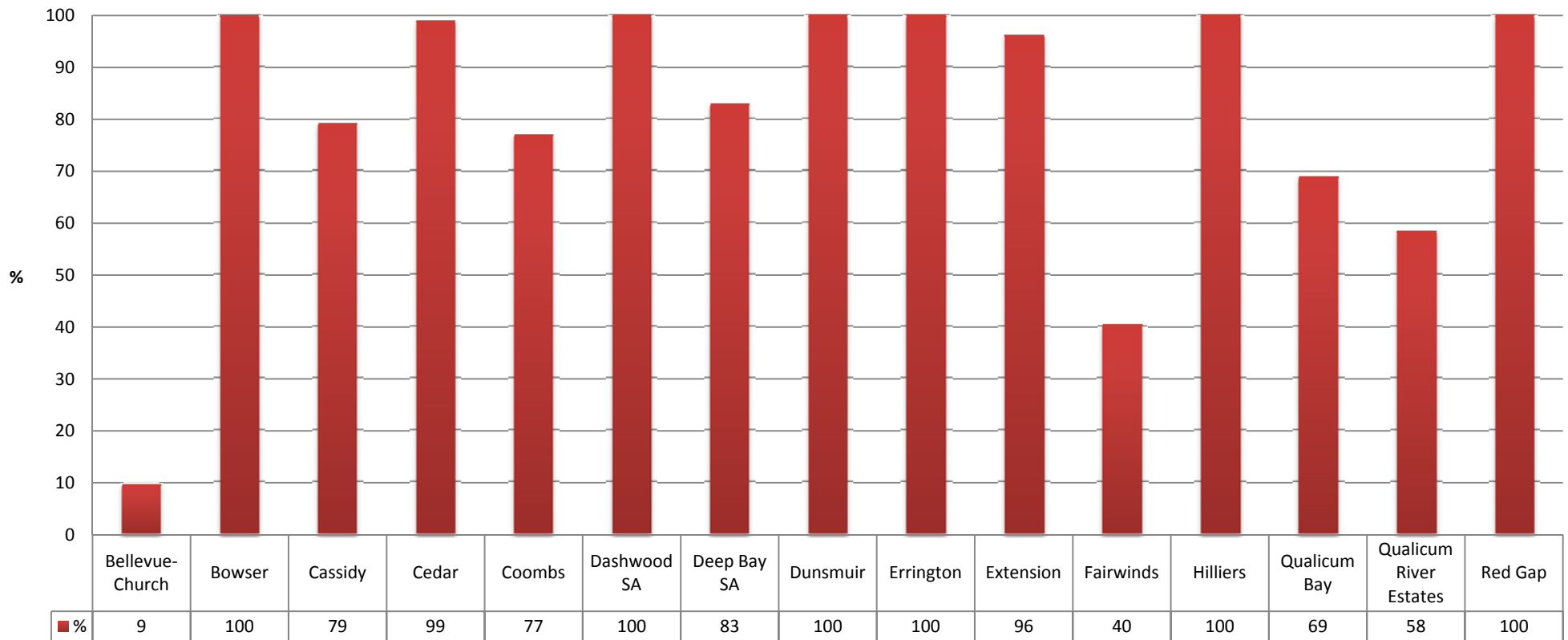


Given the small size of the RVCs and SAs, the majority of residential areas – in all but two RVCs – fall within a 10-minute walk (as the crow flies). Specifically, the proportions of RVC and SA residential areas (by zone) that fall within an 800-meter walk shed of the identified focal point are as follows:

- 75-100% - Bowser, Cassidy, Cedar, Coombs, Dashwood SA, Dunsmuir, Deep Bay SA, Errington, Extention, Hilliers, and Red Gap
- 50-74% - Qualicum Bay and Qualicum River Estates
- 25-49% - Fairwinds
- 1-24% - Bellevue Church Road

The results are provided in Chart 7. Maps showing both 400- and 800-meter walksheds are enclosed in the appendix.

**Chart 7: Residential Lands within 800 m of Key Community Focal Points**



## 6.6 Community Linearity

Measuring the transit-serviceability of RVC/SAs – based on identified goals surrounding desired type and level of service – requires an analysis more detailed than the scope of this study. Nonetheless, within the context of a regional transit system, the following RVC/SAs appear to be situated in a more linear geometry with respect to proximity to major transportation corridors (i.e. Island Highway and Alberni Highway), suggesting that they may be in a better position to receive more cost-efficient service than the RVC/SAs that are more isolated:

- Cassidy
- Cedar (which already receives transit service)
- Red Gap (which already received transit service)
- Dashwood SA
- Dunsmuir
- Qualicum Bay
- Bowser
- Deep Bay SA
- Hilliers
- Coombs
- Bellevue-Church Road

Despite this analysis, there are other transit goals such as the desired type and level of service that will determine whether or not these communities are well positioned to receive effective, cost-efficient service.

## 6.7 Overall Evaluation for Community Structure/Design and Land Use

The evaluation of community structure/design and land use focuses on existing conditions. In doing so, it offers a snapshot of how each of the RVC/SAs is performing with respect to the RDN descriptors of compact, complete communities.

Chart 8 identifies how each RVC/SA is performing with respect to each measure,<sup>39</sup> relative to the identified minimum threshold (i.e. reference point) for pedestrian-oriented and transit-supportive communities. If an RVC/SA meets or exceeds the threshold, it receives a score of 100%. Scores below 100% indicate that RVC/SA does not meet the threshold; the lower the percentage, the further away the RVC/SA is in achieving the minimum thresholds required for pedestrian-oriented and transit-supportive communities. It is important to note that the relative importance of each of the measures varies. According to the research<sup>40,41</sup>, land use mix (amenity score), connectivity, and centrality have a much stronger influence on walking and transit use than residential and employment densities. As such, in the list that follows Chart 8, RVC/SAs that score highest in land use mix, connectivity, and centrality receive the highest overall ranking.

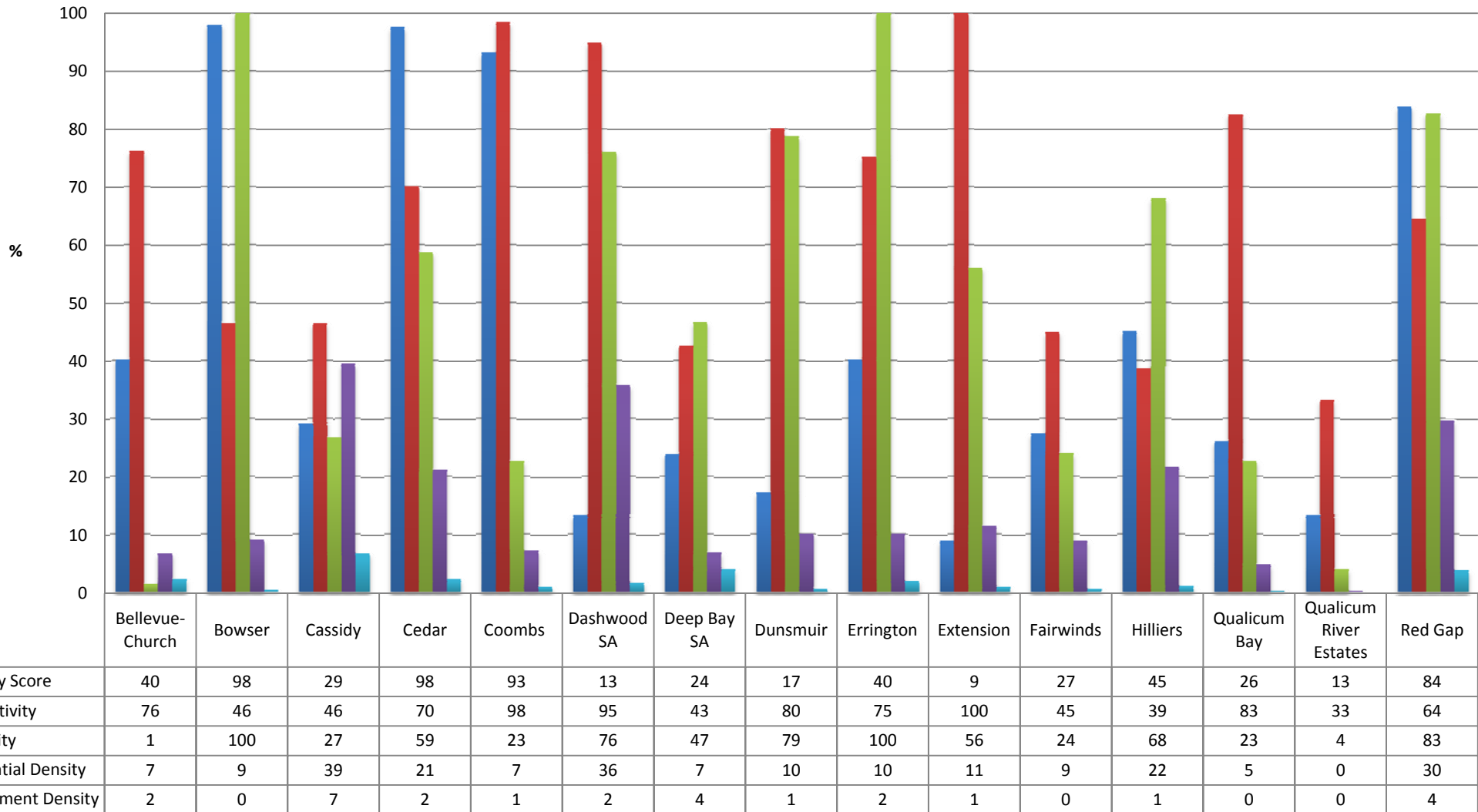
---

<sup>39</sup> Note: As land use mix involves ranges rather than single-value thresholds, it could not be represented in Figure 8 but is nonetheless considered in the evaluation. The amenity score offers a useful proxy in Figure 8.

<sup>40</sup> Gibson, L. (Smart Mobility). *Measuring Urban Form and Walkability in Rural Communities*. (Presentation). Retrieved September 2012 from: <http://onlinepubs.trb.org/onlinepubs/conf/2010/rural/1/Gibson.pdf>

<sup>41</sup> TransLink. 2012. *Transit-Oriented Communities Design Guidelines*

Chart 8: Relative Performance of Each RVC/SA in Each Community Structure and Land Use Measure





In absolute terms, no single RVC/SA currently meets or exceeds the minimum thresholds for pedestrian-oriented and transit-supportive requirements of compact, compact communities. In relative terms, the following RVC/SAs perform as follows:

**Highest Performance Category:**

- Bowser – This RVC scores relatively high. While Bowser’s connectivity is not very high, its amenity score nearly meets the threshold and its connectivity score exceeds it. Bowser’s land use mix also generally falls within recommended ranges (refer to Section 6.3.1).
- Cedar – This RVC also scores relatively high. Its centrality is not as high as Bowser’s and its connectivity is about 30% below the desired minimum threshold and its amenity score nearly meets the minimum threshold.
- Coombs – Despite having a low centrality score, this RVC scores relatively high in both the amenity score and connectivity. Coombs’ land use mix also generally falls within recommended ranges.
- Red Gap – This RVC has relatively high scores in all three of the most significant measures.
- Errington – While not scoring as high as Bowser, Cedar, Coombs, and Red Gap this RVC scores relatively high with respect to connectivity and centrality.

**Mid-Performance Category:**

- Dashwood SA – While this SA does not perform well with respect to amenities, it scores high in terms of connectivity, centrality, and especially residential density.
- Dunsmuir – Similarly, Dunsmuir’s amenity score is low, but it scores relatively high with respect to connectivity and centrality. Residential density is low.
- Hilliers – Hilliers’ centrality score is high and it performs better than most RVC/SAs with respect to residential density, however it has a low connectivity and amenity score.
- Qualicum Bay – Connectivity is quite high in Qualicum Bay, however it has a low amenity and centrality score. Residential density is also very low.
- Extension – Despite having a very low amenity score, Extension’s connectivity score is the highest of all RVC/SAs. Its centrality and residential density measures are low.

**Lowest Performance Category:**

- Bellevue-Church Road – Bellevue-Church Road scores very low in terms of centrality and residential density, and also has a low amenity score. Connectivity is high relative to other RVC/SAs in the lowest performance category.

- Cassidy – While Cassidy scores relatively high with respect to residential density, it scores low in terms of amenities, connectivity, and centrality.
- Deep Bay SA – Deep Bay SA scores below 50% of the thresholds in all categories<sup>42</sup>.
- Fairwinds – This RVC scores below 50% of the thresholds in all categories.
- Qualicum River Estates – This RVC scores the lowest.

---

<sup>42</sup> Again, the evaluation is based on existing conditions and policies. It does not include proposed development.

## 7. DEVELOPMENT AND MARKET VIABILITY

### 7.1 Population Growth Potential

This refers to estimated future RVC and SA populations, which have a role to play in understanding residential and commercial growth potential, and how these places could function in terms of the RDN's definition of compact, complete communities.

G.P. Rollo and Associates (GPRA) projects that the total Electoral Area (EA) population in the RDN is likely to grow 38% over 25 years, adding 14,824 people and reaching nearly 54,000 residents by 2036. As a share of the total RDN population, the EA population is expected to drop from its current 26% to 25%.

#### 7.1.1 Population Estimates – OCP Build Outs

Table 3 identifies estimated build out populations based on the unit build out potential allowable by OCP policy, as identified in the *RDN Inventory*. The estimates in the table are based on an average population per dwelling over three Census years (2001, 2006, and 2011).

*Assumptions and Limitations:*

- These estimates are based only on maximum build out potential within the parameters of existing OCP policy; they do not necessarily suggest what is likely. Indeed, some RVCs have dramatic master plans and marketing efforts already in place (e.g. Fairwinds) and others have little more than vague planning aspirations for mixed-use villages in the future. Nonetheless, the estimates offer insights into development viability from a current policy standpoint. Refer to Section 3.1.2 for further discussion on population growth potential based on market and other factors.

**TABLE 3: RVC/SA BUILD OUT POPULATION ESTIMATES**

RVC/SA	Estimated Build-Out (units)	Estimated Build-Out Population
Bellevue – Church Road	401	906
Bowser	893	1912
Cassidy	779	1841
Cedar	1777	4231
Coombs	270	637
Dashwood SA	n/a	450
Deep Bay SA	211	452
Dunsmuir	275+	589
Errington	60	136
Extension	360	836
Fairwinds	2500	5902
Hilliers	116	262
Qualicum Bay	194+	415
Qualicum River Estates	153	346
Red Gap	500	1180

### 7.1.2 Population Estimates – Growth and Market Factors

In forecasting when build-out populations may be reached in the RVCs and SAs, the following factors can be taken into consideration:

- 1) Growth of the RDN overall (as projected by BC Statistics);
- 2) Attraction of future RDN residents to the Electoral Areas versus the urban centres of Nanaimo, Parksville, Lantzville, and Qualicum Beach; and
- 3) Attraction of RDN Electoral Area residents to the slightly more “urban” environments (i.e. smaller lots, possibly multi-family dwellings, proximity to commercial uses and amenities) offered by RVCs and SAs within their respective EAs.

GPRA explored three scenarios to forecast RVC and SA population growth potential. The scenario that aligns with long-term RDN and provincial trends and policy is discussed in this section (outlined in Table 4) and used as the basis for the Commercial Growth Potential baseline analysis in Section 3.2. It assumes that the sum of all RVC and SA populations will reach 30% of EA totals by 2036 (compared with 20% in 2011), which means that 55% of future Electoral Area growth takes place in the RVCs and SAs. This assumption is based on:

- Increasing urban-type lifestyles;
- Fast-growing elderly population with increasing disability-free life expectancy, who wish to maintain their own homes for longer but who also wish to have smaller units requiring less upkeep and to be located within a walk or short drive/transit trip to goods and services; and
- Consistency with RDN Policies that support RVCs accommodating the majority of future growth in Electoral Areas.

#### *Assumptions and Limitations:*

- In setting up the population growth scenarios, GPRA has not made any judgment on the likelihood of any of them coming to pass. Rather, GPRA has put forward possible future scenarios based on assumptions and policies as outlined above. As the process of making decisions about the future of RVCs and SAs moves forward, GPRA may be able to further refine RVC- and SA-specific population growth projections to reflect the expected shift in relative attractiveness of RVCs and SAs vis-à-vis one another as a result of those decisions and resulting investments.
- The population growth scenarios assume all RVCs and SAs maintain their 2011 relative share of population vis-à-vis one another over the coming 25 years. So, for instance, if in 2011 Cassidy’s population represents 13% of the population of all the RVCs and SAs, it is assumed that regardless of its absolute population growth, in 2036 it will still have 13% of the population of all RVCs and SAs. The extent to which RVCs and SAs will ‘shift’ their respective share of population will depend on many factors, including RDN decisions about the future of RVCs and SAs and resulting investments.

**TABLE 4: RVC/SA POPULATION ESTIMATES FOR GROWTH SCENARIO**

RVC/SA	2011 Population	2016 Population	2026 Population	2036 Population	Change in Pop (2011-2036)
Bellevue – Church Road	718	838	1099	1390	672
Bowser	166	196	263	337	171
Cassidy	934	1102	1477	1896	962
Cedar	1942	2292	3072	3943	2001
Coombs	230	269	355	450	220
Dashwood SA	458	541	724	930	472
Deep Bay SA	279	329	441	566	287
Dunsmuir	338	399	535	686	348
Errington	64	75	98	124	60
Extension	286	338	452	581	295
Fairwinds	1439	1699	2276	2922	1483
Hilliers	248	290	380	481	233
Qualicum Bay	206	243	326	418	212
Qualicum River Estates	2	16	61	113	111
Red Gap	636	751	1006	1291	655

Under this scenario, which GPRA deems as reasonable, current cumulative build out capacity would be exceeded by 240 residents in the next 25 years. However, this figure is skewed upward by RVCs and SAs like Bellevue-Church Road, Deep Bay SA, and Dunsmuir, which would exceed their build out capacities by over 53%, 25%, and 17% respectively. It is likely that, with certain growth areas being prioritized, build out capacity could be adjusted upward through strategic OCP review and revisions focusing on strategic density allocation.

## 7.2 Commercial Potential

This refers to current commercial (retail and service) offerings in each of the RVCs and SAs. For purposes of this evaluation, it is measured by a high level assessment of the potential for commercial growth across each RVC and SA given specified population and spending growth assumptions.

### 7.2.1 Commercial Profiles

An observational retail inventory for all RVCs and SAs was conducted, and it is estimated that they have a combined (approximately) 200,000 square feet of retail/service commercial space, including 17,000 square feet of vacant space. The space is distributed across the RVCs and SAs and is outlined in Table 5 on the following page.

Note: The approximate retail space distribution includes 8,000 square feet of future inventory. The numbers associated with Hilliers includes 8,000 square feet of unbuilt future inventory, and 3,000 square feet of existing vacant space.

TABLE 5: APPROXIMATE RETAIL SPACE DISTRIBUTION BY RVC/SA		
RVC/SA	Estimated Total Square Feet	Estimated Vacant Square Feet
Bellevue – Church Road	4,500	0
Bowser	20,500	700
Cassidy	12,100	0
Cedar	56,500	1,300
Coombs	32,000	3,000
Dashwood SA	1,500	0
Deep Bay SA	3,000	0
Dunsmuir	1,500	0
Errington	8,500	0
Extension	0	0
Fairwinds	0	0
Hilliers	29,000*	11,000**
Qualicum Bay	8,500	0
Qualicum River Estates	1,000	0
Red Gap	23,000	1,000

\*includes 8,000 square feet of future inventory

\*\*8,000 square feet of unbuilt future inventory, and 3000 square feet of existing vacant space



### 7.2.2 Retail Potential

The retail projections in Table 6 are based on the assumption that RVCs and SAs grow at the population growth rate outlined in the scenario in Section 7.1.2. Numbers are estimates and approximations.

*Assumptions and Limitations:*

- In all cases, GPRA has assumed no inflation (i.e. a constant dollar analysis), so growth in spending potential and supportable square feet are directly tied to anticipated population growth.
- Estimates include spending inflow factors that account for spending that originates outside of RVC/SAs. These values are higher for those RVC/SAs that are situated along highway corridors and/or attract significant tourist spending, as compared with RVC/SAs that are more isolated or have no inherent potential to attract tourists or flow-through spending. Any differences between the current retail space inventory and the space supportable by the local population is due to this inflow.
- Retail capture rates vary in each RVC/SA. They are calculated based on local population, the local competitive retail environment and proximity to other shopping areas. The capture rates are determined for each retail category and then aggregated to get the total capture rate for an individual RVC/SA. Retail businesses in the RVC/SAs can expect to capture the following amounts of spending by the local population (in percentages): Bellevue-Church – 3.5; Bowser – 3; Cassidy – 7; Cedar – 14; Coombs – 10; Dashwood SA – 5; Deep Bay SA – 3; Dunsmuir – 2; Errington – 5; Extension – 10; Fairwinds – 7; Hilliers – 5; Qualicum Bay – 4; and Red Gap – 8.

TABLE 6: RETAIL POTENTIAL (GPRA ESTIMATES)			
RVC/SA	Existing Retail Demand & Availability (based on current population and expenditures)	Future Projected Retail Demand (based on population projections and corresponding expenditures, area growth potential, tourism trends, and regional considerations)	Regional Considerations/Influences
Bellevue – Church Road	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>4,300-5,000 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes (4,500 square feet)</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>2,000-5,000 square feet</li> </ul> <p><i>Note:</i> The significant daytime working population in this area is a key supporting population for local retail and services. Retail growth potential in this area is as much (if not more) a function of employment growth as it is population growth. With significant increase in the employment base, additional space (i.e. primarily restaurant and personal services) could be warranted.</p>	<p>This RVC is in close proximity to Parksville, Coombs, and Errington, so any retail expansion in Bellevue-Church will likely impact or be impacted by these areas. Potential new commercial development south of Parksville, near the highway, would have the largest impact on commercial opportunities in Bellevue-Church.</p>
Bowser	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>Population can support 1-2,000 square feet locally.</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes. 20,500 square feet of inventory draws significantly on pass-through traffic, inflow from nearby areas (e.g. Deep Bay), and tourism. Inflow accounts for the difference between the current space inventory and how much can be supported today by the local population.</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>1,000-2,000 additional square feet.</li> </ul> <p><i>Note:</i> Assuming tourism spending remains static and future growth is driven by additional residents.</p>	<p>With Bowser’s current retail inventory of 20,500 square feet, this gives an indication of spending being drawn into Bowser from Deep Bay SA residents as well as visitors driving along the Old Island Highway. The impact of tourist-driven retail is made apparent by the retail mix in Bowser, which includes significant space dedicated to local artists. Because Bowser is currently serving the residents of Deep Bay SA, any commercial space built in Deep Bay SA would likely negatively impact some sales from Bowser.</p>

RVC/SA	Existing Retail Demand & Availability	Future Projected Retail Demand	Regional Considerations/Influences
Cassidy	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>10,500 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes (12,000 square feet)</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>7,000-9,000 additional square feet</li> </ul> <p><i>Note:</i> There is strong retail potential based on large amounts of developable land that is under a single owner (i.e. Island Timberlands).</p>	<p>The amount of projected retail will depend upon its location and speed that the Island Timberlands properties are developed. If, for example, commercial was allowed within visibility of the highway, it would attract significantly more spending.</p> <p>Community amenities, such as a community centre, would also increase the opportunity for commercial space, as it would be a draw for local residents and increase the retail trade area.</p>
Cedar	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>45,000 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>No (56,000 square feet)</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>15,000-25,000 additional square feet</li> </ul> <p><i>Note:</i> Growth will be driven by a combination of residential growth and pass-through traffic.</p>	<p>Cedar’s core is located approximately 11 km from Downtown Nanaimo and approximately 16 km from Ladysmith, both providing a strong draw on retail spending from Cedar. Also, within a 10-minute drive to the northwest also lies a significant and growing retail and service cluster along Highway 1, between Twelfth Street and Lawlor Road. The Sandstone master plan area lies within a 5-minute drive, which includes a 30,000 square foot “neighbourhood commercial” node. All of these nearby competitive areas will cap the potential for large-scale retail expansion at Cedar.</p>
Coombs	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>10,000 square feet by RVC population.</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes. 32,000 square feet are supported by both residents and tourist/visitor traffic. Inflow accounts for the difference between the current space inventory and how much can be supported today by the local population.</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>Additional 8,000-10,000 square feet</li> </ul> <p><i>Note:</i> Growth is primarily tourism-driven.</p>	<p>Coombs, Errington, and Hilliers are in relative close proximity, so retail development in any of these areas is likely to impact the others. However, Coombs’ and Hilliers’ location on the Alberni Highway means their retail orientation will likely always be focused on the tourist/visitor market, while Errington will be focused primarily on providing convenience retail to residents. As retail in Coombs is focused on tourist traffic, growth will be dependent on the number of visitors travelling on the highway and maintaining/creating reasons for those visitors to stop. Some of the retail properties in Coombs will be needing reinvestment in the coming years, and if these properties are allowed to deteriorate, Coombs may attract a decreasing share of visitor traffic.</p>

RVC/SA	Existing Retail Demand & Availability	Future Projected Retail Demand	Regional Considerations/Influences
Dashwood SA	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>2,000 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes (1,500 square feet)</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>Additional 3,000 to 6,000 square feet assuming population growth to 900 residents.</li> </ul> <p><i>Note:</i> Based on current OCP designations, Dashwood SA has already reached its build-out limit.</p>	<p>Dashwood SA is an estimated 10-minute drive from Qualicum Beach, which already has an extremely attractive commercial core. As such, it is unlikely that Dashwood SA would be able to attract significant visitor spending, so any future commercial development in the area would need to be convenience based.</p>
Deep Bay SA	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>2,000-3,000 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes (3,000 square feet)</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>2,000-4,000 additional square feet</li> </ul> <p><i>Note:</i> If the proposed master planned community goes forward, this growth potential would be significantly higher.</p>	<p>It is believed that residents from Deep Bay SA are currently making some convenience purchases in Bowser, so new retail development in Deep Bay SA would be expected to impact retail performance in Bowser.</p> <p>Given the oceanfront location, it is expected that retail in Deep Bay SA would also attract significant visitor spending as well as spending from residents from Bowser.</p>
Dunsmuir	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>2,000 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes (1,500 square feet)</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>1,500-3,500 additional square feet</li> </ul> <p><i>Note:</i> Growth will be locally-driven.</p>	<p>Dunsmuir is thought to have a marginally higher capture rate potential for retail space than Dashwood SA due to its increased distance from Qualicum Beach. However Dunsmuir is in very close proximity to Qualicum Bay, which due to tourist visitation, is more likely to see commercial development. Similar to Dashwood SA, Dunsmuir is unlikely to see significant visitor spending, so any commercial development would be relying on the local population base, and therefore would need to be convenience oriented.</p>
Errington	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>7,500 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes (8,500 square feet)</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>2,000-3,000 additional square feet</li> </ul> <p><i>Note:</i> Growth will be driven by local spending plus spending in neighbouring areas.</p>	<p>Errington likely attracts spending by residents from the Coombs and Bellevue-Church Road areas, due to Errington’s convenience commercial node.</p> <p>Given that Errington likely supports spending from residents in Coombs and Bellevue-Church Road, residential growth in those areas will also support commercial opportunities in Errington.</p>

RVC/SA	Existing Retail Demand & Availability	Future Projected Retail Demand	Regional Considerations/Influences
Extension	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>2,000-3,000 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>No (0 square feet)</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>3,500-4,500 square feet</li> </ul> <p><i>Note:</i> growth will be locally driven.</p>	<p>As a relatively isolated community, current and future residents of Extension would benefit from the inclusion of a small neighbourhood-serving retail node. A population of 580 in 2036 would be well-served by a small retail centre.</p> <p>However, relative isolation and lack of access/visibility make the economics of retail development at Extension questionable.</p>
Fairwinds	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>30,000 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>No (0 square feet). Inflow accounts for the difference between the current space inventory and how much can be supported today by the local population.</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>45,000 to 55,000 square feet</li> </ul> <p><i>Note:</i> With the proposed multi-family high density village at Schooner Cove, along with the most recent master plan for the Lakes District, Fairwinds has great potential to warrant significant commercial space.</p>	<p>Expected population growth in Red Gap is expected to support additional commercial opportunities without strongly negatively impacting sales in Fairwind.</p> <p>Expected growth in and around the Schooner Cove Village will warrant a locally-serving grocery-anchored village node of approximately 30,000 square feet. Additional retail space will be developable elsewhere in Fairwinds; the current master plan sets aside a secondary area for future commercial development.</p>
Hilliers	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>3,500 square feet by local trade area residents.</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes (29,000 square feet). Inflow accounts for the difference between the current space inventory and how much can be supported today by the local population.</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>3,000 -4,000 additional square feet.</li> </ul> <p><i>Note:</i> Growth is primarily driven by local residents. Further growth is possible due to high visibility and capture of pass-through traffic. Non-locally driven retail could grow by 10,000+ square feet.</p>	<p>Much of the retail space currently being constructed along the highway is speculative, and is being planned/built based on assumed spending capture from highway traffic.</p> <p>It is believed that this commercial development is not dependent on growth in Hilliers or the immediate trade area.</p>

RVC/SA	Existing Retail Demand & Availability	Future Projected Retail Demand	Regional Considerations/Influences
Qualicum Bay	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>2,000-3,000 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes (8,500 square feet). Inflow accounts for the difference between the current space inventory and how much can be supported today by the local population.</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>2,000 square feet</li> </ul> <p><i>Note:</i> Additional retail would likely be driven by the tourist/visitor market.</p>	<p>Because Qualicum Bay is already a draw for tourists and already has convenience and restaurants, it also likely attracts spending from Dunsmuir residents. Additional retail development in Qualicum Bay would also impact the potential for retail space in Dunsmuir.</p>
Qualicum River Estates	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>1,000 square feet (surrounding trade area)</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes (est. 1,000 square feet)</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>If QRE grows to 350 residents, local population of the RVC could support 3-4,000 square feet. The wider trade area would be able to support additional space.</li> </ul> <p><i>Note:</i> With spending in both an expanded RVC and nearby residents, retail space of 5,000-7,000 square feet could be warranted</p>	<p>Based on the assumption that Qualicum River Estates will be able to achieve 1/3<sup>rd</sup> of its OCP build-out target by 2036, there will be growth in this RVC to 113 residents from the current estimate of 2. Future retail growth in this RVC will be driven almost entirely by the population in the RVC and the immediate surrounding subdivisions, especially given the area’s lack of visibility and easy highway access.</p>
Red Gap	<p><i>How much can be supported today?</i></p> <ul style="list-style-type: none"> <li>23,000 square feet</li> </ul> <p><i>Consistent with current space inventory?</i></p> <ul style="list-style-type: none"> <li>Yes (23,000 square feet)</li> </ul>	<p><i>How much more can be supported by 2036?</i></p> <ul style="list-style-type: none"> <li>20,000-25,000 square feet</li> </ul>	<p>The combined growth that is expected to occur in both Red Gap and Fairwinds (including the mixed-use village core of Fairwinds at Schooner Cove) will mean that the two areas can grow without strongly negatively impacting sales in either area.</p>

### 7.3 Overall Evaluation for Development and Market Viability

Based on considerations for population, population growth, and retail potential, the RVC/SAs have been ranked in three categories with respect to likelihood of attracting residents and additional commercial investment:

#### Highest Performance Category:

- Cedar – Cedar has the largest expected population growth of all the RVCs and already has a successful commercial hub.
- Fairwinds (Schooner Cove) – With the potential development of a high density village at Schooner Cove, including 30,000 square feet of retail space, this portion of Fairwinds would be a successful pedestrian oriented retail and amenity hub.
- Red Gap – This RVC is forecasted to have demand for an additional 20,000 square feet of retail space over and above the existing successful retail hub that exists today.
- Cassidy – This RVC has potential to have a strong retail / amenity node with its master planned community, especially if the large scale development takes place on the Island Timberlands property.
- Coombs – This RVC is estimated to have potential for an additional 8,000 to 10,000 square feet of retail. Coombs already has strong retail anchors, and room for additional retail to develop.
- Bellevue-Church Road – This RVC is unique with its strong employment base. The retail in Bellevue-Church Road primarily serves day-time employees, and as the employment hub grows, the potential for retail growth will follow.
- Bowser – Bowser already has roughly 20,000 square feet of retail space. Much of this retail space serves the tourist market, and the residences in the surrounding area including the Deep Bay SA. The existing retail is very attractive, and Bowser benefits from its location on the Old Island Highway. Growth within the Bowser RVC is only expected to support an additional 1,000 to 2,000 square feet, however, Bowser could be expected to continue to capitalize on tourist spending, and spending from the Deep Bay area if the development at Deep Bay does not proceed.

#### Mid-Performance Category:

- Deep Bay SA – If the proposed development at Deep Bay does not proceed, the Deep Bay SA could support an additional 2,000-4,000 square feet of retail space. If the Deep Bay project does proceed, it would be expected to attract tourist spending due to its waterfront location and spending from residents in the new project.

- Errington – Errington already has a strong mix of locally serving retail, and with projected growth it is expected that the RVC could expand by an additional 2,000-3,000 square feet. Errington attracts spending from residents of Coombs and Bellevue-Church, and this is expected to continue.
- Hilliers – Hilliers is well located for retailers that require highway visibility. Population growth in the area will support an additional 3,000-4,000 square feet by 2036. The speculative development of retail space in the area is one indicator of retail potential.
- Qualicum Bay – Although population growth only warrants an additional 2,000 square feet of retail, Qualicum Bay will attract additional spending due to its waterfront location.

**Lowest Performance Category:**

- Dunsmuir – Dunsmuir only has 2,000 square feet of existing retail, and is only likely to see 1,000 square feet of additional demand due to population growth.
- Dashwood – Dashwood’s close proximity to Qualicum Beach precludes the likelihood of significant retail development in the area.
- Extension – Extension’s potential to support retail is exclusively dependant on its resident population due to its isolation. Based on population projections, GRPA anticipates support for 3,500 -4,500 square feet of retail demand. As it is a small, isolated community, it will be difficult to attract interest from retail developers and businesses.
- Qualicum River Estates – While Qualicum River Estates has significant land area for retail development, the combination of relative isolation, low population density, and low population growth projections, make support for more than a small neighbourhood serving node unlikely.



## 8. WATER AND WASTEWATER INFRASTRUCTURE

Section 8 discusses and evaluates the viability of expanding existing or installing new water and wastewater infrastructure for each RVC/SA within the context of existing and projected populations, existence of current infrastructure, and proximity to existing infrastructure. The appendix outlines centralized and decentralized approaches/options for communities with respect to wastewater.

### 8.1 Existence of Community Wastewater System and Additional Capacity / Connection Viability

Cedar and Fairwinds, which are both serviced by community wastewater infrastructure, are also the RVC/SAs with the highest current and projected populations. Based on current sewer flow rates<sup>43</sup>, community wastewater service is not considered financially feasible for the other RVC/SAs, which have significantly smaller current and projected populations and do not currently have wastewater service. Opportunities for expansion or new community service can be determined through a feasibility study. While community wastewater systems can be technically feasible in most communities, they are not necessarily financial feasible. Opportunities for expansion of existing systems or creation of new community service can be determined through a feasibility study.

Based on 2036 population projections, the only RVC/SA whose sewage flow rate is expected to reach the levels found in RVCs currently serviced by wastewater infrastructure (i.e. Cedar and Fairwinds) is Cassidy. However this does not necessarily suggest that a community wastewater system would be viable; a feasibility study would help determine this. As such, the only two RVC/SAs that receive a ranking in the highest performance category with respect to community wastewater infrastructure are: Cedar and Fairwinds.

It is more feasible for the other communities to invest in upgrades to their current septic systems or in installations of multiple-household, on-site systems.

### 8.2 Existence of Community Water System and Additional Capacity / Connection Viability

Table 8 identifies which RVC/SAs have community water systems in place, and addresses expansion opportunities. Section 8.3 summarizes the evaluation and ranking.

---

<sup>43</sup> These rates are based on calculations for wastewater generation per person from a 2006 Environment Canada national survey of municipal wastewater systems. The sewer flow rate is assumed to be 660 l/capita/day.

TABLE 7: POPULATION AND SEWAGE FLOW RATE, AND EXISTENCE OF COMMUNITY WASTEWATER SYSTEM AND CAPACITY

RVC/SA	Population 2011	Projected Population in 2036	Projected Sewer Flow Rate in 2011 (m <sup>3</sup> /day)	Projected Sewer Flow Rate in 2036 (m <sup>3</sup> /day)	Existence of Community Wastewater System	Is there additional capacity and/or connection opportunities?
Bellevue – Church Road	718	1390	474	917	N	n/a
Bowser	166	337	110	222	N	n/a
Cassidy	934	1896	616	1251	N	n/a
Cedar	1942	3943	1282	2602	Y	While there is not significant additional capacity, opportunities for additional connections should be studied.
Coombs	230	450	152	297	N	n/a
Dashwood SA	458	930	302	614	N	n/a
Deep Bay SA	279	566	184	374	N	n/a
Dunsmuir	338	686	223	453	N	n/a
Errington	64	124	42	82	N	n/a
Extension	286	581	189	383	N	n/a
Fairwinds	1439	2922	950	1929	Y	There is significant capacity to accommodate additional connections.
Hilliers	248	481	164	317	N	n/a
Qualicum Bay	206	418	136	276	N	n/a
Qualicum River Estates	2	113	1	75	N	n/a
Red Gap	636	1291	420	852	N	n/a

TABLE 8: EXISTENCE OF COMMUNITY WATER SYSTEM AND CAPACITY		
RVC/SA	Existence of Community Water System	Is there additional capacity and/or connection opportunities?
Bellevue – Church Road	Y	EPCOR Water Services provides service to a limited number of lots. There is possibility of expansion but further study is needed.
Bowser	Y	Bowser is served by the Bowser Waterworks Water Service but expansion opportunities are limited due to land use / ownership (i.e. Crown lands) constraints. The Deep Bay Improvement District, which services a number of properties in Bowser, might be able to add capacity but further study is needed.
Cassidy	N	The nearest potential connection is with Cedar, which is approximately 9 km away, though study is needed to determine whether capacity expansion is viable.
Cedar	Y	The North Cedar Improvement District services Cedar. Volumes are sufficient but infrastructure is inadequate to store and distribute water. Expansion and improvement opportunities need to be studied, which is expected to occur this year. In the meantime, no further applications for water service are being accepted.
Coombs	N	There is no nearby community water system to which Coombs can connect.
Dashwood SA	Y	The Little Qualicum Waterworks District serves Dashwood. Potential opportunity for expansion has been identified but further study is needed.
Deep Bay SA	Y	The Deep Bay Improvement District services this SA. It might be able to add capacity but further study is needed.
Dunsmuir	Y	Qualicum Bay-Horne Lake Waterworks is serving Dunsmuir. Expansion viability is being studied.
Errington	N	There is no nearby community water system to which Errington can connect.
Extension	Y	Excluding 45 undeveloped lots, all properties are within – and most are connected to – the South West Extension Waterworks District service area. Water is available for expansion / further development.
Fairwinds	Y	All properties are within the Nanoose Bay Peninsula Water Service Area. There is no additional capacity and applications for expansion are not being accepted.
Hilliers	N	There is no nearby community water system to which Hilliers can connect.
Qualicum Bay	Y	Qualicum Bay-Horne Lake Waterworks is serving Qualicum Bay. Expansion viability is being studied.
Qualicum River Estates	N	There is no nearby community water system to which Qualicum River Estates can connect.
Red Gap	Y	Most properties are connected to the Nanoose Bay Water Service Area. There is no more capacity and applications for expansion are not being accepted.

### 8.3 Overall Evaluation for Water and Wastewater Infrastructure

**Highest Performance Category** – The following RVCs have both community water and wastewater infrastructure already in place. For the latter, there is capacity for expansion.

- Cedar; and
- Fairwinds.

**Mid-Performance Category** – While the following RVC/SAs do not have community wastewater systems in place, they do have community water service. While Cassidy does not have community water service, it has been included here because its 2036 population projections will generate sewage flow rates that are comparable with Fairwinds today, which currently has community wastewater infrastructure in place.

- Bellevue-Church Road;
- Bowser;
- Dashwood SA;
- Deep Bay SA;
- Dunsmuir;
- Extension;
- Qualicum Bay;
- Red Gap; and
- Cassidy.

**Lowest Performance Category** – The following RVCs have neither community water nor community wastewater infrastructure. These RVCs are also not close to existing services, so opportunities to connect to existing systems do not exist.

- Coombs;
- Errington;
- Hilliers; and
- Qualicum River Estates.

## 9. OVERALL EVALUATION

### 9.1 Evaluation Summary

To recap, the objective of the RVC Study is to identify the RVC/SAs that have the most potential to evolve into compact, complete communities that warrant the investment required to serve them with community waste and wastewater facilities and public transit. The parameters of the study are based on the RDN Regional Growth Strategy's requirements that compact, complete communities should be: pedestrian-oriented; supportive of regular transit service; capable of attracting and supporting commercial services and amenities; and able to demonstrate how their development will contribute to Regional Growth Strategy Goals. For purposes of this study, consideration is also given to water and wastewater infrastructure.

Sections 6-8 of this report provides detailed evaluations for the RVC/SAs within the context of the three distinct categories of: community structure/design and land use; development and market viability; and water and sewage infrastructure. Table 9 combines these categories, which results in the following ranking<sup>44</sup>:

- **Cedar** ranks the highest in all three categories;
- **Bowser, Red Gap, Coombs, and Fairwinds** perform the second best, ranking highest in two of three categories;
- **Bellevue-Church Road, Cassidy, Errington, Dashwood SA, Deep Bay SA, Extension, Hilliers, Qualicum Bay, and Dunsmuir** rank mid-low range in all categories; and
- **Qualicum River Estates** ranks the lowest among the RVC/SAs, scoring lowest in all categories.

---

<sup>44</sup> As noted previously, the performance of each RVC/SA is relative to the other RVC/SAs. The performance of each RVC/SA in more absolute terms – particularly with respect to community structure/design and land use – is based on criteria for “compact, complete communities” outlined in Part B and included in Charts 1-8 in Part C.

TABLE 9: OVERALL EVALUATION SUMMARY				
RVC/SA	Community Structure & Land Use	Development & Market Viability	Water & Wastewater Infrastructure	RANKING (lowest is best)
Bellevue – Church Road	3	1	2	4
Bowser	1	1	2	2
Cassidy	3	1	2	4
Cedar	1	1	1	1
Coombs	1	1	3	3
Dashwood SA	2	3	2	5
Deep Bay SA	3	2	2	5
Dunsmuir	2	3	2	5
Errington	1	2	3	4
Extension	2	3	2	5
Fairwinds	3	1	1	3
Hilliers	2	2	3	5
Qualicum Bay	2	2	2	4
Qualicum River Estates	3	3	3	6
Red Gap	1	1	2	2

# APPENDICES

Public Input Summary

Centrality Maps

Centralized and Decentralized Infrastructure Approaches



# Public Input Summary Rural Village Centre Study RDN Regional Growth Strategy

October 2012

Submitted to:  
Paul Thompson  
Director of Long Range Planning  
Regional District of Nanaimo

Submitted by:  
**DIALOG**

SIDEWALKS  
ON MAIN  
STREET

USE OF  
MOTI R.O.W.  
FOR ROADSIDE  
TRAILS—  
ENCOURAGE  
WALKING &  
CYCLING IN SAFETY

BIKE  
HOLDERS

I WOULD  
LOVE TO SEE  
A PLACE TO  
TIE A HORSE  
& HAVE BICYCLE

MORE ACCESS  
(TRAILS) TO  
NATURAL  
AMENITIES  
- RIVER

TRAFFIC  
CALMING

BIKE-HORSE  
AND WALKING

PHARMACY

MORE  
SELECTION  
FOR SHOPPING

A FEW MORE  
CRUCIAL  
BUSINESSES  
- BAKERY  
(AGAIN)  
- PHARMACY

HEALTH  
CLINIC

more community  
amenities  
locally to avoid  
driving

PLACES  
LIKE COO

CREATION  
OF  
FACILITIES  
FOR  
ACTIVITIES

FREE  
RECREATION  
Horse Shoes  
Pump COURSE  
Water PARK

CENTRAL  
COMMUNITY  
HALL

Cassidy  
- lacks comm.  
amenities  
and a  
community  
gathering  
place

LIBRARY

MEDICAL  
CENTRE

FEED/AG  
STORE

FARMERS'  
MKT

ABILITY TO





## TABLE OF CONTENTS

1. INTRODUCTION .....	1
2. PUBLIC INPUT OVERVIEW   EMERGENT THEMES.....	4
3. ON-LINE SURVEY.....	5
4. OPEN HOUSES .....	15
5. ADDITIONAL CORRESPONDENCE.....	24



## 1. INTRODUCTION

### 1.1 Project Background

The Rural Village Centre Study is an implementation project of the Regional District of Nanaimo's (RDN) Regional Growth Strategy (RGS) to help better inform decisions regarding future land use and development in the region. The RGS' key strategy for managing growth and development is to focus it within designated growth areas; within the Electoral Areas (i.e. outside the urban centres), these designated growth areas are called Rural Village Centres (RVCs). Since adoption of the RGS, questions have been raised about the ability of some of the RVCs to evolve into compact, complete communities that warrant investment required to serve them with community water and waste water facilities. As such, **the objective of the Rural Village Centre Study is to identify the RVCs that have the most potential to evolve into complete, compact communities.**

The RGS specifies that compact, complete communities should:

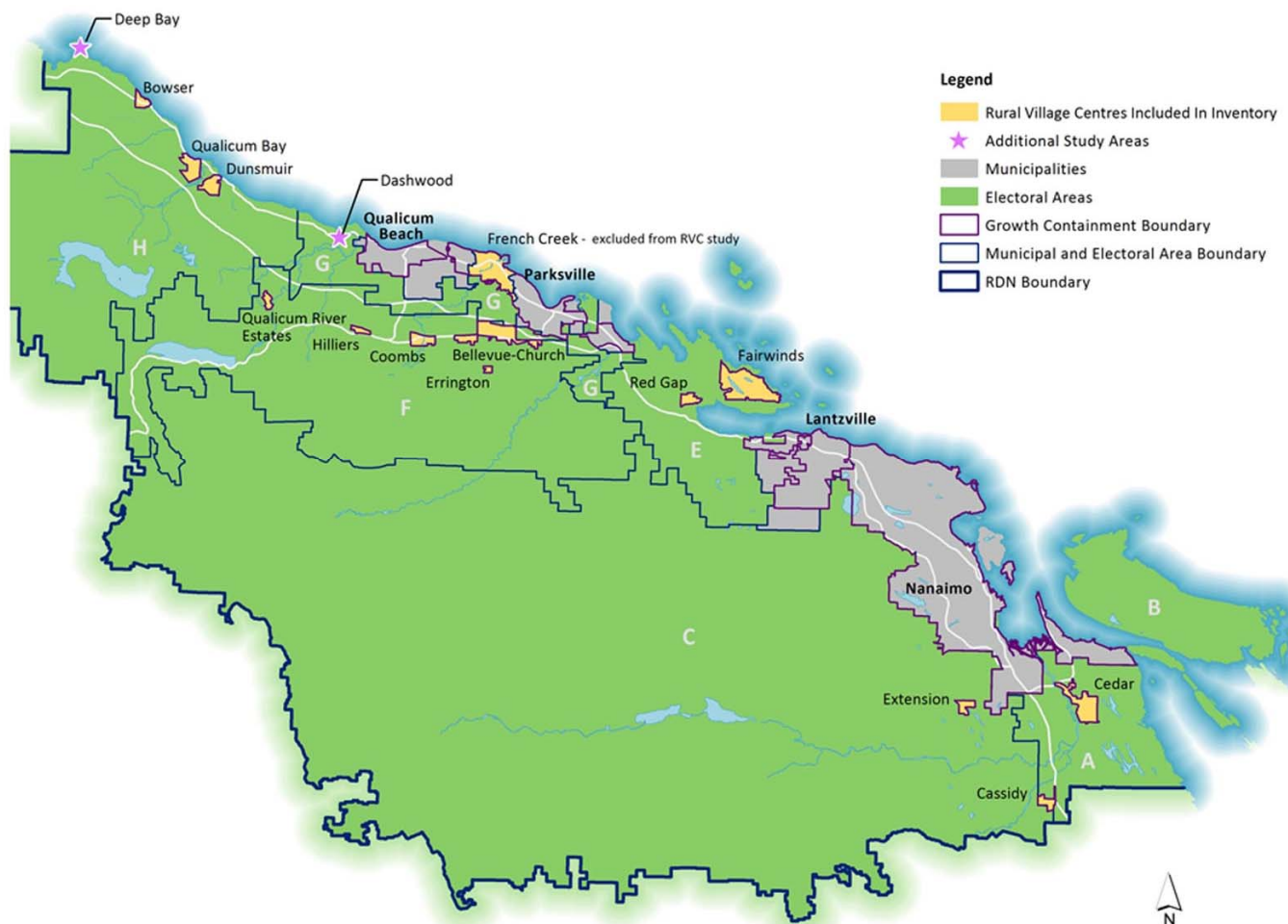
- Be planned and designed as pedestrian-oriented and transit supportive;
- Be compact, complete and compatible in character with local context;
- Attract and support local commercial development;
- Attract and support local commercial services and amenities;
- Support regular transit service; and
- Demonstrate how their development will contribute to the goals of the Regional Growth Strategy.

There are 14 RVCs in the RDN:

- Electoral Area A - Cedar and Cassidy
- Electoral Area C - Extension
- Electoral Area E - Fairwinds and Red Gap
- Electoral Area F - Bellevue-Church, Errington, Coombs, Hilliers, and Qualicum River Estates
- Electoral Area G - French Creek
- Electoral Area H – Dunsmuir, Qualicum Bay, and Bowser

French Creek has been excluded from this study because it is considered to be largely completely developed, with most of it already serviced by community water and sewer, and transit. Two other areas were included in the study that are not currently RVCs (but will be referred to as such for convenience and purposes of this report): Deep Bay and Dashwood. Similarly, Bellevue-Church is officially designated as a Rural Service Area (RSA) but will be referred to as an RVC in this report.

**Map 1: Rural Village Centres in the Regional District of Nanaimo (source: RDN)**



## 1.2 Purpose of Public and Stakeholder Input

While this project is intended to be a quantitative study that aspires for a high degree of objectivity, it has been recognized that there is a role for public and stakeholder input into the process. Engagement/consultation objectives are:

- To inform about the study;
- To obtain information from residents and stakeholders about:
  - values and assets around RVCs/SAs (perceived strengths);
  - unmet needs and wants around RVCs/SAs (perceived weaknesses or opportunities); and
- To provide the opportunity for residents and stakeholders to engage in a discussion that matters to them.

While public and stakeholder input do not impact the outcomes of the study, this summary will be provided as context for discussion by the RDN in determining how to use the results of the study.

## 1.3 Public and Stakeholder Engagement Process

Public and stakeholder engagement included the following activities, which largely took place in June 2012:

- Site tours and discussions with Directors of Electoral Areas F and H;
- Market research interviews with local stakeholders;
- Public on-line survey; and
- Public and stakeholder open houses in each Electoral Area.

All Board Directors were individually contacted by phone, and invited to open houses and to contact the consulting team should they wish to discuss the study. Stakeholders identified by Board Directors were also invited to contact the consulting team should they wish to discuss the study.

Advertising efforts for the survey and open houses included: multiple advertisements in newspapers in each of the Electoral Areas; emails to RDN contacts, Board Directors, and community listserves; and posted information on the RDN's website.

This report summarizes the outcomes of the on-line survey and open houses.

## 2. PUBLIC INPUT OVERVIEW | EMERGENT THEMES

### 2.1 Low Participation Rates

With the exception of the input received during the Electoral Area H Open House (namely regarding Bowser and Deep Bay) and possibly the input received in the survey for Qualicum River Estates, there was very low participation in engagement activities. In the cases of some RVCs, public input reflects the perspectives of just a handful of residents.

As such, much of the information in this report should be understood within this context. Outside of Electoral Area H, the input contained in this summary may not necessarily represent the general perspectives of residents living in the region's RVCs.

### 2.2 Themes Across RVCs

While there certainly is diversity of options within and across RVCs, there are some common themes that emerged during consultations. They are as follows:

- **Rural lifestyle and character (which is often understood to be low-density residential), environment and natural areas, and sense of community are greatly valued** across the study area's RVCs, and there is a strong desire to preserve these qualities;
- **Non-existent or insufficient transit service has been identified as a strong negative**, either in terms of meeting existing needs or as a barrier preventing RVCs in becoming compact, complete communities;
- **Residents wish to have more destinations, services, and social gathering places, and improved pedestrian and cyclist infrastructure.** Participants feel that these improve their RVCs, encourage active transportation, and make RVCs more viable as compact, complete communities.
- **Residents are generally open to adding either a "few" (preferred) or "many" more homes** to their RVCs.
- **Residents are generally open to adding either a "few" (preferred) or "many" more shops, services, and job opportunities** (i.e. commercial and industrial development) to their RVCs.
- **There is some interest in enhancing water and/or sewage infrastructure.**

Emergent themes from individual RVCs are detailed throughout the rest of this report.

### 3. ON-LINE SURVEY

Two surveys were posted online and advertised for a few weeks in June: one for residents living in or near RVCs; and a second for visitors. A total of 147 respondents participated in the resident survey, with 99 completing every single question (i.e. 67% completion rate). Overall, the response rate was not strong, with fewer than 2% of the official RVC study population providing input.

#### Demographic Information of Respondents:

- *Age* – Over 40% of respondents were between 60-69 years old. There was little representation from residents between the ages of 25 and 59, and no representation from residents younger than 24.
- *Household Size* – 64% of respondents live in a household size of two people. 13% live alone, and 19% live in households of 3-4 people. Less than 5% live in households of five or more.
- *Sex* – More females (58%) participated in the survey than males (42%).
- *Place of Work or Study* – 43% of respondents are retired, and therefore do not work or study/train in the RVC in which they live or live nearby. 34% of respondents do not study/work in the RVC, while 21% do.

#### Note:

French Creek results are not included in this summary as only four respondents participated in the survey and the RVC is outside the scope of this study.

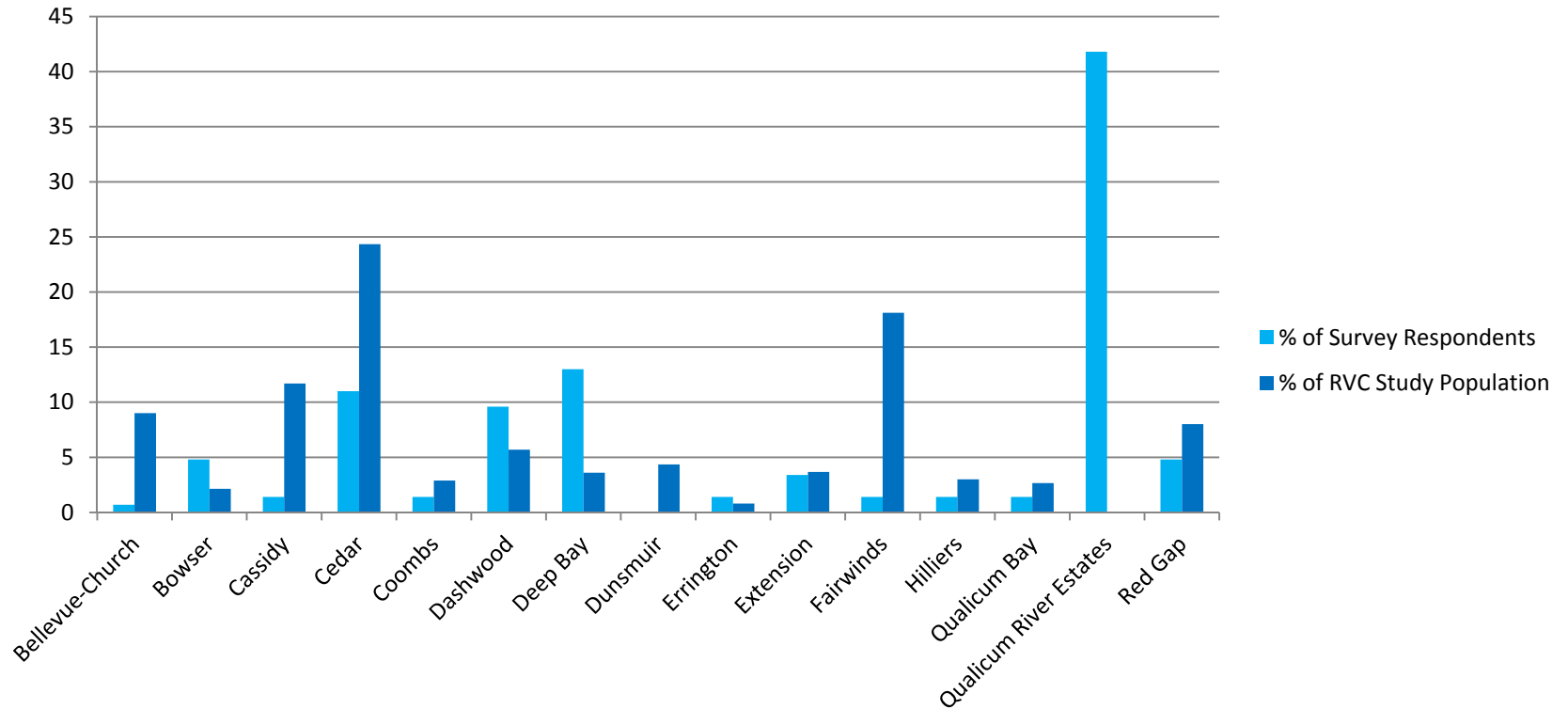
Only 10 respondents completed the visitor survey; as such, this input is not summarized or discussed here. An automated report that was generated from the on-line visitor survey has been submitted under separate cover to the RDN.



### 3.1 In which RVC do you live or live nearest to?

The overwhelming response came from Qualicum River Estates (i.e. 61 respondents or 41.8% of total respondents indicated that they live in or near this RVC), which is surprising given the relatively low attendance at the Public Open House and small population. There was a disproportionately high response from Dashwood, Deep Bay, and Bowser (relative to the total number of respondents), and an even more disproportionately low response from Bellevue-Church, Cassidy, Dunsmuir, and particularly Fairwinds.

Chart 1 - Survey Respondents and Relative Population by RVC

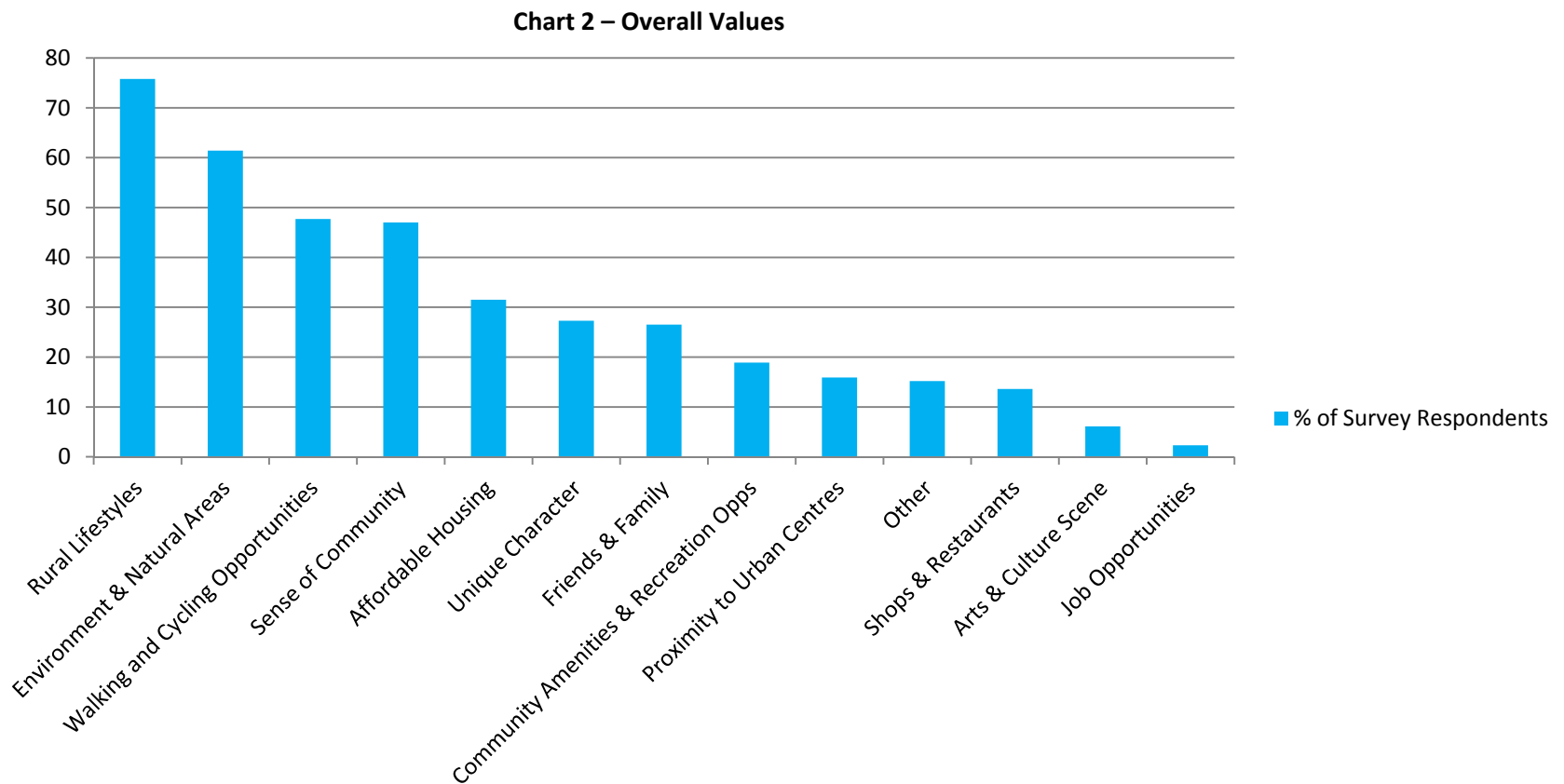


### 3.2 Think about what makes your RVC special. What do you most value about living in or near it?

Across the RVCs, well over half of respondents selected “rural lifestyles” and “environment and natural areas” as RVC characteristics that they most value. Chart 2 outlines the results.

Likewise, within each individual RVC – with the exception of Coombs (which only had two respondents) – “rural lifestyle” was identified as a top value. “Environment and natural areas” were also generally popular in all RVCs, with Bowser and Red Gap being the only two RVCs (excluding those receiving five or fewer responses) with fewer than 50% of respondents identifying it as a top value.

Note: Respondents were asked to select their **top three values** for this question, as well as others with multiple options.



Other emergent themes from individual RVCs that are not captured in Chart 2 include the following relative emphases (i.e. where “greater” refers to a significantly higher response rate, and where “weaker” refers to a significantly lower response rate, relative to Chart 2):

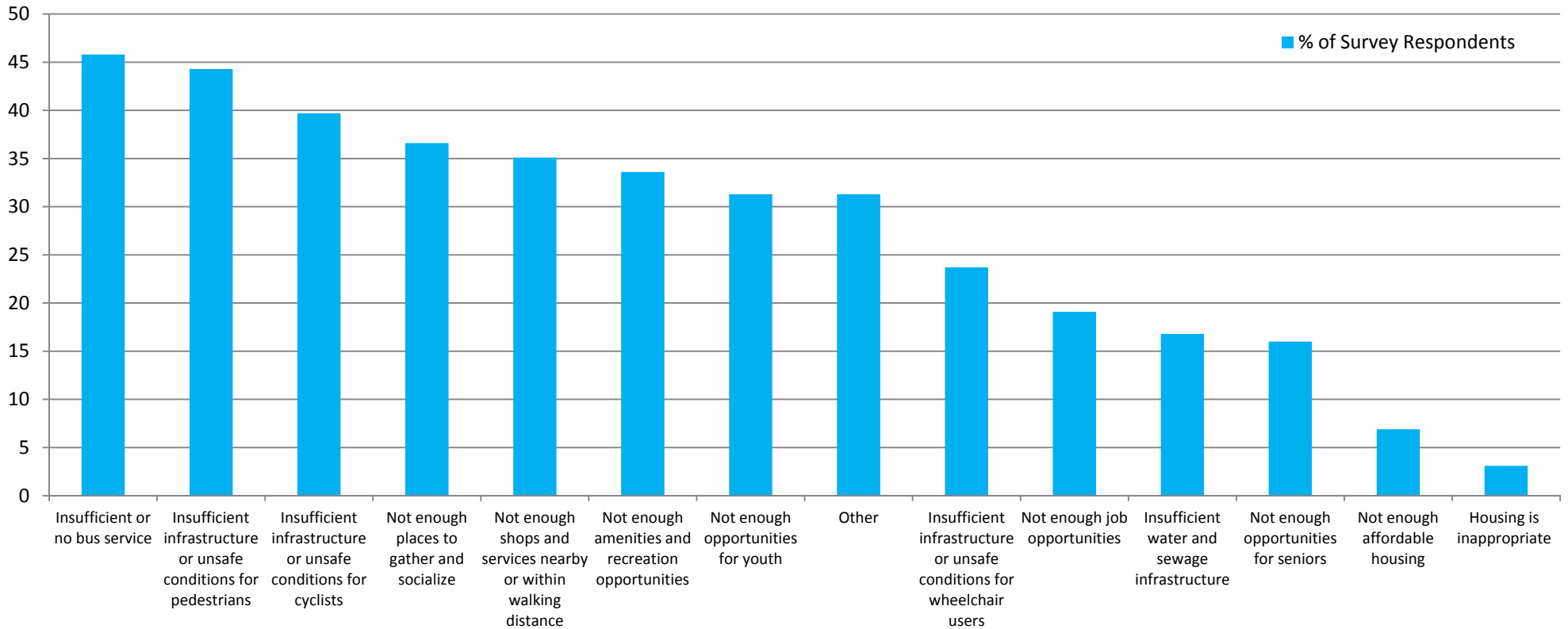
- Bowser – Sense of Community (greater) and Affordable Housing (weaker);
- Cedar – Proximity to Urban Centres (greater);
- Dashwood – Friends and Family (greater) and Shops and Restaurants (weaker);
- Deep Bay – Friends and Family (weaker);
- Extension – Community Amenities and Recreation Opportunities (weaker);
- Qualicum River Estates – Sense of Community (weaker), Affordable Housing (greater), Unique Character (weaker), Community Amenities and Recreation Opportunities (weaker), and Shops and Restaurants (weaker); and
- Red Gap – Walking and Cycling Opportunities (weaker), Affordable Housing (weaker), Friends and Family (greater), and Proximity to Urban Centres (greater).

### **3.3 Think about what is missing in the RVC where you live or live nearby. How are your needs not being met?**

While the responses are more evenly dispersed across survey options than in the previous question, the majority of responses focus on: insufficient transit service; insufficient infrastructure for active-modes of transportation; and a lack of destinations for socializing, shopping, recreating, and accessing services. Chart 3 presents these results.

Within specific RVCs, responses usually align with local available services within the RVC. For example, there were proportionately more responses identifying social gathering places and transit service as being unmet needs in Dashwood and Extension. Conversely, there were fewer such responses in Cedar and Red Gap.

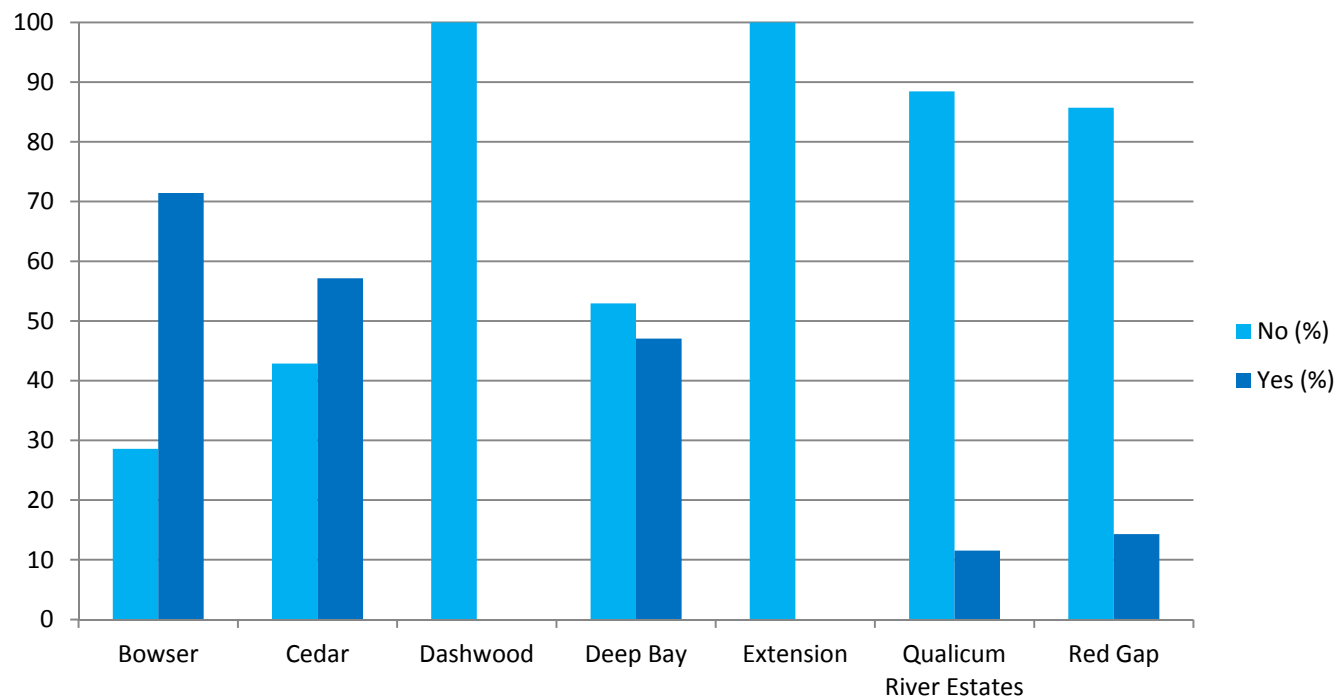
Chart 3 – Overall Unmet Needs



**3.4 Think about the places you visit that don't include work or school. This includes destinations where you meet your weekly needs and participate in cultural and recreational activities. Are they primarily in the RVC where you live or live nearby?**

Chart 4 identifies responses to this question by RVC. (RVCs receiving fewer than three responses are not included.) Approximately half or more than half of respondents who indicate that they meet their weekly needs locally live in or near Bowser, Cedar, and Deep Bay. Most respondents do not meet their weekly needs in RVCs, particularly in Dashwood and Extension, which generally aligns with the availability of non-residential destinations and services.

**Chart 4 – Meeting Weekly Needs within RVCs**



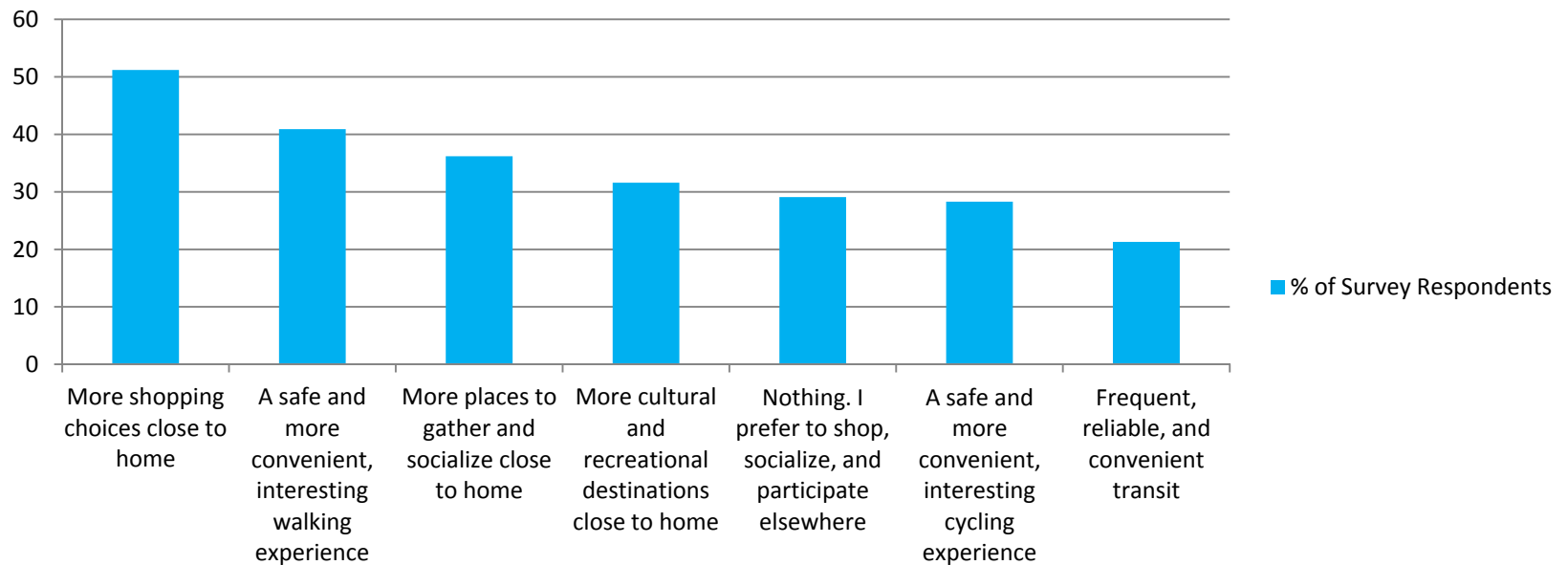
### 3.5 What would make you do more of your shopping, socializing, and recreating in the Rural Village Centre where you live or live nearby?

Chart 5 identifies responses to this question, in which there is an overall emphasis on the need for more destinations and services. Pedestrian infrastructure also ranks high.

Responses for individual RVCs do not necessarily align with existing availability of services or destinations, suggesting that even in those RVCs that already have services and destinations (e.g. shopping choices, gathering places, etc), there is a recognition that a greater amount of such amenities would serve to encourage more local shopping, socializing and recreating.

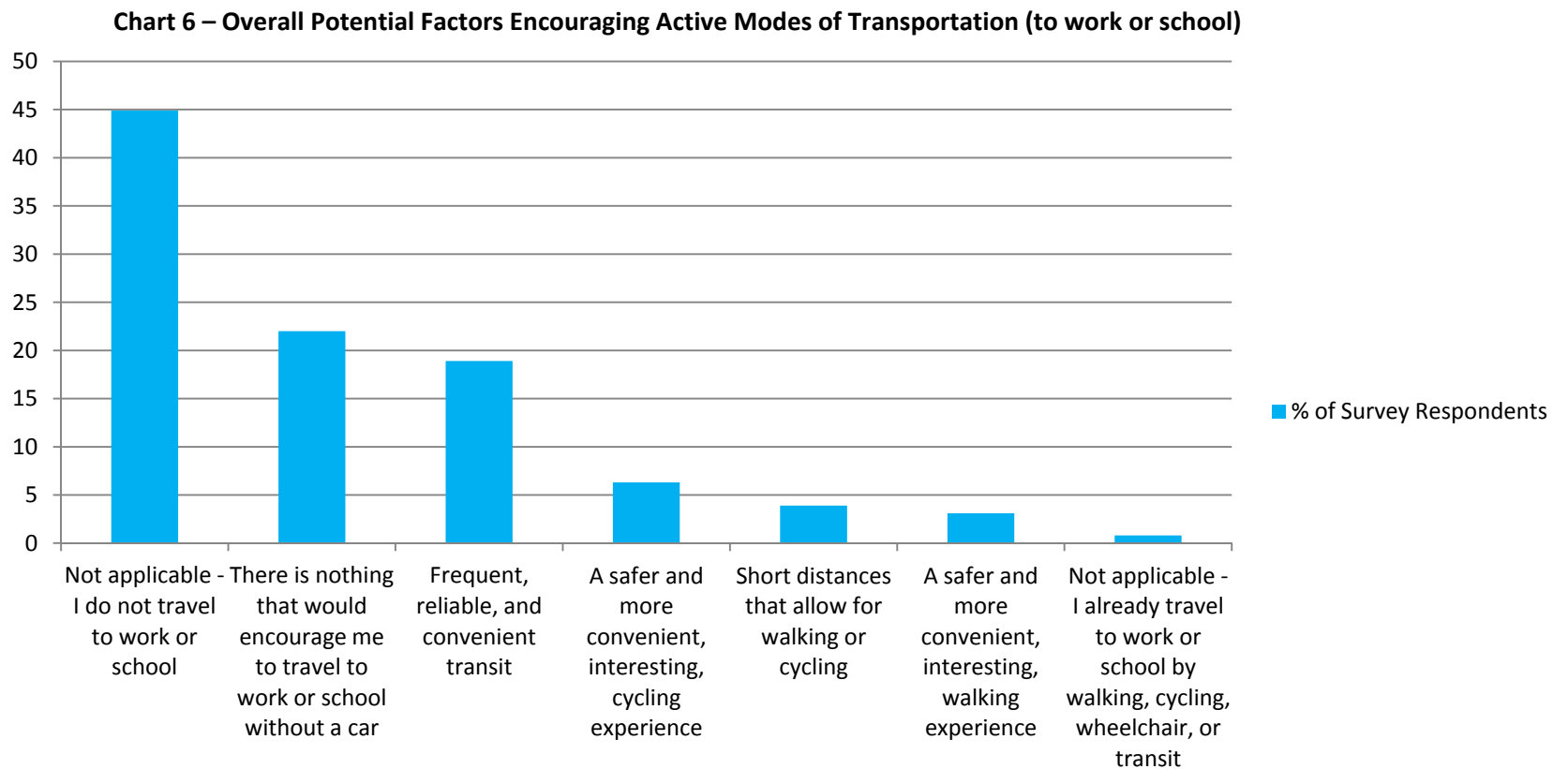
Respondents indicating that they prefer to shop, socialize, and participate elsewhere cite the main two reasons: a desire to see no change, including no commercial development; and satisfaction with visiting nearby urban centres.

**Chart 5 – Overall Potential Factors Encouraging Use of Local Destinations and Services**



### 3.6 What would most encourage you to travel to work or school by means other than a car?

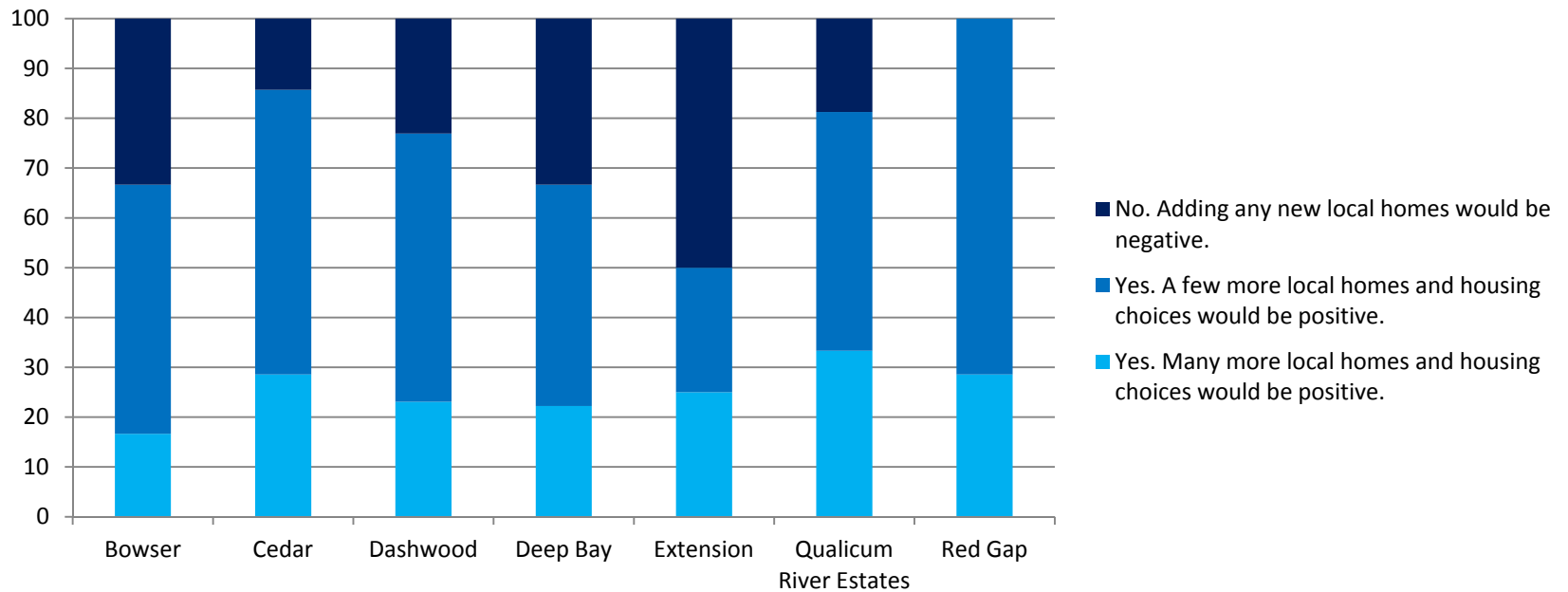
Chart 6 identifies responses to this question. This question is not applicable for 45% of respondents, who indicate that they are retired, not employed or not studying/training. The majority of the remaining respondents identify transit service and “nothing” as factors that would encourage them to travel to work or school by means other than a car.



### 3.7 Would you like to see more residential development in the RVC where you live or live nearby?

Chart 7 indicates preferences for degree of residential development. In all the RVCs except for Extension, the majority of respondent think it would be positive to add either a few or many more local homes / housing choices.

Chart 7 – Views on More Residential Development

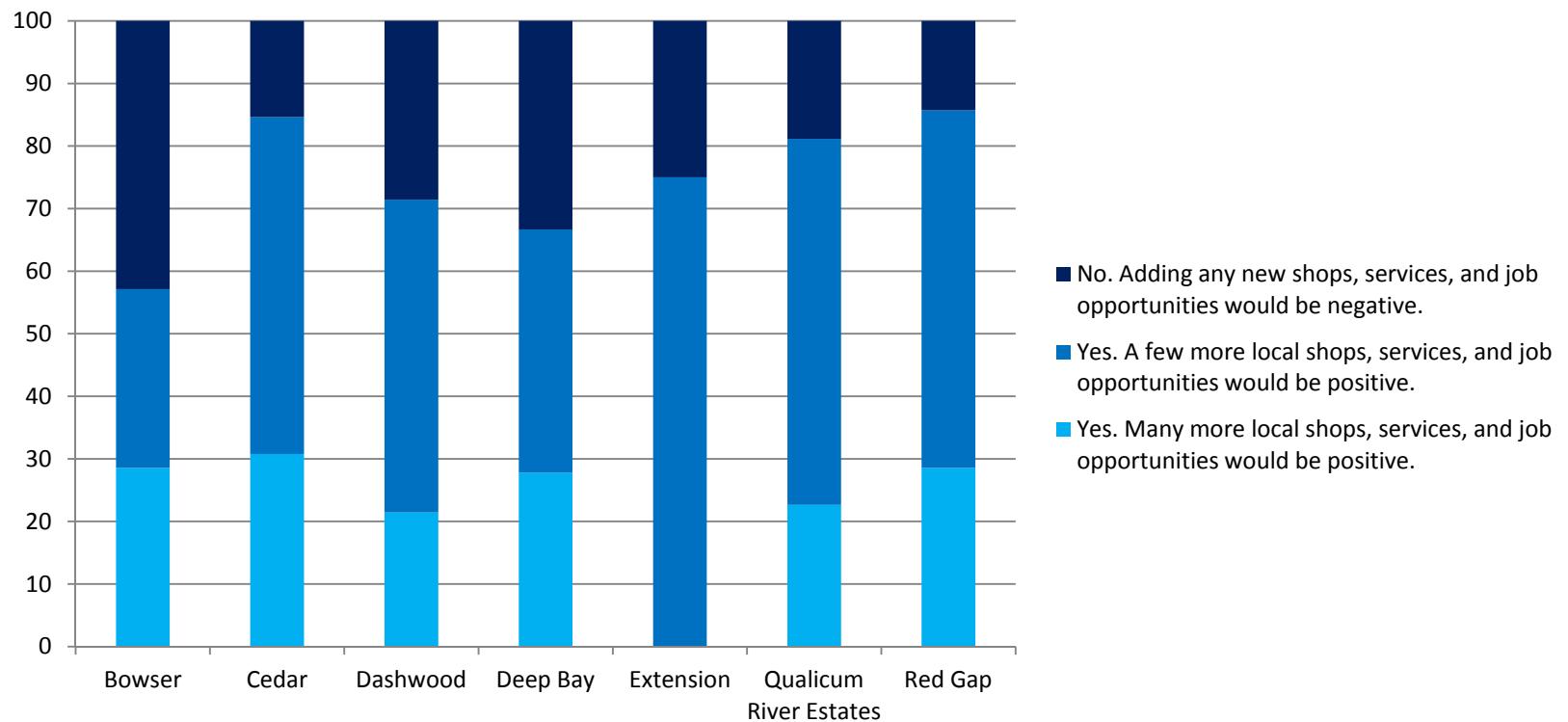




### 3.8 Would you like to see more commercial or industrial development in the RVC where you live or live nearby?

Chart 8 indicates preferences for degree of commercial and industrial development. In all the RVCs, the majority of respondent think it would be positive to add either a few or many more local shops, services, and job opportunities.

Chart 8 – Views on More Commercial and Industrial Development



## 4. OPEN HOUSES

Six 3-hour open houses – one in each Electoral Area – were held in mid-June. In an effort to accommodate different levels of interest, the events were comprised of two components:

- A 1.5 hour discussion that began with a short presentation by the consulting team; and
- A 1.5-hour come-and-go / drop-in format that provided participants to review and comment on interactive panels/boards.

The turnout numbers greatly varied but were generally quite low. Attendance was:

- Extremely low (i.e. approximately 5 people or less) in Electoral Areas E, F, and G;
- Low to medium (i.e. between 12 and 15) in Electoral Areas A and C;
- Very high (i.e. approximately 85 people) in Electoral Area H.

This section offers a summary for each Electoral Area's Open House and, where there is sufficient input, a summary on specific RVCs.

## 4.1 Electoral Area A – Cassidy and Cedar

Approximately 15 participants attended both components of the open house. The following themes emerged from the interactive panels and discussion:

### CEDAR

---

#### Interactive Panels

- *Values* – Top identified values around living in or near this RVC were: shops and services; unique character; rural lifestyle; and sense of community.
- *Meeting Needs and Desires* – Top identified options were: shops and services within walking distance; safe walking environment; and convenient transit access.
- *Becoming a Compact, Complete Community* – Top factors that were identified as preventing this RVC from becoming a compact, complete community include: lack of business interest (i.e. shops); insufficient transit; and cost of transit infrastructure.

### CASSIDY

---

#### Interactive Panels

- *Values* – The top identified value around living in or near this RVC was: unique character.
- *Meeting Needs and Desires* – Top identified options were: amenities and recreation opportunities; job opportunities; and more appropriate housing (i.e. size, type, etc).
- *Becoming a Compact, Complete Community* – Top factors that were identified as preventing this RVC from becoming a compact, complete community include: not enough amenities; and not enough people.

### CEDAR AND CASSIDY

---

#### Discussion

While the discussion was open to both Cedar and Cassidy, what follows are points from mainly Cedar residents and stakeholders:

- Priorities for the future include the following:
  - Enhanced pedestrian, cyclist, and riding/horse infrastructure;

- New services including restaurants and cafes, but particularly a pharmacy and community centre;
- A central gathering place;
- More frequent transit;
- Strong sense of community;
- Maintained Rural character (e.g. nature, quiet);
- Protection of the Agricultural Land Reserve (ALR); and
- Safety.

## 4.2 Electoral Area C – Extension

Approximately 12 participants attended both components of the open house. The following themes emerged from the interactive panels and discussion:

### EXTENSION

---

#### Interactive Panels

- *Values* – Top identified values around living in or near this RVC were: rural lifestyle; sense of community; and friends and family.
- *Meeting Needs and Desires* – Top identified options were: convenient transit access; and more appropriate housing (i.e. size, type, etc).
- *Becoming a Compact, Complete Community* – Top factors that were identified as preventing this RVC from becoming a compact, complete community include: insufficient transit; and local desire for no change.

#### Discussion

- Priorities for the future include the following:
  - Provision of public transit;
  - A Farmer’s Market;
  - Enhanced pedestrian and cycling infrastructure;
  - More opportunities for youth engagement;
  - Maintained rural character and lifestyle;
  - Strong sense of community; and
  - Access to nature.

### 4.3 Electoral Area E – Fairwinds and Red Gap

Approximately 5 participants attended the come-and-go/drop-in component of the open house. There was no presentation/discussion as there were no participants at the event at that time. The following themes emerged from the interactive panels:

#### FAIR WINDS

---

There was no specific input provided for Fairwinds.

#### RED GAP

---

##### Interactive Panels

Very minimal input was provided, with only one category receiving more than one “vote”:

- *Meeting Needs and Desires* – Two dots identified the following: more appropriate housing (i.e. size, type, etc).
- *Other Comments* – A handful of comments were provided that indicated support for more residential development in Red Gap.

### 4.4 Electoral Area F – Bellevue-Church, Errington, Coombs, Hilliers, and Qualicum River Estates

Approximately 5 participants attended both components of the open house. With the exception of one “vote” for “a few more” shops in Errington, participants did not offer input on the interactive boards. The following themes emerged from and discussion, which was not specific to any particular RVC in Electoral Area F:

#### BELLEVUE-CHURCH, ERRINGTON, COOMBS, HILLIERS and QUALICUM RIVER ESTATES

---

##### Discussion

- The overarching theme of the discussion focused on the lack of applicability of the study to Electoral Area F. Two of the four participants felt strongly that the Electoral Area should have jurisdiction over itself, and that the Regional Growth Strategy was not appropriate for this area. They strongly opposed some of the characteristics of a “compact, complete” community identified by the RDN, noting that they are not appropriate for Electoral Area F, including transit service and small lots.
- The other two participants represented food and development stakeholders, and did not reside in Electoral Area F.

## 4.5 Electoral Area G – Dashwood

Approximately 5 participants attended one or both components of the open house. The following themes emerged from the interactive panels and discussion:

### DASHWOOD

---

#### Interactive Panels

- *Values* – Top identified values around living in or near this RVC were: gas station/convenience store; community amenities and recreation opportunities; and friends and family.
- *Meeting Needs and Desires* – Top identified options were: convenient transit access; and more appropriate housing (i.e. size, type, etc).
- *Becoming a Compact, Complete Community* – Top factors that were identified as preventing this RVC from becoming a compact, complete community include: lack of business interest (i.e. shops); and physical barriers to growth.
- *Other Comments* – Other values include development of a village character and existing proximity to amenities.

#### Discussion

- A major point of discussion is the local desire to rethink the RVC boundary in order to permit additional development. This point was countered by another participant who likes the rural character of Dashwood and desires no change.
- Priorities for the future include the following:
  - A desire for the whole community to participate in future planning processes;
  - A strong sense of community and neighbourliness;
  - An increased number and variety of services;
  - Community connectivity (i.e. pedestrian connections); and
  - Safety.

## 4.6 Electoral Area H – Dunsmuir, Qualicum Bay, Bowser, Deep Bay

Approximately 85 participants attended both components of the open house. While it is not the objective of the study to weigh the merits of specific developments, most participant input was in response to the proposed master plan development in Deep Bay. The following themes emerged from the interactive panels and discussion:

### DUNSMUIR

---

#### Interactive Panels

- *Values* – Top identified values around living in or near this RVC were: environment and natural areas; affordable housing; rural lifestyle; and walking and cycling opportunities.
- *Meeting Needs and Desires* – Top identified options were: safe cycling environment; amenities and recreation opportunities; convenient transit access; and affordable housing.
- *Becoming a Compact, Complete Community* – Top factors that were identified as preventing this RVC from becoming a compact, complete community include: insufficient transit; and not enough people.

### QUALICUM BAY

---

#### Interactive Panels

- *Values* – The top identified values around living in or near this RVC were: unique character; rural lifestyle; sense of community; and walking and cycling opportunities.
- *Meeting Needs and Desires* – Top identified options were: water and sewage infrastructure; amenities and recreation opportunities; and convenient transit service.
- *Becoming a Compact, Complete Community* – Top factors that were identified as preventing this RVC from becoming a compact, complete community include: not enough services in general; not enough nearby jobs; and not enough people.
- *Other Comments* – A walk-in clinic would help meet local needs.

#### Discussion

- Priorities for the future include the following:
  - Low-density residences in a rural setting; and
  - Better sewage and water systems.

---

## BOWSER

### Interactive Panels

- *Values* – The top identified values around living in or near this RVC were: shops and services; environment and natural areas; and walking and cycling opportunities.
- *Meeting Needs and Desires* – Top identified options were: safe cycling environment; opportunities for seniors; and safe walking environment.
- *Becoming a Compact, Complete Community* – Top factors that were identified as preventing this RVC from becoming a compact, complete community include: Not enough services in general; local desire for no change; cost of sewage infrastructure; and insufficient transit.
- *Other Comments* – A pharmacy or medical services is strongly needed. Other barriers to becoming a compact, complete community include: unpredictability of zoning process and requirements; and walking paths to the village centre. There is concern about too many street lights.

### Discussion

- Priorities for the future include the following:
  - Strong sense of community;
  - Historic centre, including a coffee shop and library; and
  - Maintaining a rural character.

---

## DEEP BAY

### Interactive Panels

- *Values* – The top identified values around living in or near this RVC were: rural lifestyle; unique character; sense of community; environment and natural areas; and walking and cycling opportunities.
- *Meeting Needs and Desires* – Top identified options were: safe cycling environment; water and sewage infrastructure; and safe walking environment.
- *Becoming a Compact, Complete Community* – Top factors that were identified as preventing this RVC from becoming a compact, complete community include: local desire for no change; cost of sewage infrastructure; and insufficient transit.
- *Other Comments* – Additional parking at the marina is needed. Interconnected pathways including waterfront access is needed. Zoning / a community plan is a barrier to becoming a compact, complete community.



**Discussion**

- Priorities for the future include the following:
  - Maintained rural, quiet character;
  - Strong marina; and
  - Strong sense of community.

**DUNSMUIR, QUALICUM BAY, BOWSER, and DEEP BAY**

---

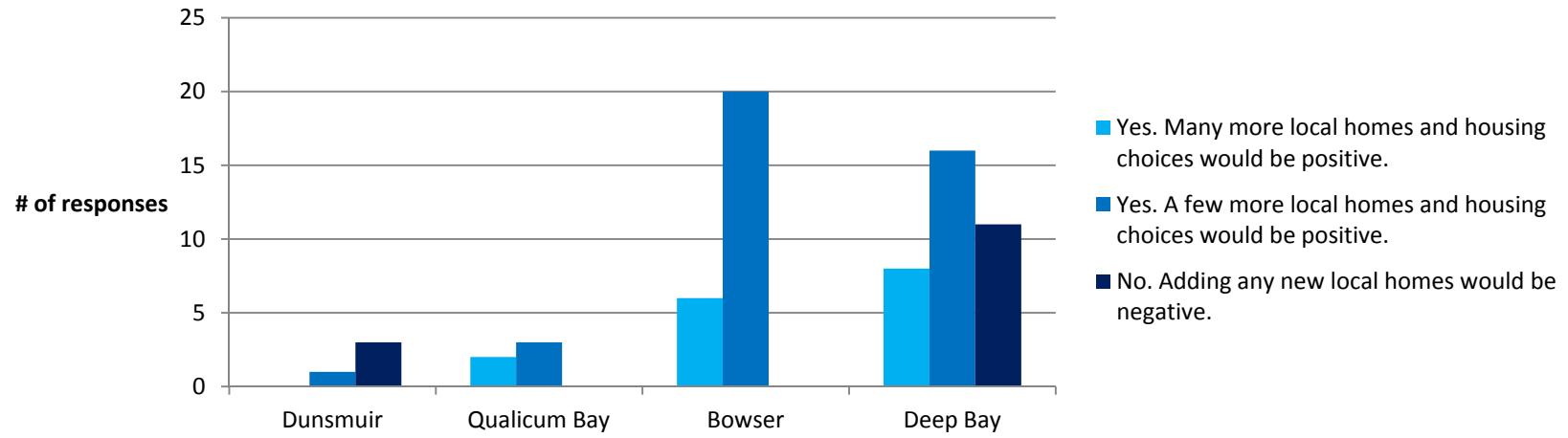
**Discussion**

- Emergent concerns that are more general across the RVCs not already mentioned include:
  - Concerns regarding new development, particularly as it relates to cost, sewage infrastructure, sprawl and undesirable forms of growth, lack of amenities, and impacts on existing village centres.
  - Concerns about water management, including considerations for the elimination of septic systems, pollution control, aquifer protection, and maintaining the waterfront as an asset.

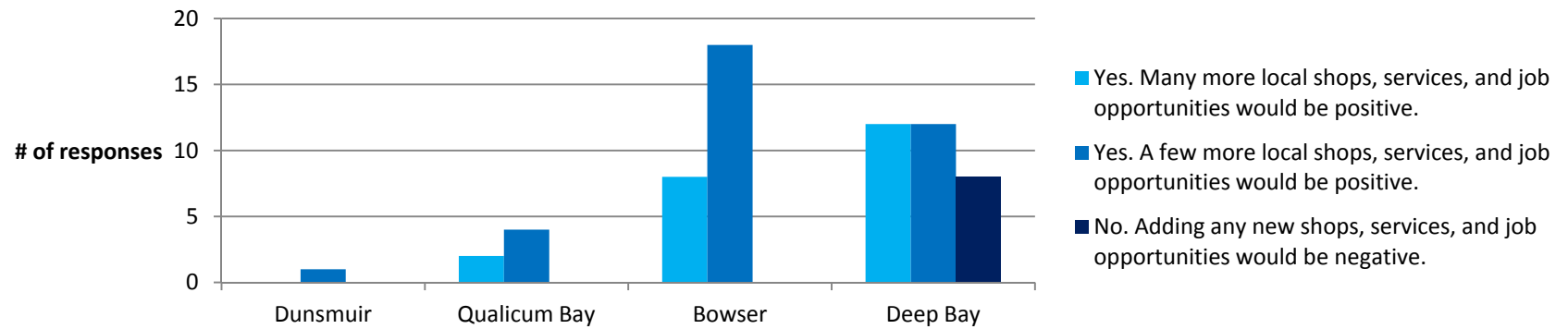
**Interactive Panels**

- **Would you like to see more residential development?** Chart 9 presents participant responses. Generally, respondents are open to seeing a “few” more residential units in their respective RVCs.
- **Would you like to see more commercial or industrial development?** Chart 10 presents participant responses. Generally, respondents are open to seeing a “few” more local shops, services, and jobs in their respective RVCs.
- *Note:* Charts were not developed for other Electoral Areas because input was so sparse or non-existent.

**Chart 9 – Views on More Residential Development**



**Chart 10 – Views on More Commercial and Industrial Development**



## 5. ADDITIONAL CORRESPONDENCE

### 5.1 Deep Bay

Dozens of emails and letters were received by the RDN and/or consulting team pertaining to the proposed master planned community in Deep Bay. While several individuals and groups indicated opposition to the development at the Public Open House, the majority of emails and letters indicated support for the development.

**Key points from messages supporting designation of Deep Bay as an RVC and/or the Baynes Sound Investment application are:**

- 8 emails were received indicating support for Deep Bay in becoming an RVC, but offering no additional information.
- 7 emails or letters were received indicating support for Deep Bay in becoming an RVC. Key points are as follows:
  - Desire for more residents, services within walking distance, new amenities, diverse housing, development with appropriate character, and the possibility of infrastructure improvements, including the development new paths for pedestrians and cyclists;
  - Support for development (i.e. Baynes Sound Investment project specifically) that supports the local shellfish aquaculture industry, including considerations around water quality, stormwater management, friendly adjacent land uses, infrastructure, and opportunities to better accommodate growing tourism.
  - Support for Baynes Sound Investment and establishment of Deep Bay as an RVC (one email from the Vancouver Island University research station and a letter from the Office of the President) for the following reasons: benefits associated with shared development opportunities (i.e. roads, infrastructure, etc); the “leadership” demonstrated in the development application, which proposes uses that are reportedly more supportive of the marine ecosystems and shellfish industry; and an overall emphasis on the shellfish research station and more generally Deep Bay as a green destination for tourists, students, and others.
  - Concern that a “few very vocal individuals” dominated the discussion at the Open House, not permitting many residents to provide the input they hoped to offer.
- A submission was received that included 65 letters (from 40 residents and 25 others in Area H, according to the submission) supporting the Baynes Sound Investment application and/or establishment of Deep Bay as an RVC. The letters were collected by a resident in 2011 and submitted to the RDN at that time.

- A second submission was submitted to the RDN in 2011 supporting the Baynes Sound Investment application. It is a letter signed by 63 people: 39 residing within the Deep Bay peninsula area; 21 residing in parts of Electoral Area H; two residing in Electoral Area F; and one residing in Electoral Area G.

#### Key points from messages not supporting designation of Deep Bay as a RVC:

- 4 emails were received indicating:
  - support for the existing village node, and a desire to not have another one developed;
  - concern about increased traffic, competing businesses, insufficient parking, potential long term negative impacts on environmentally sensitive areas; and new development not fitting with the scale and character of Deep Bay; and
  - desire to avoid being urban.

A handful of other emails and letters were received offering other input. Key points include:

- A number other emails were received from two sources, indicating that information in the RDN *RVC Inventory* is incorrect and/or misleading. Concern was expressed that the *RVC Inventory* is slanted toward pro-development.
- There is concern from an agricultural landowner about intensive agricultural production on coastal waterfronts. There is desire to allow agricultural lands to be removed from the Agricultural Land Reserve.

## 5.2 Other RVCs

Two other emails were received pertaining to other RVCs:

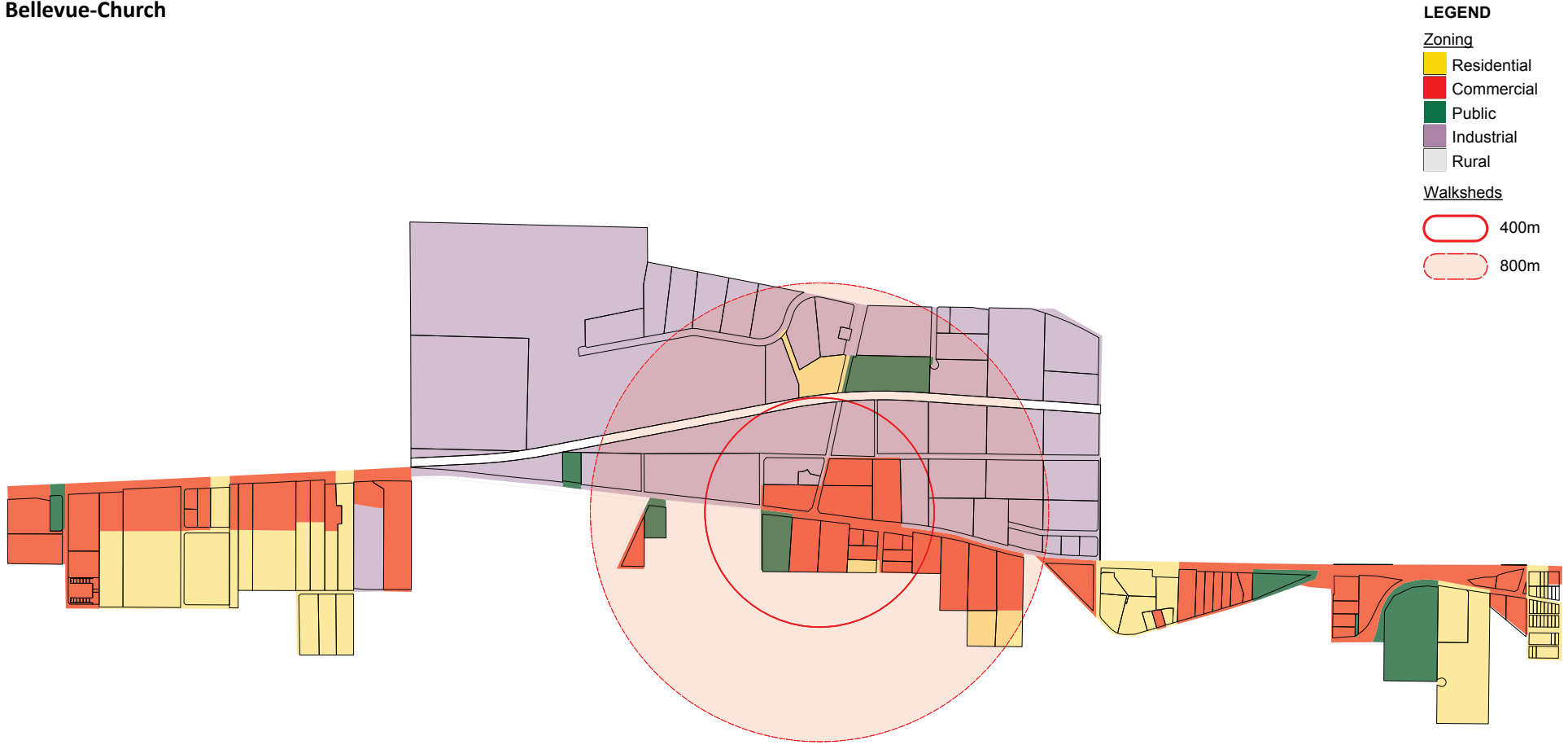
- **Errington** – There was desire expressed to “invigorate the downtown area” through: a community recreation facility; increased speed limits; support for existing businesses and services; and support for enhanced and new services.
- **Coombs** – There is need for better collective marketing and the provision of water and septic infrastructure to support this “tourist gem”.
- **Dunsmuir, Extension, and Qualicum Bay** – It was indicated that these are not practical or sensible options for RVCs for reasons including: watercourses need to be protected and the basic Riparian Area Regulations are insufficient; some RVCs do not have a rural village character (i.e. Fairwinds looks more like a wealthy suburb); there are vulnerable aquifers and a lack of sewer infrastructure; there are environmentally sensitive and hazardous areas; and there is a need to focus resources on specific RVCs such as Bowser.



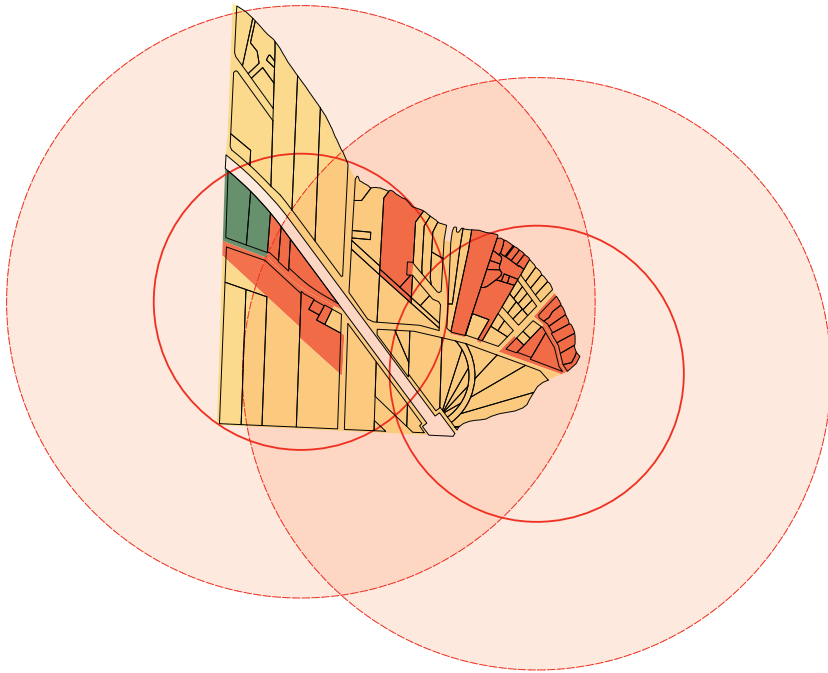
# RVC and SA CENTRALITY MAPS

with 5-minute (400 meter) and 10-minute (800-meter) walksheds | crow fly distance

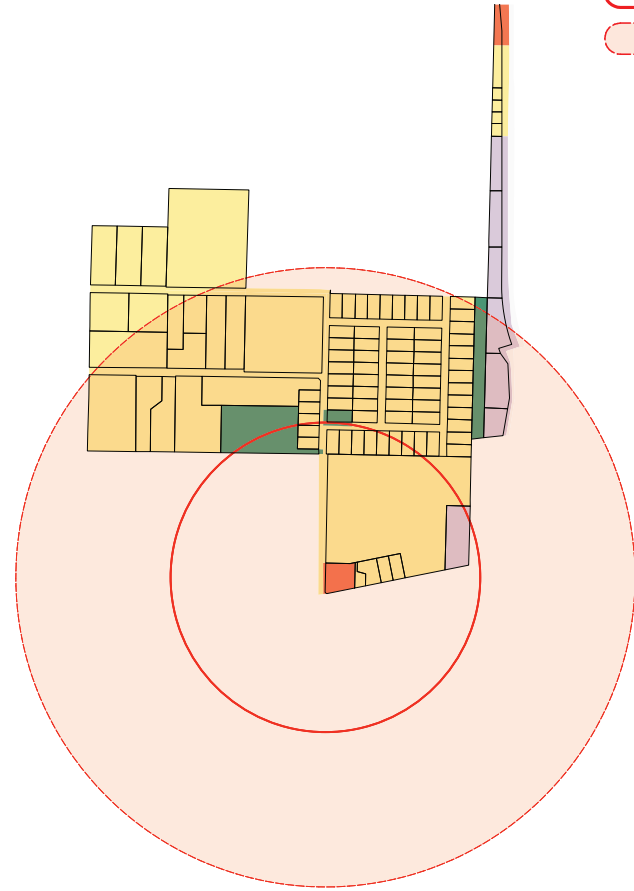
## Bellevue-Church



**Bowser**



**Cassidy**



**LEGEND**

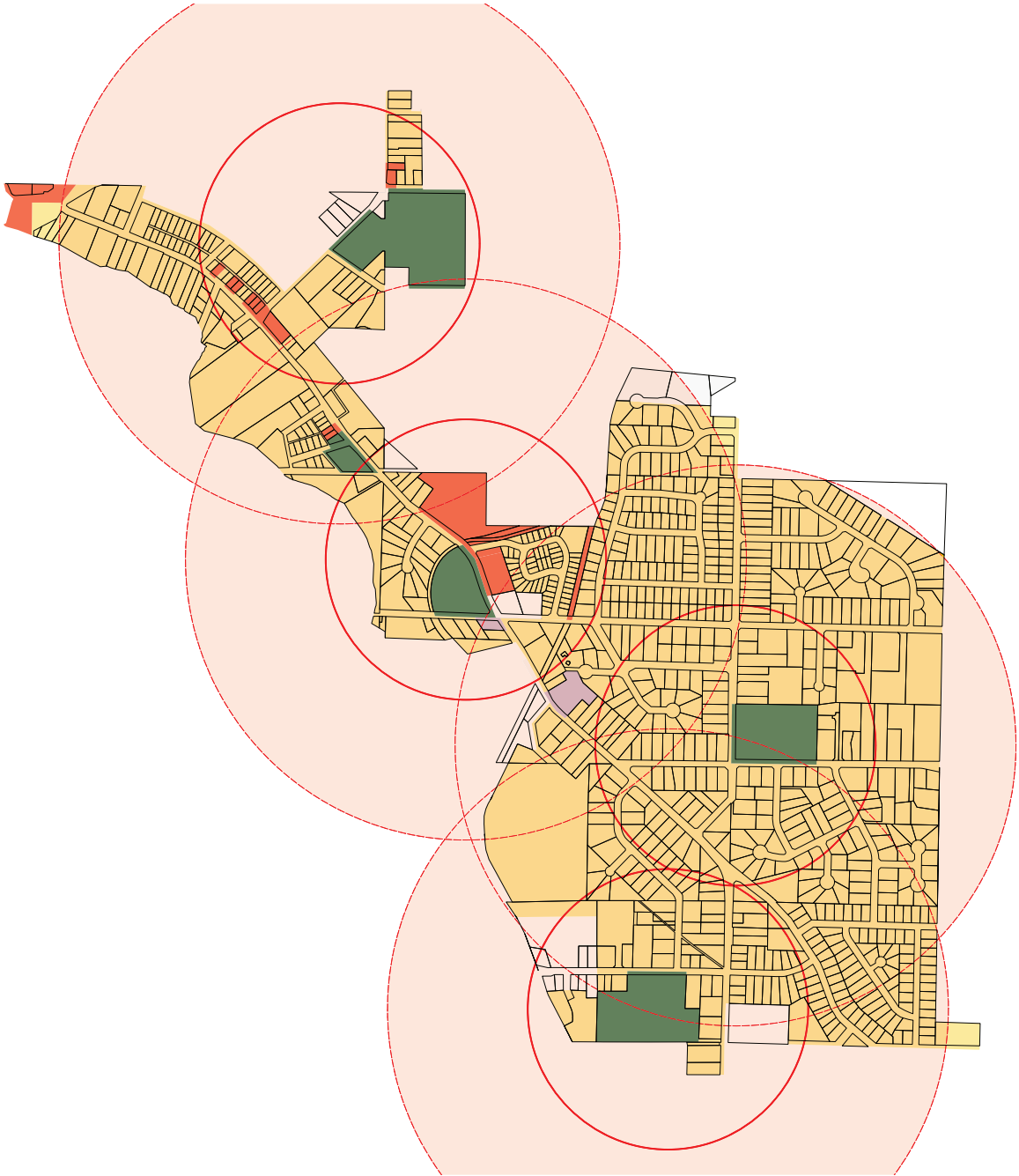
Zoning

- Residential
- Commercial
- Public
- Industrial
- Rural

Walksheds

- 400m
- 800m

Cedar



LEGEND

Zoning

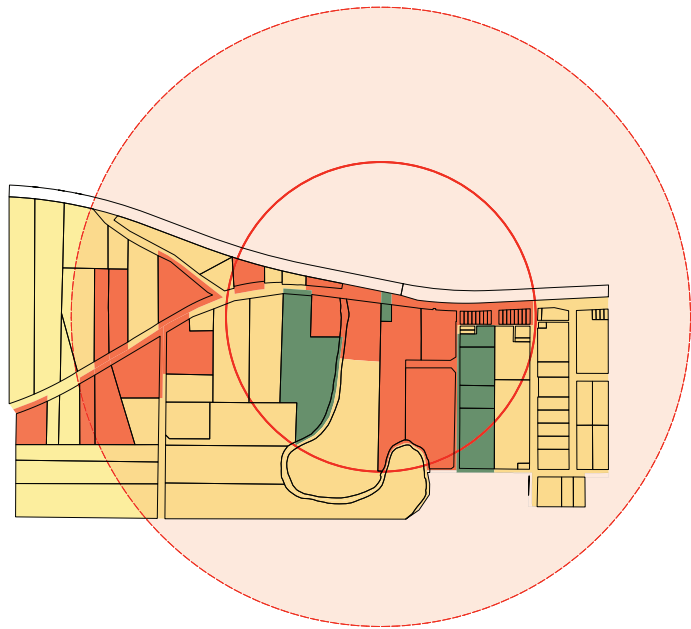
- Residential
- Commercial
- Public
- Industrial
- Rural

Walksheds

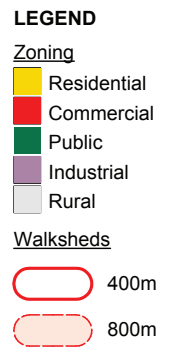
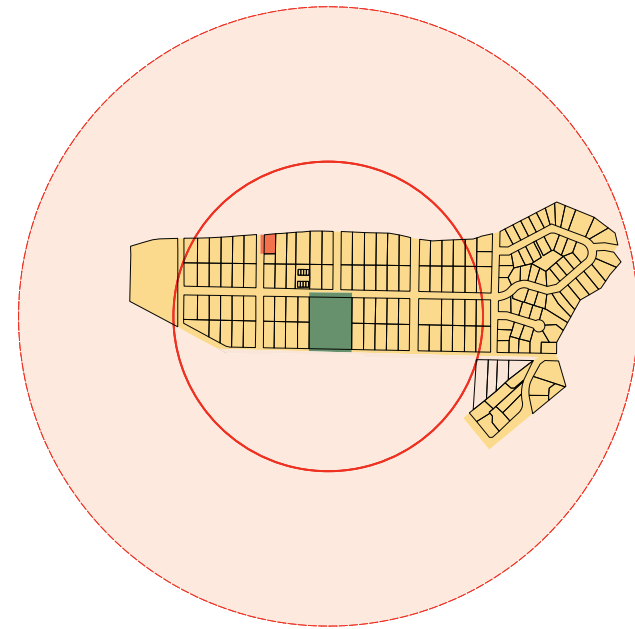
- 400m
- 800m



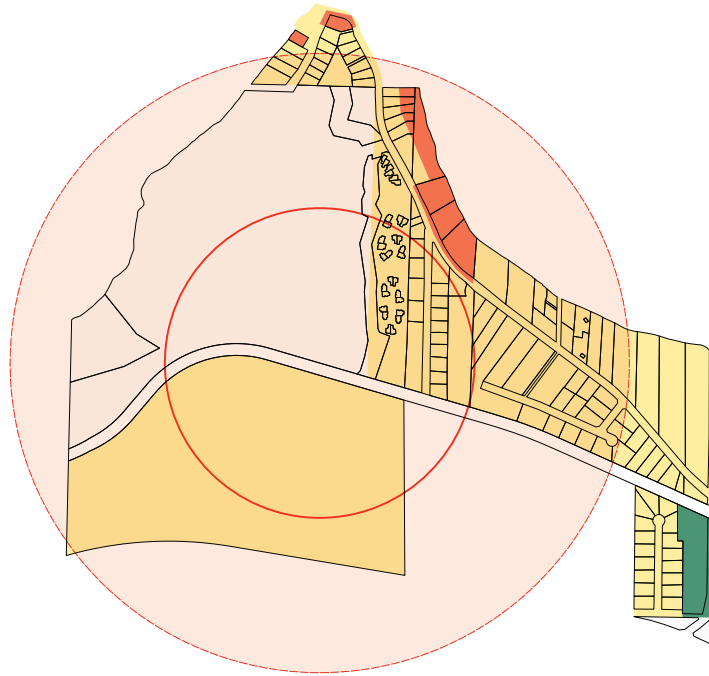
**Coombs**



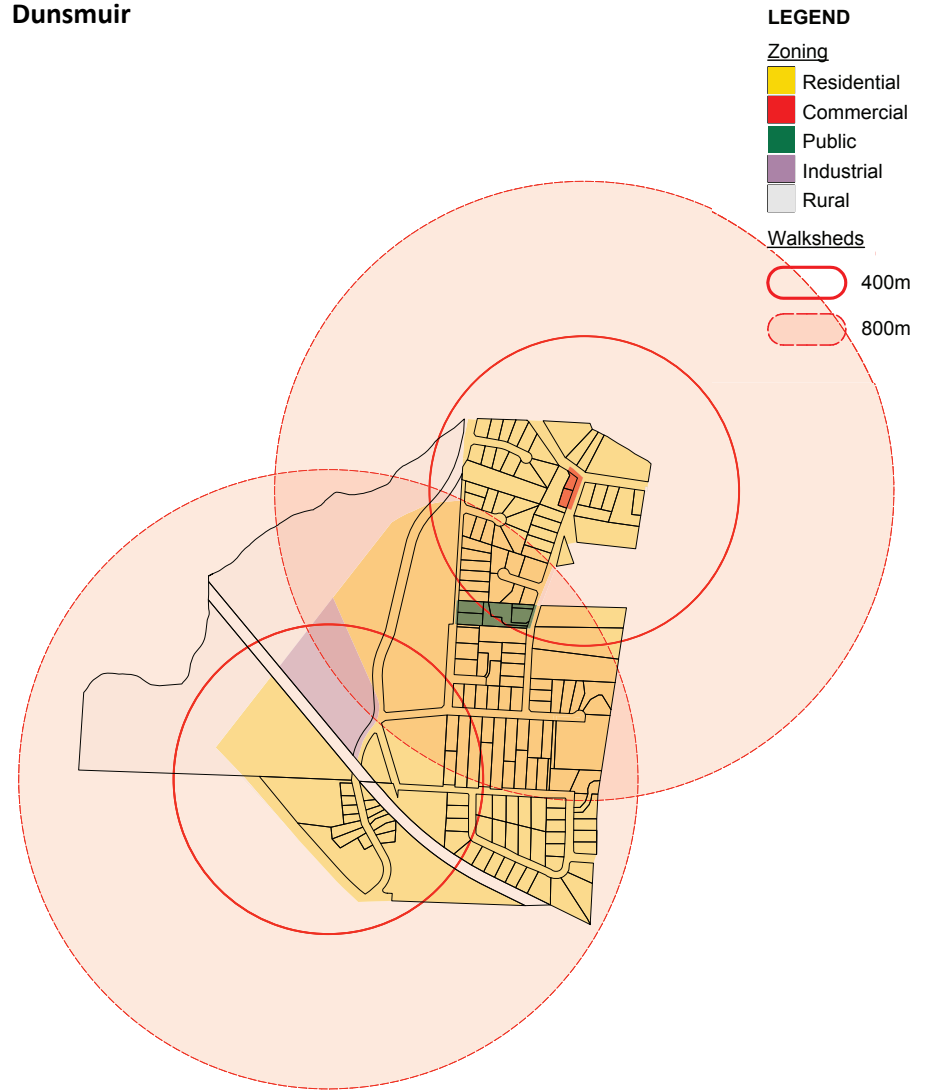
**Dashwood SA**



# Deep Bay SA



# Dunsmuir



**LEGEND**

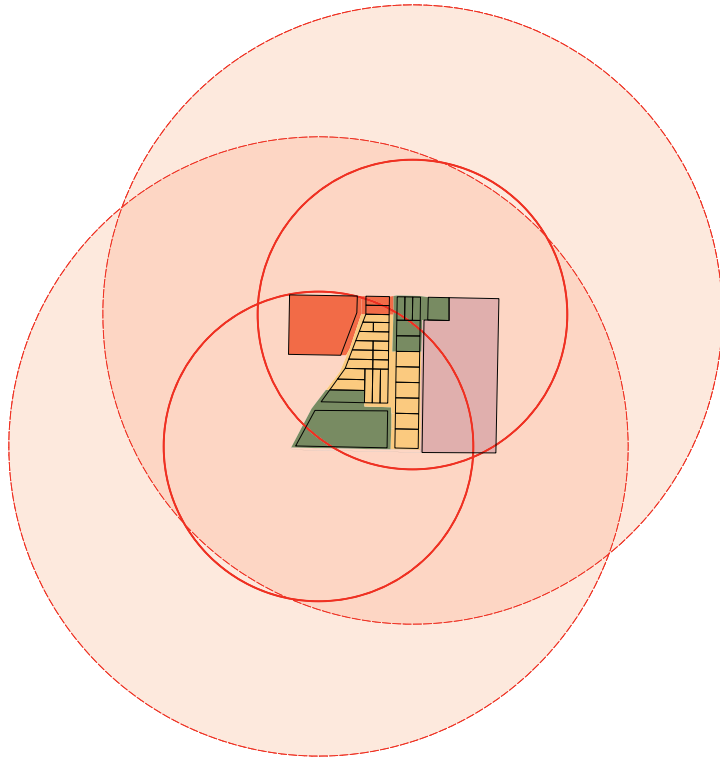
Zoning

- Residential
- Commercial
- Public
- Industrial
- Rural

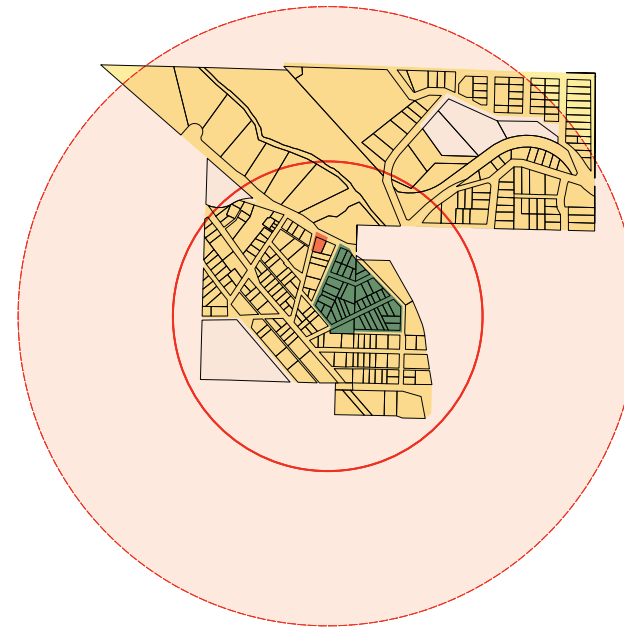
Walksheds

- 400m
- 800m

## Errington



## Extension



### LEGEND

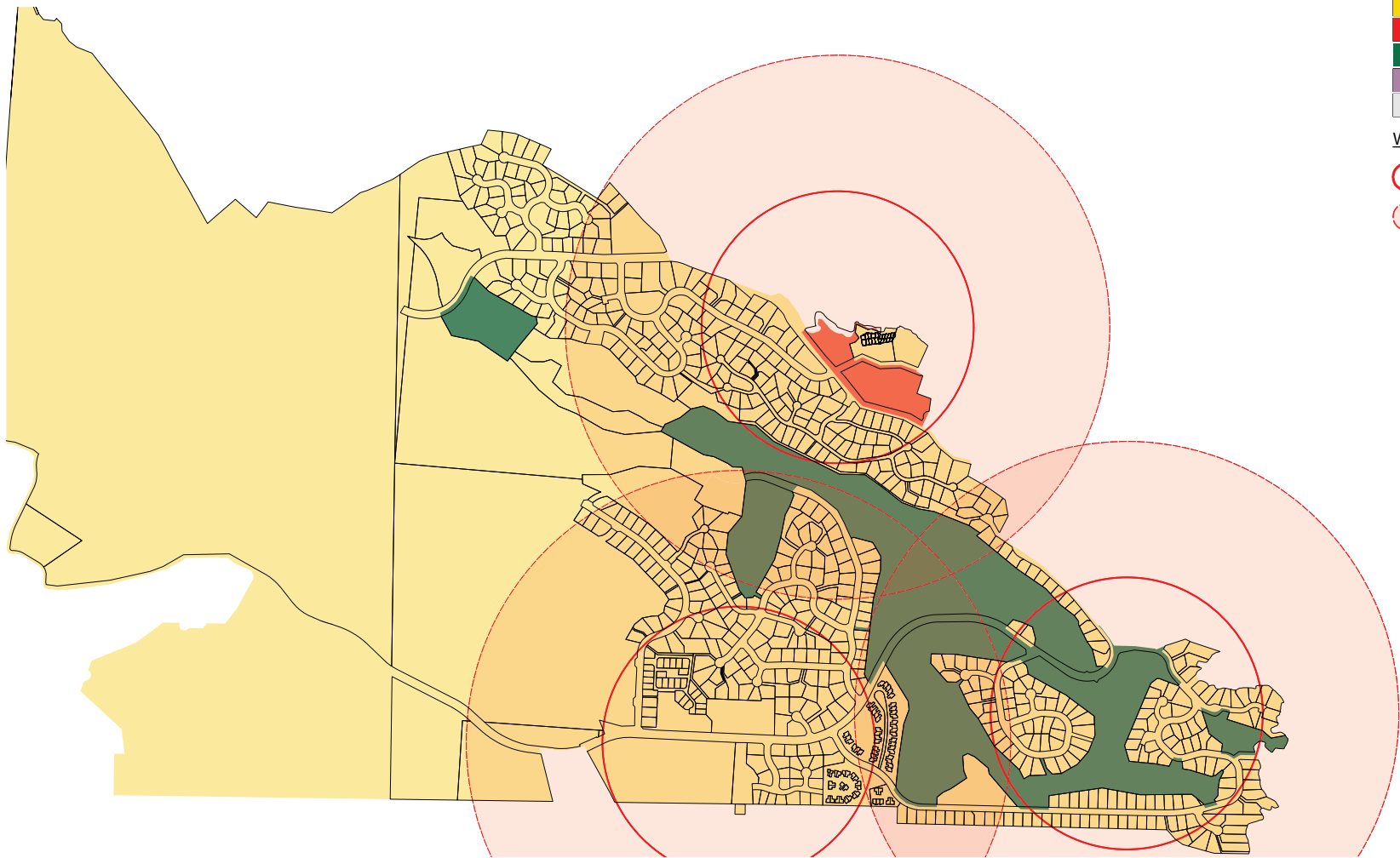
#### Zoning

- Residential
- Commercial
- Public
- Industrial
- Rural

#### Walksheds

- 400m
- 800m

Fairwinds



**LEGEND**

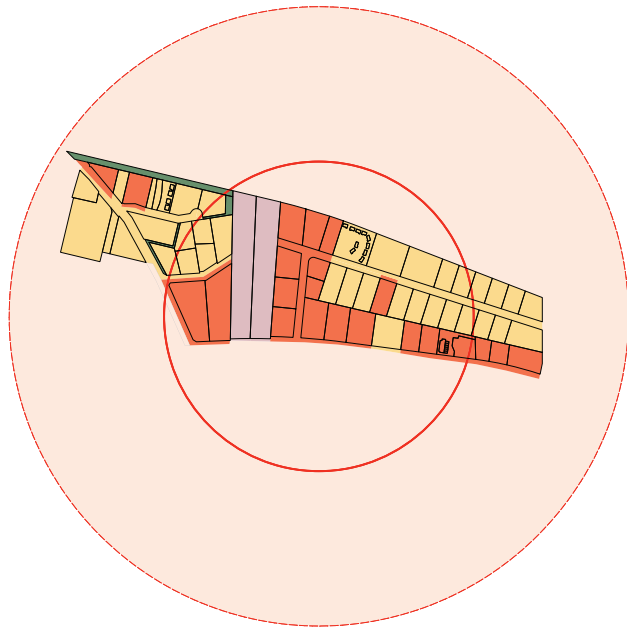
Zoning

- Residential
- Commercial
- Public
- Industrial
- Rural

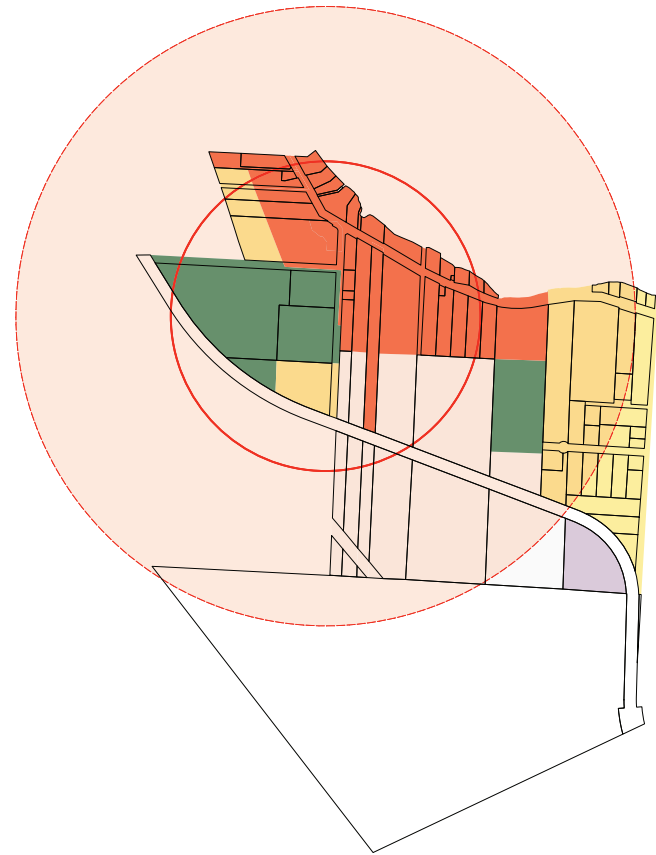
Walksheds

- 400m
- 800m

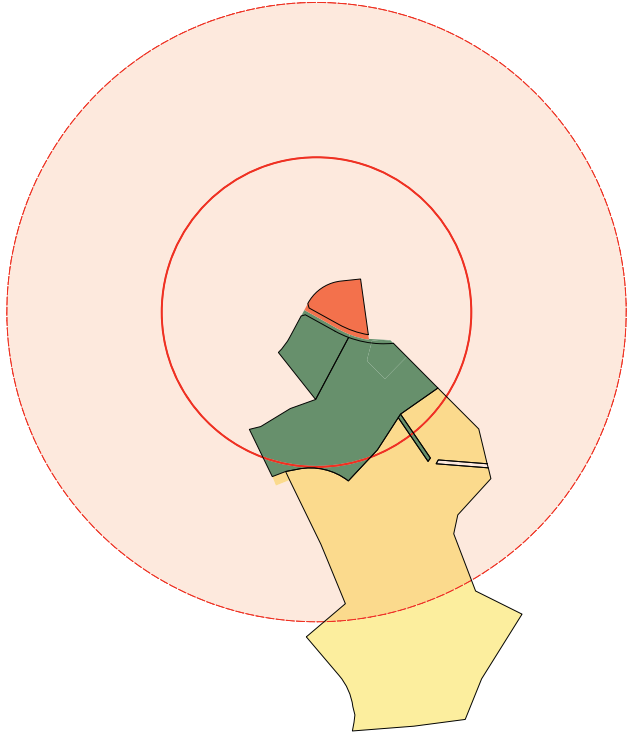
# Hilliers



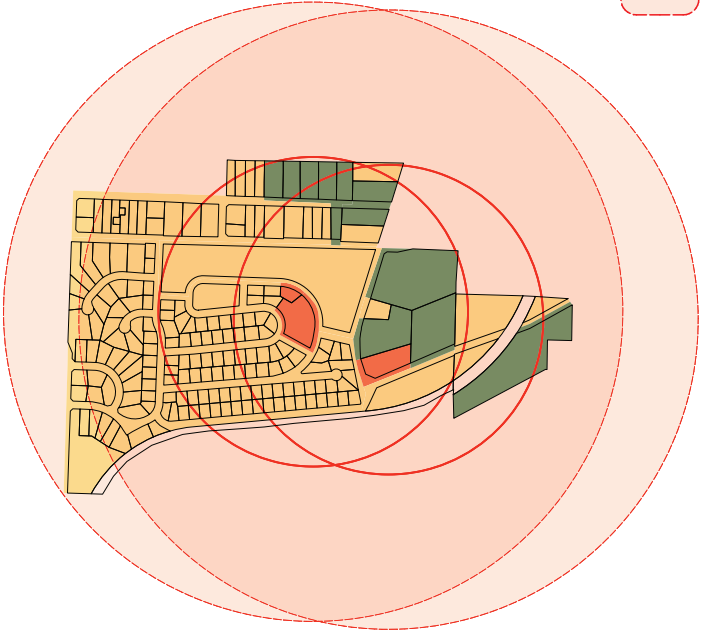
# Qualicum Bay



**Qualicum River Estates**



**Red Gap**



**LEGEND**

Zoning

- Residential
- Commercial
- Public
- Industrial
- Rural

Walksheds

- 400m
- 800m



## Appendix: Decentralized and Centralized Infrastructure Approaches

---

### WASTEWATER

There are a number of concepts that can be followed as wastewater treatment systems depending on the population/settlement and soil conditions:

- Decentralized Approach – This involves an individual on-site system or a multiple-household on-site (i.e. cluster) system.
- Centralized Approach – This involves a municipal style standard system.
- Combined Approach – Centralized and decentralized concepts can be integrated for a combined approach.

### Decentralized On-Site Treatment Systems

Decentralized options are individual and small multi-household soil-based treatment systems with surface discharge. Spaces with low overall property or low population density are adequate for individual on-site systems. The appropriate soil is also needed to facilitate treatment.

For multiple-household on-site systems, wastewater is collected from a small number of homes (two to several dozen) and transferred to a nearby site with adequate soil conditions to facilitate soil-based treatment and dispersal. This option offers lower capital investment costs.

On-site treatment methods for both individual and multiple-households are divided into two distinct categories: 1) Standard; and 2) Non-Standard.

#### *Standard Systems (Type I Systems)*

The reliable treatment of residential wastewater can be designed based on standard methods prescribed by codes. The standard systems must be installed in original soil with a minimum of three feet vertical separation to groundwater, bedrock, hardpan, or any restrictive layer. They also receive normal household strength wastewater with maximum effluent qualities of 220 mg// BOD, 65 mg/l TSS and 30 mg/l oil and grease. Standard systems include: 1) Septic tanks that separate the solids from the liquids and decompose organic solids; and 2) Soil treatment (drainfield) systems that destroy pathogens and remove nutrients.



### *Nonstandard or Alternative Systems (Type II and III Systems)*

In order to meet individual site challenges such as high groundwater levels, small property sizes, or sensitive conditions, nonstandard designs can be applied in order to add to or replace components in a standard system. The nonstandard systems may be designed to give longer system life or meet other treatment objectives such as increased nitrogen removal. There are three categories: pre-treatment, final treatment, and dual systems.

Given the relatively small sizes of most RVC/SAs, it is likely that the most appropriate systems at this time are decentralized systems (i.e. rather than centralized systems). This could involve investments in upgrades to their current septic systems or in installations of multiple-household, on-site systems.

### **Centralized System Options**

In centralized systems, wastewater is collected from many homes in a concentrated settlement and through a large network of pipes that transfer the wastewater to a central treatment facility. There are several collection and treatment methods available. In many small communities, trickling filter technology, stabilization ponds, or oxidation ponds are very popular. The collection systems can be operated through gravity, force-main, pressure vacuum, or a combination of these to move the wastewater/sewage to a treatment facility.

The treatment involves separation of solids and biological decomposition of organic matter. Centralized wastewater treatment systems typically involve at least one of the give different stages noted below. In British Columbia, the majority of local governments that operate a centralized treatment system have either primary or secondary treatment systems. Few local governments have disinfection/tertiary/advanced treatment due to the high costs of these systems.

- Preliminary treatment – removal of large solids;
- Primary treatment – separation of organic and inorganic solids;
- Secondary treatment – biological decomposition of organic solids and reduction of pathogens;
- Disinfection – chemical or physical treatment of remaining pathogenic organisms; and
- Tertiary/advanced treatment – removal of additional nutrients or solids.

## **WATER**

Water for RVC/SAs can be sourced from two main water sources:

- 1) Surface water, including lakes, ponds, rivers and streams; and
- 2) Groundwater, including aquifers, springs and underground streams.

### *Surface Water Systems*

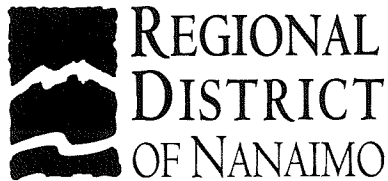
The Ministry of Health suggests using surface water only if there is no available safe ground water supply. The drinking water treatment system for surface water must include the following basic components: water intake, water line, pump house, pre-treatment, treatment, disinfection, storage, and access.

### *Groundwater Systems*

In all RVCs, the groundwater is one of the main sources of drinking water. The following items must be taken into consideration to ensure the safety of the groundwater served to small communities: appropriately locating the well, as advised by an environmental health officer; and constructing a well that avoid contamination and ensures water quality. In general, groundwater is safer than surface water, and deeper groundwater is usually safer than shallow groundwater and it is less susceptible to contamination. Larger, deeper lakes also have more stable water quality than smaller lakes and streams.

Groundwater is suggested as a safe water supply for small communities by the Minister of Health, and is clearly one of the main sources of water supply for almost all of RVC/SAs. RVC/SAs such as Cassidy, Coombs, Errigton and Hilliers which currently don't have access to a community water system are in a more advantageous position to continue supplying their water from underground sources. However, a monitoring system over location, construction and disinfection of the wells should be adopted for future strategic growth in the region.





RDN REPORT	
CAO APPROVAL <del>###</del>	
EAP	
COW	✓
MAR 04 2013	
RHD	
BOARD	

# MEMORANDUM

**TO:** Paul Thorkelsson  
Chief Administrative Officer

**DATE:** March 4, 2013

**FROM:** Tom Armet  
Acting General Manager  
Strategic and Community Development

**FILE:**

**SUBJECT:** Electoral Area 'F' Animal Control – Release of Reserve Funds

## PURPOSE

To obtain Board approval for the release of funds from the Electoral Area 'F' Animal Control Reserve Fund for bylaw enforcement expenditures.

## BACKGROUND

In November 2011, following an unprovoked attack, the Town of Qualicum Beach deemed two dogs vicious. As the dogs and their owner resided in Errington (EA 'F'), the Regional District of Nanaimo (RDN) was asked by the Town of Qualicum Beach to proceed with joint enforcement of our respective animal control bylaws. A warrant was obtained and the dogs were seized in the interest of public safety. The subsequent legal process resulted in a Court Order being issued with strict conditions for the owner to comply with in order to keep the dogs. Within a short period of time, the owner breached the Court ordered conditions, resulting in the dogs being seized by RDN Animal Control Officers in October 2012, and destroyed in accordance with the Order.

The Town of Qualicum Beach provided the RDN with an invoice on February 5, 2013 in the amount of \$7,538, representing 50% of the legal fees and boarding costs in relation to this enforcement action.

## ALTERNATIVES

1. Authorize the release of reserve funds for payment of legal and boarding fees.
2. Charge costs to the current year as incurred costs and adjust the tax requisition in 2014.

## FINANCIAL IMPLICATIONS

### Alternative 1

A reserve fund was established by "Animal Control Extended Service (Electoral Area F) Bylaw Enforcement Expenditures Reserve Fund Bylaw No. 1454, 2005" as a contingency for unforeseen bylaw enforcement costs, including legal fees. The reserve fund has a current balance of approximately \$15,300, sufficient to fund this expenditure without impacting the service budget.

**Alternative 2**

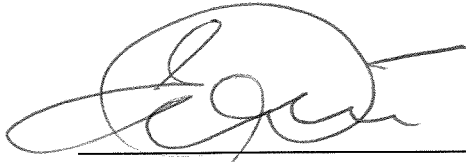
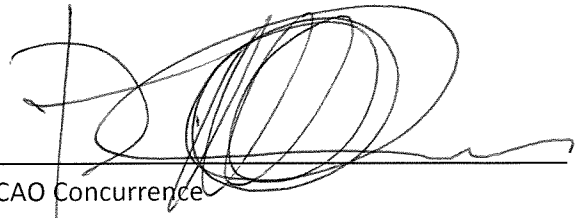
Under this alternative the service would retain its full reserve fund balance however this expenditure will have an impact on the 2014 budget as an adjustment to the tax requisition will be necessary to offset the expenditure.

**CONCLUSION**

Enforcement actions of this nature are uncommon and the Animal Control Reserve Fund was established to provide additional funding for such a purpose. There are sufficient funds in reserve to cover these costs without impacting the current year budget or necessitating a tax increase in the 2014 budget. Staff recommends that reserve funds be released for payment of the RDN's share of legal and boarding fees in this matter.

**RECOMMENDATION**

That the Board approve the release of \$7,538 from the Electoral Area "F" Animal Control Reserve Fund for the payment of legal and boarding fees.

  
\_\_\_\_\_  
Report Writer  
\_\_\_\_\_  
CAO Concurrence

COMMENTS:



RDN REPORT		[Handwritten initials]
CAO APPROVAL		
EAP		
COW	✓	
MAR 05 2013		
RHD		
BOARD		

## MEMORANDUM

**TO:** Paul Thorkelsson  
Chief Administrative Officer

**DATE:** March 4, 2013

**FROM:** Tom Armet  
Acting General Manager  
Strategic and Community Development

**FILE:** 3900-20-1066.02

**SUBJECT:** Animal Control Regulatory Amendment Bylaw No. 1066.02, 2013

### PURPOSE

To consider amendments to Regional District of Nanaimo Animal Control Regulatory Bylaw No. 1066, 1996.

### BACKGROUND

Recent incidents in Electoral Area 'B' have raised community concerns that the current bylaw requirements to leash vicious dogs while in public do not go far enough to protect people or other animals against lunging or escaped dogs that have been declared vicious. At the regular meeting held May 22, 2012, the Board directed staff to prepare a report to amend "Animal Control Regulatory Bylaw No. 1066, 1996" to add muzzling of dogs when in public that have been declared vicious, for the Board's consideration.

Bylaw 1066 is applicable to Electoral Areas 'A', 'B', 'C' and the District of Lantzville.

### ALTERNATIVES

1. Consider amendments to Regional District of Nanaimo Animal Control Regulatory Bylaw No. 1066, 1996.
2. Not consider amendments and provide staff with further direction.

### LEGAL IMPLICATIONS

Bylaw 1066 was reviewed by staff and the RDN solicitor for inclusion of muzzling in accordance with the Board's authority under Section 703 of the *Local Government Act* to require an owner, possessor or harbourer of a dog, by bylaw, to effectively muzzle a dog while at large. The review also recognized that the language in the bylaw is out of date and does not align with the current legislation in Section 49 of the *Community Charter* pertaining to the control of dogs. Section 49 of the *Community Charter* is applicable to Regional Districts under Section 707.1 of the *Local Government Act*.

Provincial legislation relating to the regulation of animals has been considerably amended since the animal control bylaws were adopted by the Board in the mid-1990s. The term “vicious dog” has been replaced with “dangerous dog”. Additionally, Section 49 of the *Community Charter* now sets out the powers of the animal control officer with respect to dangerous dogs, including the power to apply to the provincial court for a destruction order. This authority has replaced the now repealed *Livestock Protection Act*, which is still referenced in RDN animal control bylaws.

An amendment bylaw has been drafted (*see attachment*) that adds the requirement to muzzle a dangerous dog when in public and updates the bylaw language to align with the *Community Charter*. Should the Board adopt the amendment bylaw, it will be necessary to amend the applicable provisions of the RDN Ticket Regulation bylaw as well.

The animal control bylaws for Electoral Areas ‘E’, ‘F’, ‘G’ and ‘H’ contain redundant language that similarly requires updating to reflect current legislation. There are no provisions for the muzzling of vicious/dangerous dogs in those Electoral Areas however the Board may wish to add that requirement in the interest of public safety and uniformity of animal control enforcement.

#### **FINANCIAL IMPLICATIONS**

There are no added financial costs or changes to service levels associated with the proposed bylaw amendments.

#### **CONCLUSION**

At the Board’s direction, an amendment bylaw has been prepared to include the requirement in Electoral Areas ‘A’, ‘B’, ‘C’ and the District of Lantzville to muzzle vicious dogs when in public. The proposed amendment bylaw updates the language in the bylaw to reflect the current legislation contained within the *Community Charter*.

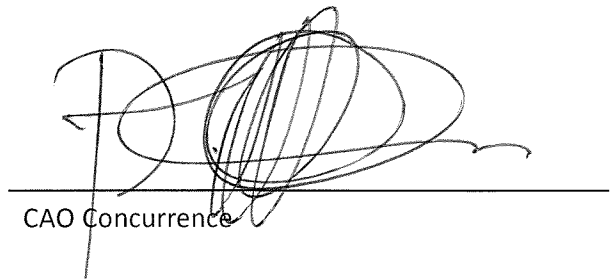
Staff recommends that the animal control regulatory bylaws for Electoral Areas ‘E’, ‘F’, ‘G’ and ‘H’ are also updated to reflect current legislation and that a requirement for muzzling of vicious dogs be considered in those Electoral Areas in the interests of enhanced public safety and uniformity of animal control enforcement throughout the Regional District.

## RECOMMENDATIONS

1. That "Regional District of Nanaimo Animal Control Regulatory Amendment Bylaw No. 1066.02, 2013" be introduced and read three times.
2. That "Regional District of Nanaimo Animal Control Regulatory Amendment Bylaw No. 1066.02, 2013" be adopted.
3. That staff be directed to prepare the necessary amendments to *Regional District of Nanaimo Bylaw Enforcement Ticket Regulation Bylaw No. 1418, 2005*.
4. That staff be directed to prepare amendments to *Regional District of Nanaimo Animal Control and Licensing Bylaw No. 939, 1994* (Electoral Areas 'E', 'G', 'H') to reflect the current legislation applicable to the regulation of dogs, and to add the provision for the muzzling of vicious dogs, for the Board's consideration.
5. That staff be directed to prepare amendments to *Regional District of Nanaimo Animal Control Bylaw No. 941, 1994* (Electoral Area 'F') to reflect the current legislation applicable to the regulation of dogs, and to add the provision for the muzzling of vicious dogs, for the Board's consideration.



Report Writer



CAO Concurrence



**Attachment No. 1**

**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1066.02**

**A BYLAW TO AMEND REGIONAL DISTRICT OF NANAIMO  
ANIMAL CONTROL REGULATORY BYLAW NO. 1066, 1996**

WHEREAS the Board of the Regional District of Nanaimo wishes to amend "Animal Control Regulatory Bylaw No. 1066, 1996";

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

**1. Citation**

This Bylaw may be cited as "Animal Control Regulatory Amendment Bylaw No. 1066.02, 2013".

**2. Amendments**

"Animal Control Regulatory Bylaw No. 1066, 1996" is amended as follows:

- (1) By deleting the definition of "**Vicious Dog**" and replacing it with the definition of "**Dangerous Dog**" as follows:

**"Dangerous Dog"** means a dog that:

- (a) has killed or seriously injured a person;
- (b) has killed or seriously injured a domestic animal, while in a public place or while on private property, other than property owned or occupied by the person responsible for the dog; or
- (c) an Animal Control Officer has reasonable grounds to believe is likely to kill or seriously injure a person."

- (2) By amending the definition of "Enclosure" by deleting the words "vicious dog" and replacing them with the words "dangerous dog".

- (3) By deleting section 4(3) and replacing it with the following:

"(3) The owner of a dangerous dog shall not permit or allow their dangerous dog:

- (a) to be at large;
  - (b) to be in a public place unless the dog is:
    - (i) firmly held on a leash,
    - (ii) firmly held by a person competent to restrain the dangerous dog, and
    - (iii) muzzled by a properly fitted humane muzzling device.
  - (c) to be on private land, or in a private building or structure, except with the consent of the owner or occupier of that property, and:
    - (i) firmly held on a leash,
    - (ii) firmly held by a person competent to restrain the dangerous dog, and
    - (iii) muzzled by a properly fitted humane muzzling device.”
- (4) By amending section 4(4) by deleting the words “vicious dog” and replacing them with the words “dangerous dog”.
- (5) By deleting section 4(5) and replacing it with the following:
- “(5) The Animal Control Officer is authorized to exercise the authority of an Animal Control Officer under section 49 of the *Community Charter*.”
- (6) By amending Schedule A by deleting the words “Vicious Dog” and replacing them with the words “Dangerous Dog”.

### 3. Severability

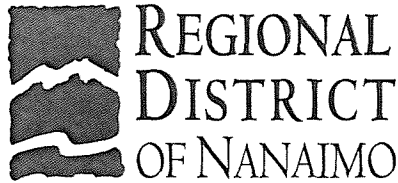
In the event that a provision of this bylaw is found to be invalid by a court of competent jurisdiction, the provision may be severed from this bylaw.

Introduced and read three times this \_\_\_\_\_ day of \_\_\_\_\_ 2013.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_ 2013.

\_\_\_\_\_  
CHAIRPERSON

\_\_\_\_\_  
CORPORATE OFFICER



RDN REPORT		
CAO APPROVAL		<del>###</del>
EAP		
COW	✓	
MAR 05 2013		
RHD		
BOARD		

**MEMORANDUM**

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

**DATE:** March 4, 2013

**FROM:** Sharon Horsburgh  
 Senior Zero Waste Coordinator

**FILE:** 5365-00

**SUBJECT:** Solid Waste Management Plan Review – Regional Solid Waste Advisory Committee

**PURPOSE**

To report on the process to review and update the RDN Solid Waste Management Plan and seek Board approval to revise the terms of reference for the Regional Solid Waste Advisory Committee (RSWAC).

**BACKGROUND**

In British Columbia, regional districts are mandated by the Provincial Environmental Management Act to develop Solid Waste Management Plans (SWMP) that are long term visions of how each regional district would like to manage their municipal solid wastes, including waste diversion and disposal activities. SWMP's are approved by the Minister of Environment (MOE), and following plan approval, the MOE expects that a review of plan effectiveness be completed by the end of each five year period.

The current RDN Solid Waste Management Plan (SWMP) was approved by the minister in 1988 and was amended in 1996 to include the 3Rs Plan for waste diversion activities. The plan was amended once more in 2005 to include three main components: an update of the 3Rs Plan, evolving it into a Zero Waste Plan; the Residual Waste Management Plan; and a Waste Stream Management Licensing Bylaw. In August 2010, the plan was amended again to include the Design and Operations Plan for the Regional Landfill.

This last amendment to the SWMP was submitted to the minister for review and approval in August 2009 at which time staff advised that a general review and update would be undertaken in 2011. Given the delay in obtaining approval, as well as the fact that the residential curbside green bin program would not be fully implemented until October 2011, staff rescheduled the plan review to begin in 2012.

The process to review and update the SWMP is being conducted in three stages as indicated in Attachment 1. The first stage (2013) is a review and analysis of the current solid waste management system including implementation status of the 2005 Plan as well as identification of issues and opportunities for improvement. The second stage (2014) is a review of options to address the region's future solid waste management needs and the selection of preferred management options. The third stage (2015) involves community consultation to obtain input on selected options. Throughout the process the Regional Solid Waste Advisory Committee will provide input and feedback on the SWMP review and update.

### ***Stage One – Current Status***

The goal of the Zero Waste Plan is to divert roughly 75% of the municipal solid waste (MSW) generated from residential; industrial, commercial, institutional (ICI); and demolition, land clearing and construction (DLC) sources away from disposal in the Regional Landfill. This goal, adopted by the Board in 2004, included the diversion of biosolids from landfill disposal to composting. Since that time the MOE has advised that biosolids are a liquid waste and should not be included in the SWMP. This means that the 75% diversion target should be adjusted to 70%.

Staff is proud to report that in 2012, with full implementation of the green bin program, the RDN diversion rate achieved the 70% target. However, more significantly, our disposal rate was an impressive 350 kilograms per capita, which, combined with projects outlined in the Regional Landfill Design & Operations Plan, results in 20 years of in-region disposal capacity.

The solid waste disposal rate is a powerful indicator of system performance because it is a measured number based on verifiable scale data rather than a calculated number based on less reliable diversion data. Consequently, the international benchmark for system comparison has become the per capita disposal rate and not the diversion rate.

A recent Conference Board of Canada report on municipal waste generation among countries belonging to the Organization for Economic Co-operation and Development (OECD), ranked Canada in last place out of 17 countries. In 2008 Statistics Canada reported that Canada generated 777 kilograms per capita of municipal waste – well above the 17-country average of 578 kilograms per capita and twice as much as Japan, the top –performing country. In contrast, the RDN generated 422 kilograms per capita in 2008, dropping to 350 kilograms per capita in 2012. This is lower than Japan at 377 kilograms per capita and Nova Scotia, which reported a disposal rate of 401 kilograms per capita in 2010.

Stage One of the SWMP review process will provide a detailed description of the current solid waste management system with respect to waste generation, diversion and disposal. To provide a baseline to assess system performance, in 2012 staff engaged consultants to update the waste composition study completed in 2004. Copies of this report are available upon request.

As indicated in Chart 1, in 2004 compostable organics represented 35% of the material going to landfill. With the implementation of the commercial food waste ban in 2005, and the residential green bin program in 2010-11, staff expected that the composition of landfilled waste should have changed significantly. But, as indicated in Chart 2, in 2012 compostable organics still represented 30% of the material going to landfill.

Nevertheless, although waste composition has changed only slightly, the actual amount of waste disposed has been reduced from 442 kilograms per capita in 2004 to 350 kilograms per capita in 2012. Table 1 illustrates that the most drastic decrease is for food waste and compostable paper and highlights a reduction of 50 kg per capita. This equates to an overall reduction of 19% in the amount of food waste disposed at the landfill between 2004 and 2012.

Chart 1: RDN Solid Waste Composition 2004

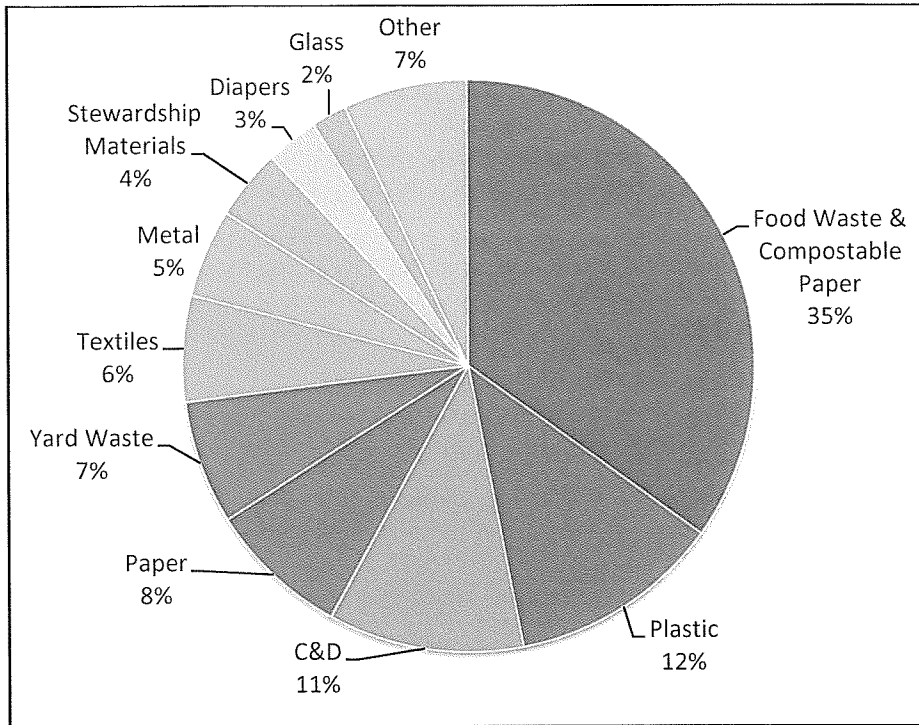


Chart 2: RDN Solid Waste Composition 2012

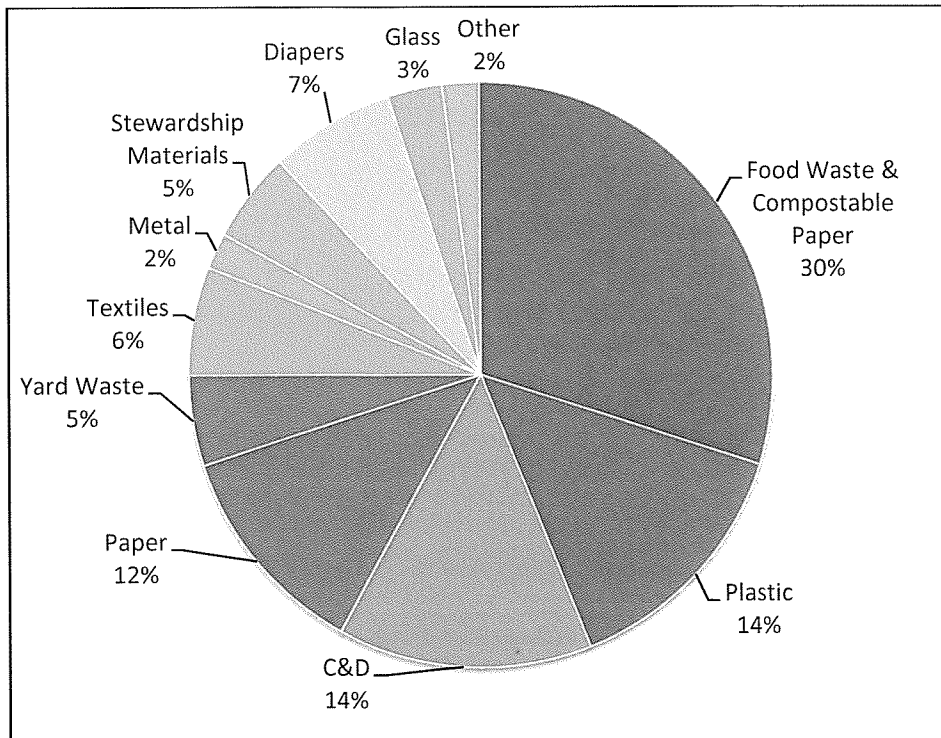
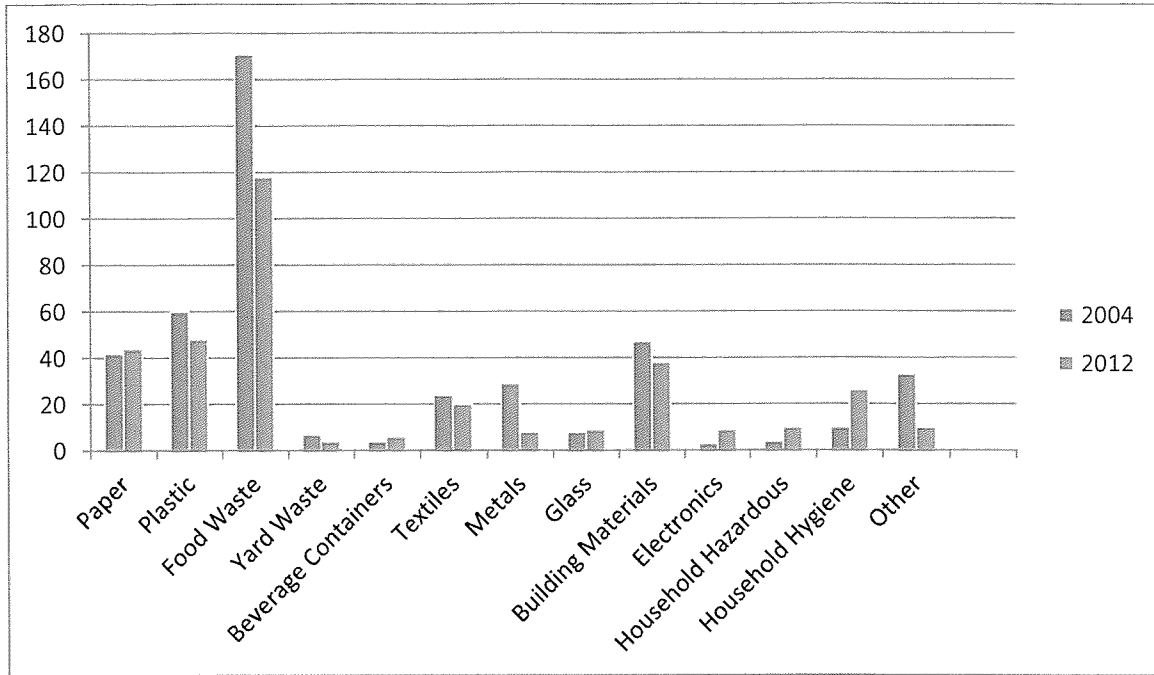


Table 1- Kilogram Per Capita Waste Disposed By Material Category



The 2012 Waste Composition Study indicates that there is still a significant volume of organics available for capture. The study also reveals a high presence of hard to recycle items. Of significance are household hygiene products, such as; diapers, sanitary products and pet waste. The study also indicates that hard to recycle items and paper products increased by the same percentage of approximately 4%.

The data from the 2012 Waste Composition Study will be particularly useful as new Extended Producer Responsibility programs take effect, such as Multi Materials British Columbia (MMBC). Staff is working collaboratively with these programs and this data enables the RDN to share information with product stewards to help with future program planning needs.

**Stage 2 – Beyond 70%**

Stage Two of the review process is scheduled to begin in 2014 and will be completed in two phases. The first phase will be a review of options and RDN programs to increase diversion beyond 70%, as well as innovative approaches to managing residual waste. The second phase of the review process will include evaluating current and proposed provincial product stewardship programs.

Based on the Waste Composition Study, there is certainly room to increase the RDNs already impressive diversion rates. Pursuing these opportunities is the foundation to the RDN’s approach to waste management. However, even with significant and growing rates of diversion, residual waste will remain. Therefore, an important component of the SWMP process is to further develop the Residual Waste Management Plan, which will explore the conversion of residual waste to energy. When technically and economically feasible, generating energy from residual waste will further reduce materials entering the regional landfill thus extending its life beyond the current 20-year projection, while also meeting the energy needs of residents in the RDN.

Conducting our SWMP review from 2013-2015 allows us to respond proactively to provincial stewardship programs changes. In May 2011 the province amended the Recycling Regulation to include packaging and printed paper (PPP). This amendment shifts financial and administrative responsibility for managing these materials from local governments to the producers of PPP. This transfer of responsibility is intended to provide incentives to producers of PPP to incorporate environmental considerations in the design of their products.

Under the amended Provincial regulation, producers of PPP are required to submit a stewardship plan detailing how they will finance and manage the recycling of packaging and printed paper to the Ministry and the Ministry of Environment anticipate approving the stewardship plan by May 2014.

### **Stage Three – Public Review & Plan Adoption**

Stage Three of the SWMP review is an opportunity to engage the public in the SWMP review and update. This will ensure the public is provided with information on the proposed strategies and options, designed to further reduce waste and establish a new diversion target beyond the 70% currently achieved. The results of the consultation will be presented to the RSWAC and RDN Board prior to adoption of the plan and will then be forwarded on to the Ministry of Environment for approval.

### **Regional Solid Waste Advisory Committee**

Regional districts are required to submit to the Province under Sections 27 (1) and (2) of the Environmental Management Act, the design of their public review and consultation process, including terms of reference for the public advisory committee. A revised terms of reference is attached as Attachment 2 for the Board's consideration.

In November 2011, the Board disbanded the previous RSWAC as the committee's plan monitoring objectives for the 2005 SWMP were completed. Once a new RSWAC is selected their role will be to review the Zero Waste and Residual Waste components of the plan and make recommendations with respect to identifying issues and opportunities to be included in a revised SWMP.

### **ALTERNATIVES**

1. That the Board approves the revised Regional Solid Waste Advisory Committee Terms of Reference as attached.
2. That the Board does not approve the revised Regional Solid Waste Advisory Committee Terms of Reference and provides alternative direction.

### **FINANCIAL IMPLICATIONS**

The review and update of the SWMP is a key item in the 2013 Business Plan for solid waste services. As such the proposed 2013-2017 financial plan allocates \$105,000 for the technical reviews and public consultation associated with the plan review. Staff estimates that the technical studies and public consultation required for Stage One, to be completed in 2013, will be roughly \$20,000. Consequently, \$85,000 will be carried forward to the 2014-2018 financial plan to complete Stage Two and Three.

### **STRATEGIC PLAN IMPLICATIONS**

In terms of strategic priorities, promoting diversion, innovative approaches to residual waste management, and enhanced product stewardship shares responsibility for effective waste management

between private and public sectors. The result is a more resilient system, with operational costs shifted from regional taxpayers to those generating waste, and grows opportunities to build an economically viable waste management sector, providing employment and driving innovation in the region by integrating waste management with resource and energy recovery

At the more detailed service level, the proposed phases of the SWMP review directly reflect the goals and actions for the Solid Waste Service. Strengthening a regional commitment to Zero Waste with aggressive new waste diversion targets beyond the 70% currently achieved; emphasizing innovative approaches to residual waste management including waste to energy; supporting provincial product stewardship programs; and consulting the public closely on proposed policies and programs in an updated SWMP are each specific actions for the Solid Waste Service for the 203-2015 period.

## **SUMMARY/CONCLUSIONS**

In British Columbia, regional districts are mandated by the Provincial Environmental Management Act to develop Solid Waste Management Plans (SWMP) that are long term visions of how each regional district would like to manage their municipal solid wastes, including waste diversion and disposal activities.

The current RDN Solid Waste Management Plan (SWMP) was approved by the minister in 1988 and was amended in 1996 to include the 3Rs Plan for waste diversion activities. The plan was amended once more in 2005 to include three main components: an update of the 3Rs Plan, evolving it into a Zero Waste Plan; the Residual Waste Management Plan; and a Waste Stream Management Licensing Bylaw. In August 2010, the plan was amended again to include the Design and Operations Plan for the Regional Landfill.

With the full implementation of the green bin program, the RDN's 2012 diversion rate was 70%. However, more significantly, our disposal rate was an impressive 350 kilograms per capita, which, combined with projects outlined in the Regional Landfill Design & Operations Plan, results in 20 years of in-region disposal capacity.


The SWMP review process will be conducted in three stages. The first stage is a review and analysis of the current solid waste management system including implementation status of the 2005 Plan as well as identification of issues and opportunities. The second stage is a review of options to address the region's future solid waste management needs and the selection of preferred management options. The third stage involves community consultation to obtain input on selected options. Throughout the process the Regional Solid Waste Advisory Committee will provide input and feedback on the SWMP review and update. The final SWMP will be forwarded to the RDN Board for adoption and then presented to the Ministry of Environment for approval.

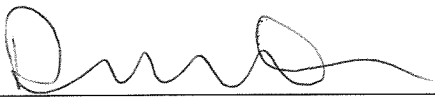
As the Board disbanded the previous RSWAC in November 2011, staff is seeking Board approval to revise the Regional District of Nanaimo's Solid Waste Advisory Committee Terms of Reference in relation to reviewing and updating the RDN's 2005 Solid Waste Management Plan. The main priority of the review is to update the 2005 SWMP and to identify further opportunities to reduce waste and establish new diversion target beyond the 70% currently achieved.




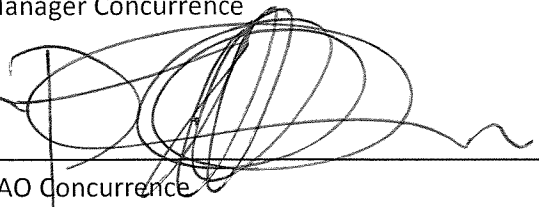
**RECOMMENDATION**

- 1. That the Board approves the revised Regional Solid Waste Advisory Committee Terms of Reference as attached.

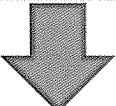
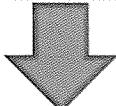
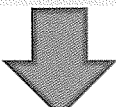
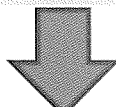
For   
\_\_\_\_\_  
Report Writer

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

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

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

# SOLID WASTE MANAGEMENT PLAN REVIEW PROJECT STAGES & ACTIVITIES

TIMELINES	STAGES	ACTIVITIES
<b>2013</b>	<b>STAGE 1</b>  EVALUATE EXISTING SYSTEM	<ul style="list-style-type: none"> <li>• PLAN IMPLEMENTATION STATUS/FUTURE NEEDS</li> <li>• ISSUES &amp; OPPORTUNITIES</li> </ul>
		
<b>2014</b>	<b>STAGE 2</b>  IDENTIFY STRATEGIES OPTIONS	<ul style="list-style-type: none"> <li>• DEVELOP SHORT AND LONG LIST OF OPTIONS</li> <li>• PREPARE SOLID WASTE MANAGEMENT PLAN</li> </ul>
		
<b>2015</b>	<b>STAGE 3</b>  CONSULTATION & ADOPTION	<ul style="list-style-type: none"> <li>• CONDUCT PUBLIC REVIEW</li> <li>• PLAN APPROVAL</li> </ul>



## REGIONAL DISTRICT OF NANAIMO

REGIONAL SOLID WASTE ADVISORY  
COMMITTEE

## TERMS OF REFERENCE

*date of adoption*

B e y o n d R e c y c l i n g

**Background**

In British Columbia, regional districts are mandated by the Provincial Environmental Management Act to develop Solid Waste Management Plans (SWMP) that are long term visions of how each regional district would like to manage their municipal solid wastes, including waste diversion and disposal activities. SWMP's are approved by the Minister of Environment, and following plan approval, the Ministry of Environment (MOE) expects that a review of plan effectiveness be completed by the end of each five year period. Public consultation, including the creation of advisory committees, is an essential requirement for plan approval. Although the MOE recommends the establishment of separate public and technical advisory committees, the RDN has found that a single advisory committee, representing both community and technical interests at the same table and chaired by a non-voting RDN director, provides the most transparent, accountable and productive vehicle for meaningful public involvement.

**Purpose**

The primary role of the Regional Solid Waste Advisory Committee is to advise the Board on the review and update of the SWMP, which was approved by the Province in 2005 and amended in 2010. The RSWAC will be reviewing the Zero Waste and Residual Waste components of the plan and making recommendations with respect to identifying issues and opportunities to be included an updated SWMP.

**Committee Roles and Responsibilities**

The Regional Solid Waste Advisory Committee (RSWAC) will be both an advisory and monitoring committee. The RSWAC will:

- provide recommendations to the Board regarding programs and policies relating to solid waste management;
- liaise between their constituents and the RDN; providing feedback to the RDN and increasing awareness of solid waste issues amongst their constituency;
- participate on smaller ad-hoc committees dealing with specific issues or tasks;
- provide advice and feedback on consultation activities with the general public;
- provide input and feedback on technical reports and other documents prepared for the committee's information;
- strive to keep abreast of solid waste management issues both locally and in a broader context.

## Membership Criteria/Selection

The committee will consist of 20 members. Members will be selected by the Board through an application process. Membership representation will be as follows:

2 members	General Public (1 north, 1 south)
2 members	Business Community (1 north, 1 south)
1 member	Waste Management – private sector
1 member	Waste Management – non-profit
1 member	Landfill Liaison Committee
1 member	Environment Community
4 members	RDN Board
1 member	First Nations representative
1 member	Environment Canada
1 member	Ministry of Environment
1 member	Central Vancouver Island Health Unit
4 members	Municipal staff (Nanaimo, Parksville, Qualicum Beach and Lantzville)

Membership may be changed as needs or issues arise. The application for committee membership will be promoted through advertisements in local media. Applications must demonstrate the applicant's:

- representation of one of the sectors listed above;
- willingness and ability to commit to volunteering the necessary time to the committee;
- interest in solid waste issues in the RDN;
- willingness and ability to consider issues from all sectors and geographical perspectives within the community;
- experience related to solid waste issues;
- willingness and ability to work towards consensus on issues being addressed by the committee.

Selection of members will attempt to create a committee with a balance of representation:

- geographically;
- demographically; and
- with a variety of interests and perspectives.

## Term

Members will be appointed by the RDN Board to a 3-year term. Alternate member appointments will be approved by the Committee as required. No substitute members will be permitted. If a member must resign from the committee, their position will be filled through the application process.

In general there will be 4-6 meetings per year of the committee with the provision for workshops or other presentations at the committee's discretion.

Members are expected to attend all committee meetings. Members who miss 75% of meetings within one year will have their membership revoked at the discretion of the committee.

## **Decision Making**

Committee recommendations to the RDN Board will be made by consensus whenever possible. If necessary, votes may be taken and minority reports may be submitted to the Board in addition to the majority opinion.

RSWAC meetings will be open to the public, however non-RSWAC members will not have speaking or voting privileges. Delegations that wish to address the committee must seek approval from the committee through a written request. Acceptance of a delegate's request to speak to the committee will be at the discretion of the committee.

## **Chairperson**

The chair will be one of the RDN Board members appointed to the Committee in order to provide a direct link between the advisory committee and the Board.



RDN REPORT		
CAO APPROVAL		✓
EAP		
COW	✓	
MAR 04 2013		
RHD		
BOARD		

**MEMORANDUM**

**TO:** Mike Donnelly  
Acting General Manager, Regional and Community Utilities

**DATE:** February 27, 2013

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

**FILE:** 5500-22-01

**SUBJECT:** Bylaw No. 1655.01 - Water User Rate Amendments 2013

**PURPOSE**

To obtain Board approval for proposed water user rate amendments.

**BACKGROUND**

Water user rates in all the Regional District of Nanaimo (RDN) water service areas are proposed to increase by 2% in accordance with the 2013 Financial Plan and be in effect for May 1, 2013. Water user rates for the eight RDN water service areas utilize a common rate structure based on an “inclining block” rate which encourages water conservation and minimizes resource waste. The eight RDN water service areas include Whiskey Creek, Melrose Terrace, Surfside, French Creek, Englishman River Community, San Pareil, Nanoose Bay Peninsula, and Decourcey. *Regional District of Nanaimo Water Services Fees & Charges Bylaw No. 1655, 2012* requires amending in order to effect a change to the water user rates.

Below are two tables illustrating the existing rates and the proposed rates for 2013. The structure on which the rates are established does not change, only the rates for the various blocks of water use.

The existing water user rates in the RDN water service areas are;

Minimum Daily Rate	Average Daily Consumption in cubic metres					
	Up to 0.7 m <sup>3</sup>	.71 to 1.4 m <sup>3</sup>	1.41 to 2.1 m <sup>3</sup>	2.11 to 2.8 m <sup>3</sup>	2.81 to 3.5 m <sup>3</sup>	over 3.51 m <sup>3</sup>
\$0.28	\$0.92	\$1.06	\$1.34	\$1.60	\$2.13	\$3.19

The proposed water user rate increase of 2% by May 1, 2013 would result in the following;

Minimum Daily Rate	Average Daily Consumption in cubic metres					
	Up to 0.7 m <sup>3</sup>	.71 to 1.4 m <sup>3</sup>	1.41 to 2.1 m <sup>3</sup>	2.11 to 2.8 m <sup>3</sup>	2.81 to 3.5 m <sup>3</sup>	over 3.51 m <sup>3</sup>
<b>\$0.29</b>	<b>\$0.94</b>	<b>\$1.08</b>	<b>\$1.37</b>	<b>\$1.63</b>	<b>\$2.17</b>	<b>\$3.25</b>

## ALTERNATIVES

1. Approve the proposed water user rate increase and associated bylaw amendment.
2. Do not approve the proposed water user rate increase and provide alternate direction to staff.

## FINANCIAL IMPLICATIONS

Under Alternative 1, if the water user rates are increased as proposed, then the ongoing maintenance, upgrades and improvements under each water system capital plan can proceed as laid out in the 2013 financial plan. The rate structure was developed to provide the necessary funding required for ongoing operation of the water service areas.

Under Alternative 2, if the water user rates are not increased as proposed, there would be a reduction in financial support for the operation of all RDN water systems. Funding reductions would result in reduced operational activity including regular system maintenance and upgrades. Staff do not recommend this alternative.

## SUSTAINABILITY IMPLICATIONS

Sufficient funding levels support the effective operation of the RDN's eight water systems and allow for continuous improvements to the provision of safe drinking water.

## SUMMARY

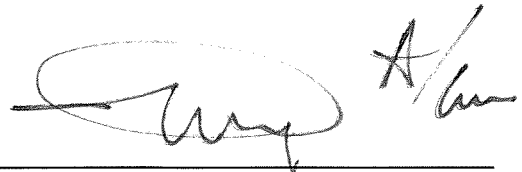
The RDN's eight water systems utilize a common rate structure based on an "inclinig block" rate, whereby consumer costs for the quantity of water used are directly related to consumption (i.e., Higher water users pay higher user rates). Staff recommend that the water user rates be increased in accordance with the 2013 financial plan, and that the rates be in effect May 1, 2013. The updated user rate increase of 2% supports the ongoing maintenance and upkeep of RDN drinking water systems. *Regional District of Nanaimo Water Services Fees & Charges Amendment Bylaw No. 1655.01, 2013* is attached for Board consideration and adoption.

## RECOMMENDATIONS

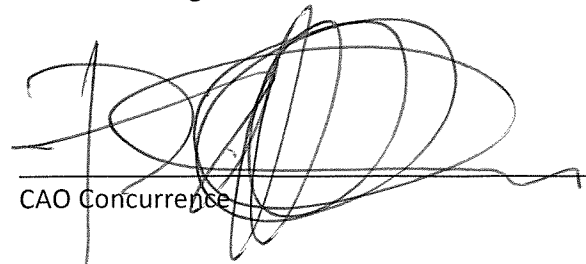
1. That "Regional District of Nanaimo Water Services Fees & Charges Amendment Bylaw No. 1655.01, 2013" be introduced and read three times.



Report Writer



General Manager Concurrence



CAO Concurrence

REGIONAL DISTRICT OF NANAIMO

BYLAW NO. 1655.01

A BYLAW TO AMEND THE FEES AND CHARGES FOR  
REGIONAL DISTRICT OF NANAIMO WATER SERVICES

WHEREAS the Regional District of Nanaimo established water user fees and charges pursuant to Bylaw No. 1655, cited as "Regional District of Nanaimo Water Services Fees & Charges Bylaw No. 1655, 2012";

AND WHEREAS in accordance with Section 803 of the *Local Government Act*, this bylaw authorizes the Regional District to recover service costs through the imposition of fees and charges;

AND WHEREAS the Board of the Regional District of Nanaimo wishes to introduce water user rate increases of 2% in accordance with the 2013 Financial Plan;

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

1. **Citation**

This bylaw may be cited for all purposes as the "Regional District of Nanaimo Water Services Fees & Charges Amendment Bylaw No. 1655.01, 2013".

2. **Amendment**

"Regional District of Nanaimo Water Services Fees & Charges Bylaw No. 1655, 2012" is amended as follows:

By deleting Schedule 'A' of Bylaw No. 1655 and replacing it with the Schedule 'A' attached to and forming part of this bylaw.

3. **Effective Date**

The effective date of this bylaw is May 1, 2013.

Introduced and read three times this \_\_\_\_\_ day of \_\_\_\_\_, 2013.

Adopted this \_\_\_\_ day of \_\_\_\_\_, 2013.

---

CHAIRPERSON

---

CORPORATE OFFICER



---

Chairperson

---

Corporate Officer

## **SCHEDULE 'A'**

### **WATER RATES**

1. (a) Calculated on the average daily consumption per unit:
  - i) For the first 0.7 cubic meters per day, \$0.94 per cubic meter.
  - ii) From 0.71 to 1.4 cubic meters per day, \$1.08 per cubic meter.
  - iii) From 1.41 to 2.1 cubic meters per day, \$1.37 per cubic meter.
  - iv) From 2.11 to 2.8 cubic meters per day, \$1.63 per cubic meter.
  - v) From 2.81 to 3.5 cubic meters per day, \$2.17 per cubic meter.
  - vi) Over 3.51 cubic meters per day, \$3.25 per cubic meter.
- (b) Minimum rate is \$0.29 per day.
- (c) Un-metered connections - \$3.00 per day.
- (d) Schools – As per (a) above plus \$80.00 per billing period.
- (e) Un-metered fire lines, \$65.00 per billing period.



RDN REPORT		
CAO APPROVAL		✓
EAP		
COW	✓	
MAR 06 2013		
RHD		
BOARD		

**MEMORANDUM**

**TO:** Paul Thorkelsson  
Chief Administrative Officer

**DATE:** March 6, 2013

**FROM:** Mike Donnelly  
Manager of Water and Utility Services

**FILE:** 5620-20 ERWS

**SUBJECT:** Information Report – French Creek Bulk Water Service Area  
Removal from the Englishman River Water Service Joint Venture Agreement

**PURPOSE**

To update the Board on the activities and process associated with the removal of the French Creek Bulk Water Service Area from the Englishman River Water Service joint venture agreement.

**BACKGROUND**

The Regional District of Nanaimo has received a request from the French Creek Resident’s Association to remove the French Creek Bulk Water Service Area from the Englishman River Water Service joint venture agreement. This request is currently being processed. Following is an overview of the context associated with this request and the activities associated in processing the request.

In 1996 the Regional District of Nanaimo entered into the Arrowsmith Water Service joint venture agreement in partnership with the City of Parksville and the Town of Qualicum Beach for the provision of bulk water from the Englishman River. In the Regional District of Nanaimo there were two service areas identified that would benefit from this joint venture, Nanoose Bay and French Creek.

This agreement was put in place to establish the terms of the joint venture in connection with the design, construction, installation, ownership, maintenance and replacement of bulk water facilities to supply water to the joint venture participants. The capital cost and water supply apportionment in that agreement were as follows;

**Arrowsmith Water Service (AWS)**

Parksville	63.9%
Qualicum Beach	13.7%
RDN Nanoose Bay	14.4%
RDN French Creek	8.0%

In 2011 a new joint venture agreement was established called the Englishman River Water Service (ERWS). This new joint venture recognized only two participants, the City of Parksville and the Regional District of Nanaimo (Nanoose and French Creek). The Arrowsmith Water Service joint venture remained in place, with the original participants and allocations, for the purpose of debt repayment, ongoing operations of the dam and associated improvements.

Under the ERWS agreement the two parties, the City of Parksville and the Regional District of Nanaimo (Nanoose and French Creek Bulk Water Service Areas) hold the water allocations and are responsible for capital and operational costs associated with the new intake on the Englishman River, the water treatment plant and associated piping. The cost and water supply apportionment in that agreement are as follows;

**Englishman River Water Service (ERWS)**

City of Parksville	74%
RDN Nanoose Bay	16.7%
RDN French Creek	9.3%

On November 15<sup>th</sup> 2012 the RDN received correspondence from the French Creek Residents' Association requesting that the French Creek Bulk Water Service Area be removed from the ERWS joint venture agreement (see attached). The resident's association noted that water supply was sufficient in their area and as such no additional water supply was required. Recent information from EPCOR, the water purveyor for the majority of the French Creek Bulk Water service area, indicates they have increased their groundwater supply to meet current and future demands.

Staff reviewed the request with respect to water allocation and capital cost apportionment changes. The allocation for Nanoose Bay would move from 16.7% to 26% with French Creek leaving the ERWS joint venture agreement. French Creek would remain in the Arrowsmith Water Service joint venture agreement for the purposes described. The Arrowsmith Water Service joint venture does not have a water allocation component.

In their presentation to the Arrowsmith Water Service in April of 2011 the engineering consultants (Associated Engineering, Koers & Associates Engineering and Ker Wood Leidel) tasked with carrying out a full review of the project noted the Nanoose area required 22% of the available water license. The existing allocation of 16.7% would not meet that requirement. Based on this, the re-allocation of water to meet future demands in the Nanoose Bay area would be prudent.

In order for these changes in the joint venture agreement to take place a modified ERWS joint venture agreement must be brought before the ERWS Board for their consideration and approval. Once that approval is in place then staff will bring forward the necessary Bylaw amendments for the RDN Board's consideration.

**ALTERNATIVES**

1. Receive the report for information.
2. Provide alternate direction to staff.

**FINANCIAL IMPLICATIONS**

With these changes the French Creek Bulk Water Service Area would be removed from the ERWS joint venture agreement while remaining within the AWS agreement along with the original partners.

Under the AWS agreement the French Creek Bulk Water Service Area will be responsible for their allocation percentage for Arrowsmith dam debt, maintenance, ongoing operations and any future improvements. The costs associated with these activities generated a parcel tax in 2013 of \$131.

The French Creek Bulk Water Service Area has a current reserve fund of \$836,000 which will be utilized to pay down the remainder of the debt for the AWS agreement and for any future capital associated with the Arrowsmith dam. The 2013 parcel tax for French Creek Bulk Water will be reduced to \$5.00 to pay ongoing operating costs for the AWS service. This rate is contemplated to be unchanged for approximately 10 to 15 years. After that period the reserve fund will have been exhausted and debt on the Arrowsmith dam will have been retired. This would then result in an estimated annual parcel tax of approximately \$20 at that time.

The allocation of the 9.3% share to Nanoose Bay Bulk Water will result in additional costs for that service area moving forward. Below is the breakdown of estimated costs over the next five years.

**NANOOSE BULK WATER  
 Englishman River Water Service - Joint Venture Share**

	2013 Budget	2014 Budget	2015 Budget	2016 Budget	2017 Budget
Tax per parcel as per previous 2012-2016 Financial Plan	\$ 282	\$ 294	\$ 305	\$ 318	\$ 391
Current tax per parcel based on 2013-2017 Financial Plan	\$ 282	\$ 310	\$ 335	\$ 368	\$ 405
<b>Change to annual parcel tax from current**</b>	<b>\$ -</b>	<b>\$ 16</b>	<b>\$ 30</b>	<b>\$ 50</b>	<b>\$ 14</b>

*\*\*Does not incorporate any increase in the number of parcels over the 5 year period*

**SUMMARY**

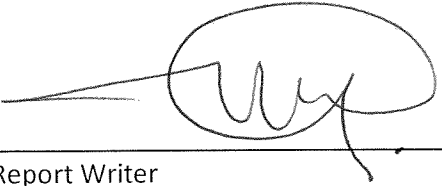
The French Creek Resident’s Association has requested that their bulk water service area be removed from the Englishman River Water Service joint venture agreement. Removal from the agreement allows Nanoose Bulk Water Service Area the additional water supply recommended in the Associated Engineering, Koers & Associates Engineering and Ker Wood Leidel (KWL) report to the Arrowsmith Water Service Board.

The French Creek Bulk Water Service Area will remain in the Arrowsmith Water Service joint venture agreement along with the RDN, City of Parksville and the Town of Qualicum Beach under the terms of the existing agreement.

The modified ERWS joint venture agreement will be presented to the ERWS Board at the next scheduled meeting. Subsequently, French Creek Bulk Water Service Area bylaw amendments associated with this change will be brought before the RDN Board for consideration.

**RECOMMENDATIONS**

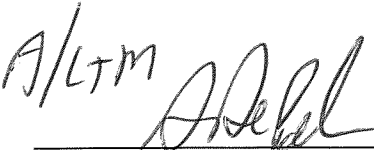
1. That this information report on the removal of the French Creek Bulk Water Service Area from the Englishman River Water Service joint venture agreement be received.



---

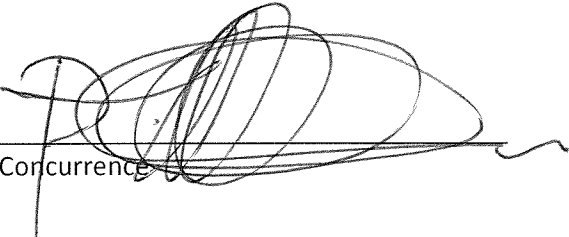
Report Writer

A/LTM



---

General Manager Concurrence



---

CAO Concurrence

Joe Stanhope  
Director, Area G  
Regional District of Nanaimo  
6300 Hammond Bay Road  
Nanaimo, BC  
V9T 6N5

Dear Director Stanhope:

Re: Area G, RDN French Creek, participation in;  
Arrowsmith Water Service (AWS) and Englishman River Water Service (ERWS)

With reference to numerous discussions between yourself and the French Creek Residents' Association on this subject, we wish to formally outline the views of this Association.

This subject was initially discussed at an All Candidates Meeting held in November 2011 which was sponsored by our Association. The Board of Directors for the Association subsequently decided to convene a meeting for members and any other interested parties which was held on February 16, 2012. After presentation and discussion of the facts, a formal survey was taken which included the questions of whether property owners wished to remain as participants in AWS and ERWS. The resulting consensus was that members wished to remain in AWS but overwhelmingly did not wish to be part of or included in ERWS. Further, a majority also desired more information concerning details and legalities that must be considered. Also important is the financial aspect regarding funds that have already been collected by the RDN and whether this would necessarily continue in the future at the present level if we do not participate in ERWS.

An important aspect of the details discussed at our February 16<sup>th</sup> meeting was that the majority of the speakers did not believe that French Creek property owners had been formally given the opportunity to decide whether they wished to participate in ERWS. They believe that the referendum on AWS participation and financing did not allow the RDN to expand that approval into ERWS participation with regard to the further cost of drawing water from the Englishman River and building a treatment plant. Based on current information regarding water resources in the French Creek area, property owners do not believe there is a need to develop supplies via ERWS. They also clearly understand this is not the case with Parksville property owners but do not feel the need to be included in same.

Accordingly, the French Creek Residents' Association requests that the Board of Directors of the RDN recognize the position of the members of the Association concerning non-participation in ERWS and the need for further information as to how such may be accomplished, perhaps through RDN sponsored Information Meeting(s).

Sincerely,

Robert Williams  
President  
French Creek Residents' Association  
c/o 794 Mulholland Drive  
Parksville BC  
V9P 2K4

November 4, 2012

cc All Directors, FCRA

**REGIONAL DISTRICT OF NANAIMO**

**MINUTES OF THE ELECTORAL AREA 'A'  
PARKS, RECREATION AND CULTURE COMMISSION  
REGULAR MEETING HELD  
WEDNESDAY, FEBRUARY 20, 2013 AT 7:00PM  
AT CEDAR HERITAGE CENTRE**

**Attendance:** Alec McPherson, RDN Director, Chair  
Eike Jordan  
Bernard White  
Jim Fiddick  
Angela Vincent-Lewis  
Carolyn Mead  
Patti Grand

**Staff:** Sandra Pearson, Superintendent of Recreation Program Services  
Elaine McCulloch, Parks Planner  
Ann-Marie Harvey, Recording Secretary

**Regrets:** Chris Pagan  
Kerri-Lynne Wilson

---

**CALL TO ORDER**

Chair McPherson called the meeting to order at 7:12pm.

**APPOINTMENTS**

Chair McPherson welcomed the Commission back and introduced Patti Grand to the Commission.

**Appointment of Deputy Chair**

MOVED Commissioner White, SECONDED Commissioner Fiddick, that Commissioner Grand be appointed as Deputy Chair of the Commission.

CARRIED

**Grant in Aid Sub-Committee (3 members, 1 alternate)**

Commissioner Jordan, Commissioner Vincent-Lewis and Commissioner Pagan (via email) will sit on the Grant in Aid Sub-Committee, with Commissioner White as alternate.

**MINUTES**

MOVED Commissioner White, SECONDED Commissioner Jordan that the Minutes of the Regular Electoral Area 'A' Parks, Recreation and Culture Commission meeting held November 21, 2012 be received.

CARRIED

## COMMUNICATIONS/CORRESPONDENCE

Moved Commissioner Vincent-Lewis, SECONDED Commissioner Mead that the following Correspondence be received:

J. Honkanen, Wheatsheaf Fastball Club to EA 'A' Recreation Commission, RE: Thank you for RDN Grant.

L. Barnett, Cedar 4-H District Council to EA 'A' Recreation Commission, RE: Thank You for RDN Grant.

D. Smith, 1st Cedar Scout Group to A. McPherson, RDN Director Area A, RE: Thank you for RDN Grant.

CARRIED

## REPORTS

### **PARKS**

#### **Monthly Update of Community & Regional Parks and Trails Projects – Nov/Dec 2012 Monthly Update of Community and Regional Parks and Trails Projects – Jan 2013**

Ms. McCulloch presented a summary of the Community and Regional Parks and Trails Projects for Electoral Area 'A'.

Commissioner Fiddick requested an update on the Nelson Boat Ramp Stairs. Ms. McCulloch explained that an attempt was made to repair the bottom stair landing with advice from the Department of Fisheries and Oceans. However, the stairs remain unsafe and as such have been closed until a safe repair can be made.

Moved Commissioner Jordan, SECONDED Commissioner Mead that the reports be received.

CARRIED

## BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS

### NEW BUSINESS

#### **Recreation Update - Planning Session**

Ms. Pearson recommended that Commisison set a date for the Recreation Planning session for late Fall. This item will be placed on the September 2013 agenda, to set a date for November.

Ms. Pearson reported that the Cedar Community School Enhancement Society lease agreement is in development stage and will be presented at the April meeting for Commission's review.



**Grant-in-Aid Sub-Committee meeting – Set date**

Committee members suggested a day/time of the week for a meeting. Staff will follow up by email to confirm the date to review the four applications that were submitted.

**BCRPA Symposium (May 1-3, 2013)**

MOVED Commissioner Grand, SECONDED Commissioner Mead that Commissioner Jordan and Commissioner Vincent-Lewis attend the BCRPA Symposium to represent the Electoral Area A Parks, Recreation and Culture Commission.

CARRIED

**Review of Existing Parks Projects/Plans**

Ms. McCulloch reviewed the Community Parks Projects sheet for Area 'A' which amalgamated projects from the Electoral Area 'A' Active Transportation Plan (2009), the Electoral Area 'A' Community Trails Study(2005) and the Electoral Area 'A' Community Parks 5 year work Plan (2012).

Ms. McCulloch recommended the Commission members review the Active Transportation Plan and Community Trail Study as background information. At the next meeting the Commission will discuss their 5-Year goals and identify specific projects to be included in the 5-Year Project Plan. She noted that the 2013 projects are finalized into the 2013 EA A Community Parks budget.

MOVED Commissioner Jordan, SECONDED Commissioner Vincent-Lewis to receive parks projects/plan.

CARRIED

**5 Year Financial Plan/Business Plan (Addendum)**

Ms. Pearson handed out the 5 Year Financial Plan/Business Plan for Recreation and Community Parks for discussion and gave a broad explanation of the proposed 2013 budget.

MOVED Commissioner Grand, SECONDED Commissioner Jordan that the 2013 Annual Budget and Five Year Financial Plan for Electoral Area 'A' Recreation and Culture Services and Parks services be received.

CARRIED

**COMMISSIONER ROUND TABLE**

Commissioner Mead is glad to be back on Commission to be involved with projects and excited about the parks plan. She raised her concern for the Woobank Rd. to Cedar School route having no stopping along the way. She suggested it needs more signage.

Commissioner Vincent-Lewis is excited about Island Corridor Foundation funding by RDN. She noted she would like to see a cross walk where the Morden Colliery Regional Trail crosses Woobank Rd.

Commissioner Jordan asked if there was an alternate at the School District 68 to contact as she has had no response from Operations. She was referred to the Superintendent.

Commissioner Grand thanked the Commission for an intriguing and informative evening.

**ADJOURNMENT**

MOVED, Commissioner White, SECONDED Commissioner Mead to adjourn and move In Camera at 9:15pm.

CARRIED

**IN CAMERA**

MOVED Commissioner White, SECONDED Commissioner Mead, that pursuant to Section 90(1) (e) of the Community Charter the Board proceed to an In Camera Commission meeting to consider items related to land issues.

CARRIED

REGIONAL DISTRICT OF NANAIMO

MINUTES OF THE  
DISTRICT 69 RECREATION COMMISSION REGULAR MEETING  
HELD ON THURSDAY, FEBRUARY 21, 2013 AT 2:00pm  
AT DEEP BAY SHELLFISH RESEARCH STATION

Attendance: Reg Nosworthy, Chair, Electoral Area 'F'  
Scott Tanner, Councillor, Town of Qualicum Beach  
Ross Milligan, Trustee, District #69 School Board  
Bill Veenhof, Director, RDN Board Appointee  
Gordon Wiebe, Electoral Area 'E'  
Richard Leontowich, Electoral Area 'H'  
Joe Stanhope, Director, RDN Board, Electoral Area 'G'  
Peter Morrison, Councillor, City of Parksville

Staff: Tom Osborne, General Manager of Recreation and Parks  
Dean Banman, Manager of Recreation Services  
Mike Chestnut, Superintendent of Aquatic Services  
John Marcellus, Superintendent of Arena Services  
Sandra Pearson, Superintendent of Recreation Program Services  
Ann-Marie Harvey, Recording Secretary

---

**CALL TO ORDER**

Chair Nosworthy called the meeting to order at 2:06pm.

**DELEGATIONS**

**L. Donaldson RE: RAC Needs Assessment Report**

Joan Neil spoke for the group delegation requesting the Commission support the request for additional program space and time at the facility as per the findings in the 2012 Assessment Survey, encouraged the need to expand the facility, and spoke in favour of having the facility open on Family Day.

MOVED Commissioner Stanhope, SECONDED Commissioner Veenhof that the delegation be received.

CARRIED

**MINUTES**

MOVED Commissioner Stanhope, SECONDED Commissioner Morrison that the Minutes of the Regular District 69 Recreation Commission meeting January 17, 2013 be received.

CARRIED

MOVED Commissioner Morrison, SECONDED Commissioner Veenhof that Minutes of the D69 Grant In Aid Sub-Committee Meeting held February 15, 2013 be received.

CARRIED

**BUSINESS ARISING FROM THE MINUTES**

MOVED Commissioner Veenhof, SECONDED Commissioner Morrison to approve the following recommendations:

1. That the following District 69 Recreation Youth Grants be approved:

<u>Community Group</u>	<u>Approved</u>	<u>Current Request</u>	<u>2013</u>
	<u>in 2012</u>	<u>2013</u>	<u>Recommended</u>
893 Beaufort Squadron Air Cadets - program expenses	<u>1,500</u>	<u>2,500</u>	<u>1,500</u>
Arrowsmith Community Enhancement Society- youth programs	<u>4,384</u>	<u>990</u>	<u>990</u>
Ballenas Secondary School – Dry Grad	<u>0</u>	<u>2,500</u>	<u>1,250</u>
District 69 Minor Softball- equipment and uniforms	<u>2,000</u>	<u>2,500</u>	<u>1,250</u>
<u>Kwalikum Secondary School- Dry Grad</u>	<u>0</u>	<u>1,500</u>	<u>1,250</u>
Oceanside Baseball Association - equipment	1,500	1,859	1,859
Oceanside Community Arts Council- equipment and software	1,950	2,500	1,500
Oceanside Track and Field Club- reconditioning cinder and club equipment	0	3,851	3,851
Parksville Curling Club- junior program	0	2,500	1,275
<b>Total</b>			<b>14,725</b>

2. That the following District 69 Recreation Community Grants be approved:

<u>Community Group</u>	<u>Approved</u>	<u>Current Request</u>	<u>2013</u>
	<u>in 2012</u>	<u>2013</u>	<u>Recommended</u>
Town of Qualicum Beach- Beach Day sound rental, first aid, displays and supplies	1,000	1,500	1,500
Errington Coop Preschool – supplies and equipment	1,200	905	905
Errington Elementary School- PAC- sandbox	0	1,265	1,265
Errington Therapeutic Riding Association - program expenses horses and arena	1,100	2,500	1,100
French Creek Community School PAC- lacrosse program	0	2,500	1,250
Lighthouse Recreation Commission- program expenses	2,700	4,150	3,000
North Island Wildlife Recovery Association- Wildlife Family Day	0	2,500	450
Parksville Adult Badminton – facility rental and insurance	2,500	456	456
Vancouver Island Opera - Recital Series- facility rental and advertising	1,210	650	650
<b>Total</b>			<b>10,576</b>

3. That the following District 69 Recreation Grant funding request not be considered :

<b>Community Group</b>	<b>Current Request 2013</b>
Nanaimo Kennel Club- annual show	2,500
Parksville Curling Club- stick league facility rental and equipment	2,962
Parksville Qualicum Beach Tourism Association- Canada/Russia Goodwill Hockey Tour	2,500
Qualicum Beach Lawn Bowling Club - maintenance golf cart	2,738

CARRIED

**COMMUNICATIONS/CORRESPONDENCE**

MOVED Commissioner Morrison, SECONDED Commissioner Wiebe that the following correspondence be received:

1. **BCRPA Symposium Brochure**
2. **AED Incident**
3. **J. Parsons, BC Senior Games Society to J. Stanhope, RDN Chair, RE: Invitation to Host the BC Senior Games**
4. **R. Doetzel, City of Port Alberni, RE: 2013 Goodwill Hockey Tour**

CARRIED

**REPORTS**

**Monthly Update – Oceanside Place – January 2013**

Mr. Marcellus updated the Commission with a summary of the Oceanside Place January report

**Monthly Update – Ravensong Aquatic Centre – January 2013**

Mr. Chestnut updated the Commission with a summary of the Ravensong January report

**Monthly Update – Northern Recreation Program Services – January 2013**

Ms. Pearson updated the Commission with a summary of the Northern Recreation Program Services - January report

**Monthly Update of Community and Regional Parks and Trails Projects January 2013.**

Mr. Osborne updated the Commission with a summary of the Community and Regional Parks and Trails Projects - January report

MOVED Commissioner Stanhope, SECONDED Commissioner Morrison that the functions reports be received.

CARRIED

### **Ravensong Aquatic Centre 2012 Needs Assessment**

Mr. Banman provided a summary review of the report of the 2012 Needs Assessment.

The Commission requested that any proposed recommendations to change the pool's schedule to accommodate the needs of the patrons, first be brought to the Commission for consideration. Mr. Chestnut noted any changes would be brought to the Commission at the April or May meeting, prior to the Fall 2013/ Winter 2014 Active Living Guide going to print.

MOVED Commissioner Morrison, SECONDED Commissioner Leontowich

- 1) That staff be directed to implement changes to the Ravensong Aquatic Centre schedule and to reallocate program space, where possible, to meet the needs identified through the 2012 Ravensong Aquatic Centre Assessment Survey.
- 2) That staff be directed to meet with Hughes Condon Marler Architects (HCMA) and obtain a quote for the firm's services to determine the project and operational cost of the work outlined in Appendix II for the years 2015 -2020 and in preparation for the 2014 Annual Budget and Five Year Financial Plan discussion.

CARRIED

### **District 69 Arena Lease Agreement - Parkville Curling Club**

Mr. Banman gave a summary and background of the lease agreement with the Parkville Curling club.

MOVED Commissioner Stanhope, SECONDED Commissioner Morrison that the Regional District of Nanaimo approve the Sublease with the Parkville Curling Club Society attached as Appendix I for the use of the District 69 Arena for the term of April 1, 2013 to March 31, 2018.

CARRIED

MOVED Commissioner Stanhope, SECONDED Commissioner Veenhof that the Reports be received.

CARRIED

## **BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS**

BCRPA Symposium - Commissioners Veenhof, Wiebe and Milligan voiced an interest in attending the 2013 BCRPA Symposium in Whistler. Each will check their schedule and contact staff. Two D69 Commissioners will attend.

## **NEW BUSINESS**

### **Ballenas School Track Resurfacing**

The Commission discussed further providing funding to the Oceanside Track and Field Club for reconditioning the cinder on the Ballenas Secondary School track as an immediate improvement.

It was also noted that meetings with the City of Parkville, Town of Qualicum Beach, School District 69 and stake holder groups will be taking place to discuss further short and long term plans for a track and field facility and the City of Parkville's request to review the possible implementation of a field user fee.

### **Statutory Holiday Closures at Ravensong Aquatic Centre and Oceanside Place**

Mr. Osborne gave a summary and history on the service reductions done at Oceanside Place and Ravensong Aquatic Centre which resulted financial cuts and closing of the two facilities on the majority of statutory holidays for the past 10 years. It was also noted that the City of Nanaimo received \$8,000 in Provincial Funding which allowed them to provide services at the Nanaimo Aquatic Centre and the Nanaimo Ice Centre for free of charge on Family Day. This funding was not made available to other communities in the Regional District.

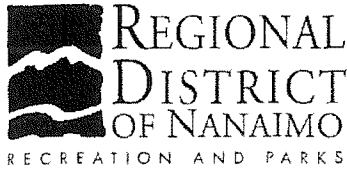
MOVED Commissioner Stanhope, SECONDED Commissioner Veenhof that staff prepare a report on the cost implications of opening Ravensong Aquatic Centre and Oceanside Place on Family Day and to review options to offset any increased costs including sourcing grants or sponsorships, limiting facility operational hours and adjusting user fees.

CARRIED

### **ADJOURNMENT**

MOVED Commissioner Stanhope to adjourn the meeting at 3:23pm.

CARRIED



RDN REC & PARKS	
GM R & P	CAO /A
MGR Parks	MGR Rec DS
Arena	Aquatics
FEB 14 2013	
Parks	Rec
POSAC	Commission ✓
Director	Other
D69 Rec Commission - FEB 21 / 13	

**MEMORANDUM**

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

**DATE:** February 14, 2013

**FROM:** Dean Banman  
Manager of Recreation Services

**FILE:**

**SUBJECT:** Ravensong Aquatic Centre Needs Assessment

**PURPOSE**

To provide District 69 Recreation Commission and Regional Board a final report on the 2012 Community Needs Assessment that was undertaken for the Ravensong Aquatic Centre.

**BACKGROUND**

At the May 17, 2012 regular meeting of the District 69 Recreation Commission, a delegation presented information and made requests related to the programming and overcrowding of the Ravensong Aquatic Centre. Specifically the delegation felt that the issues brought forward (overcrowding and need for additional amenities) could be addressed by the construction of another aquatic facility or the expansion of Aquatic Centre. The delegation requested consideration be given to the addition of a therapeutic pool, a fitness facility, change room expansion or an additional 50m pool. The delegation spoke to the needs of the entire Oceanside community and the benefit the requested changes would bring to many residents.

Staff provided further information that confirmed during certain times the facility is extremely busy and includes the times that the delegation and many others choose to use the facility. During the Commission Meeting, short and long terms needs of the facility and community were discussed with the following resolution being passed:

*"That staff provide an assessment of the issues and report on the short term accommodations within the existing facility."*

The assessment requested by Commission was then delivered in two parts. Part one included the creation of a needs assessment survey that was made available to the public both online and in hard copy format. This survey was available from June 2012 until September 2012 with various notices, information circulars and two press releases encouraging the community to participate. Part two of the assessment includes the review of the survey with recommendations to the Commission by way of this report.



A summary of the common themes identified in the assessment are provided below:

Survey: 151 total respondents

1. Respondent Demographic - Majority of respondents were living in a household with no children and are over 50 years of age.
2. Satisfaction with Existing Programs – Program satisfaction levels are medium to high. Main concerns revolve around session lengths (lap swims too short, not enough training time), more aquafit times with smaller class size, and a greater variety of fitness classes.
3. Facility – expansion required to increase lane and leisure space, larger dressing rooms and a weight/exercise room.
4. Program – increase the number of programs offered in the areas of; aquafit, lane swims and water based exercise programs.
5. Aquafit Satisfaction – 28 % of respondents supported limiting class size. 37% did not support limiting class size. The ideal class size identified for shallow aquafit fell in between 30-50 participants. For deep the majority identified 20-30.
6. Senior Swim – This was not a specific question of the survey, however citizen advocacy for a senior only swim was instigated post survey release and those supporting a senior only swim expressed this in the comments section. Comments indicated a desire to see a senior only (over 65) swim up to 3 times per week in a morning (pre noon) time slot.

Provided below are staff comments to the issues identified within the survey as well as additional information related to Ravensong use and short term accommodations.

#### Program Time and Space Allocation

In order for additional aquatic exercise classes or public swims to be introduced to help reduce current class size congestion, the following factors and issues will have to be considered, reviewed and implemented:

- Patrons will self-regulate their attendance patterns thus “thinning out” current class size or alternatively the RDN imposes class size limitations or changes the drop-in format to a registration process. (Note -Majority of respondents were not supportive to limiting class size.)
- The RDN will need to recruit and retain enough qualified instructors to deliver any new programs.
- That District 69 Recreation Commission will need to support reducing other existing programs to accommodate new or expansion of existing classes.

- Reducing the Early Bird lane swim Monday, Wednesday and Friday from 6:00am-9:30am to 6:00am-8:30am and adding three one hour Shallow Aquafit classes on Monday 8:30-9:30am, Wednesdays and Fridays may be possible. However the assessment included some feedback that more lane swimming needs to be added or the lengths of time changed. Currently adult lane swimming accounts for 32% of the total amount of use at Ravensong.
- Although irregular and interrupted by school swim lessons or programs throughout the year, there is daytime pool space available for new programs Monday thru Friday from approximately 1:00pm–2:30pm. Most recently this time was utilized for the Senior Swim that was added in September and completed in December 2012.
- Some programming changes are possible to increase the availability of the popular Aquafit program. Eliminating the deep water pool space used for width swimming on Tuesdays and Thursdays 9:30am – 10:30am would create more space for approximately 16 more participants. Patrons currently attending the width swim would need to find alternative times or join into the Aquafit session. The increase in class size during this time although possible within the main pool tank, adds to the existing problem of overcrowded change rooms. The increase in congestion in the change and shower facilities during the already busy times will be increased as more patrons attend. Increase facility demand for instructor led programs also creates staffing challenges. Certified instructors living within the community are difficult to recruit while bringing those qualified from larger community such as Nanaimo typically results in additional expenses for items such as higher hourly pay, paid travel time and/or mileage expenses.
- Adding an additional half hour to the Adult Only Noon swim (currently 12:00pm-1:00pm Mon-Fri) to 1:30pm is a possibility September through December. However to continue this January through June period would require reducing the School Learn to Swim program by 50%.
- Extended access to Sauna and Steam rooms following Adult Only Noon Swims is easily accomplished. The current schedule closes the steam and sauna at 1pm. Staff recommends changing the closure to 1:30pm. RDN will incur an additional ½ hour of labor cost to implement this change.
- A senior only (65 +) swim was implemented in the fall of 2012 on a trial basis on Wednesdays from 1:00pm-2:00pm. The average attendance was 6 patrons. The option of extending this program or other senior based aquatic activity into the winter and spring schedule is not an option in 2013 as school lessons are already pre booked at this time. Due to limited facility availability to fit a Senior Only swim into the schedule on a regular basis would require another program to be reduced or cancelled.
- There may be an opportunity to re-brand some of the existing swims to make them more attractive or relevant to a wider user base. One example is the Arthritic Swim. Although popular in its existing format, the Tuesdays and Thursdays Arthritic Swim which uses all 6 lanes possibly could be combined with another compatible program that can meet existing and new user needs. It may be possible for some high demand time slots to be rotated on a regular basis through various aquatic programs. An ages 65 and over swim once a month may be possible while the remaining times are used by another activity.

- Staff will continue to evaluate the facility schedule and when possible alter programming that reflects a balance of community needs. As identified in the survey, comments from past delegations/users and a review of the facility scheduling shows this balance is becoming more difficult.

### **Facility Expansion**

An increase in the usage demand on Ravensong Aquatic Centre was last identified in 2009. At that time the RDN contracted Hughes Condon Marler Architects (HCMA) and Venture Pacific Construction Management (VPCM) to provide an order of magnitude study and expansion options for Ravensong Aquatic Centre.

This study was completed in February of 2010 and is attached as *Appendix II*. Many if not all the needs identified by patrons in 2009 are still current today. The design options identified in *Appendix I* address the issues conveyed in the recent needs assessment.

The timing of the study was unfortunate as it coincided with the detection that the main infrastructure of the facility itself was compromised and required significant remediation to the mechanical systems and building envelope. The Regional Board on January 26, 2010 at their Regular Meeting passed the following resolution:

*“That staff be directed not to proceed further with the Ravensong Aquatic Centre expansion review at this time and that user groups be advised accordingly.”*

This resolution then placed the remediation work as a priority and deferred any further work on expansion of the facility. The remediation work was completed in December of 2010.

### **ALTERNATIVES**

- 1) That RDN staff be directed to implement changes to the Ravensong Aquatic Centre schedule and to reallocate program space where possible to meet the needs identified through the Ravensong Aquatic Centre Assessment Survey, and in preparation for the 2014 Annual Budget and Five Year Financial Plan discussion, staff be directed to meet with Hughes Condon Marler Architects (HCMA) and obtain a quote on their services to determine the project and operational cost of the work outlined in Appendix II for the years 2015 -2020.
- 2) That no changes to the Ravensong Aquatic Centre schedule and program space be made at this time and alternative direction be provided.

### **FINANCIAL IMPLICATIONS**

It is likely that any changes to the existing facility schedule as identified earlier in the report would have little impact on the financial operations of Ravensong. In fact the curtailment or elimination of programming for schools and or parents and tots during the week and the addition of the more popular aquafit or adult based programs likely would increase facility program revenue. However this change would negatively affect the activity choices of individuals who would no longer have access to the facility at the existing time. If they are

unable to adjust to scheduling changes there is a possibility that they would need to forgo or reduce their use of the facility.

Appendix II provides options of expansion to Ravensong Aquatic Centre that range from \$6.4 million to \$7.1 million. It should be noted that the order of magnitude costs provided in Appendix II, although reviewed by a Professional Qualified Surveyor, are preliminary and based on values from the (2009/2010) construction market.

The Ravensong Aquatic Centre was constructed in 1995 with final payment on the original building to be completed in 2015. Currently the annual debt payment on this original construction amounts to \$367,000 per year. The required remediation work that was carried out in 2010 amounted to \$4.8 million worth of capital work. The current annual debt on this work is \$698,000 and is scheduled to be completed in 2016. In short and shown in Table I the debt payment on the original construction of the Ravensong Aquatic Centre and the separate debt payment on the remediation work completed in 2010 will both be completed by 2015 and 2016 respectively. The Ravensong Aquatic Centre five year capital plan reserve amounts are outlined in Table II and identifies the capital reserve balances within the 2013 – 2017 Five Year Financial Plan.

**Table I**

Ravensong Aquatic Centre	2013	2014	2015	2016	2017
Capital Financing Charges	1,066,150	1,066,150	1,066,150	697,505	0

**Table II**

Ravensong Aquatic Centre	2013	2014	2015	2016	2017
Capital Reserve Balance	101,885	101,885	101,885	351,385	1,421,885

**SUMMARY**

In May of 2012 a delegation of Ravensong Aquatic Centre users appeared before the District 69 Recreation Commission requesting attention and priority be given to the overcrowding and lack of certain amenities at the facility. Specifically a request for additional amenities and pool space via facility expansion or by the construction of another aquatic facility was requested.

At this same meeting and later endorsed by the Regional Board staff were given the direction to undertake a needs assessment within existing resources to collect and review community comments related to the facility's use and program needs . This assessment was completed between June and September of 2012 with the results summarized within this report and combined with further comments provided by staff.

Short term accommodations are possible to address some of the issues identified in the assessment survey. However due to the existing high usage of the facility, these changes would come at the expense of other patrons. Pool space would need to be reallocated from one program/user to another. Reallocation could be in the form of restricting the existing use to smaller confines (space) of the facility resulting in more crowding. Another alternative would be to moving or cancel some of the existing programs that although have healthy attendance

figures would make way for the more popular programs that cater to the older adult demographic of the community.

Staff continue to reevaluate the programming and scheduling at Ravensong and weigh any impact that may result from changes to the existing format. With very little available viable program space, changes essentially mean the reduction or discontinuation of existing programs and as such will have a negative impact on certain segments of our community currently being served.

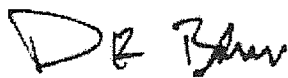
The majority of assessment respondent issues are related to the limitations (pool space, amenities, program variety and overcrowding) of the existing facility. Expansion would resolve the vast majority if not all of the respondent issues.

Between 2013 and 2016 on average \$900,000 per year is being used in the form of two debt repayments for the original facility construction in 1995 and the remediation project in 2010 (see Table II) . Beginning in 2017 both debt payments will be completed and capital reserves will amount to \$1,421,885. If the community desire is willing, there may be an opportunity at that time to consider the expansion of Ravensong Aquatic Centre or the construction of an additional aquatic facility.

It is recommended that staff review further and make schedule and program adjustment to accommodate needs identified in the 2012 Assessment Survey and to begin preparation work for an expansion review of the facility to address the longer term requirements of the Ravensong Aquatic Centre.

**RECOMMENDATIONS**

- 1) That staff be directed to implement changes to the Ravensong Aquatic Centre schedule and to reallocate program space, where possible, to meet the needs identified through the 2012 Ravensong Aquatic Centre Assessment Survey.
- 2) That direct staff to meet with Hughes Condon Marler Architects (HCMA) and obtain a quote for the firm’s services to determine the project and operational cost of the work outlined in Appendix II for the years 2015 -2020 and in preparation for the 2014 Annual Budget and Five Year Financial Plan discussion.



---

Report Writer



---

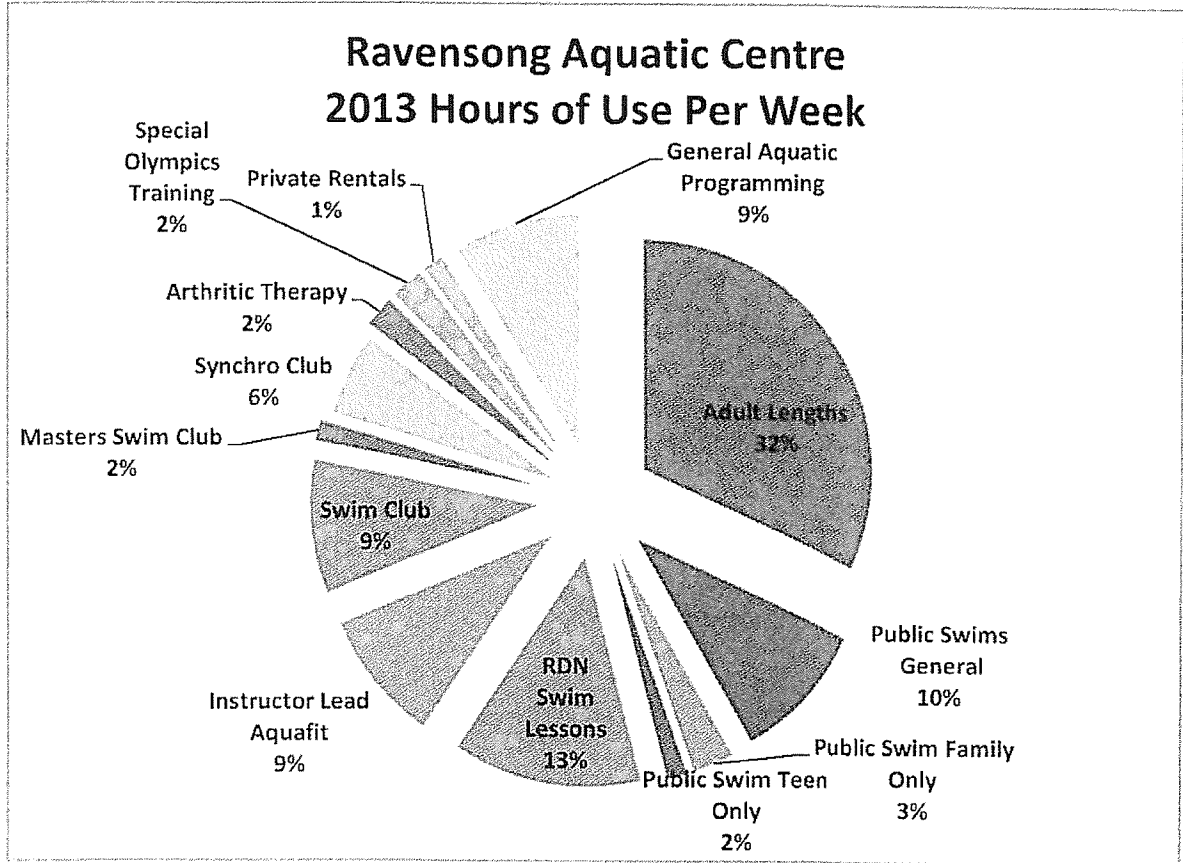
General Manager Concurrence



---

Acting / C.A.O. Concurrence

**APPENDIX I**



**APPENDIX II**

**Hughes Condon Marler Architects (HCMA)  
Ravensong Aquatic Centre Expansion Study**

February 2010

# Ravensong Aquatic Centre

Expansion Feasibility Review Report

February 15, 2010





General Manager of Recreation and Parks  
Regional District of Nanaimo  
Oceanside Place - 830 West Island Highway  
Parksville, BC V9P 2X4

15 February 2010

Attention: Tom Osborne, General Manager of Recreation and Parks

**RE: 0919 RAVENSONG AQUATIC CENTRE RENOVATIONS – FACILITY EXPANSION REPORT**

HCMA is pleased to present this summary of facility expansion considerations and options at Ravensong Aquatic Centre. Hughes Condon Marler : Architects has become familiar with your facility through our involvement with the remedial and upgrade project which will take place in 2010 and has been summarized in an earlier report dated September 21, 2009. In the summer of 2009, HCMA hosted a workshop with key stakeholders and staff to obtain input on future facility expansion opportunities. Background information reviewed and referenced includes the *"Recreation Services Masterplan for Oceanside"* (PERC, 2006) and the *"Ravensong Aquatic Centre – Proposed Additions Feasibility Study Report"* (CJP 2007).

Yours truly,  
**Hughes Condon Marler : Architects**

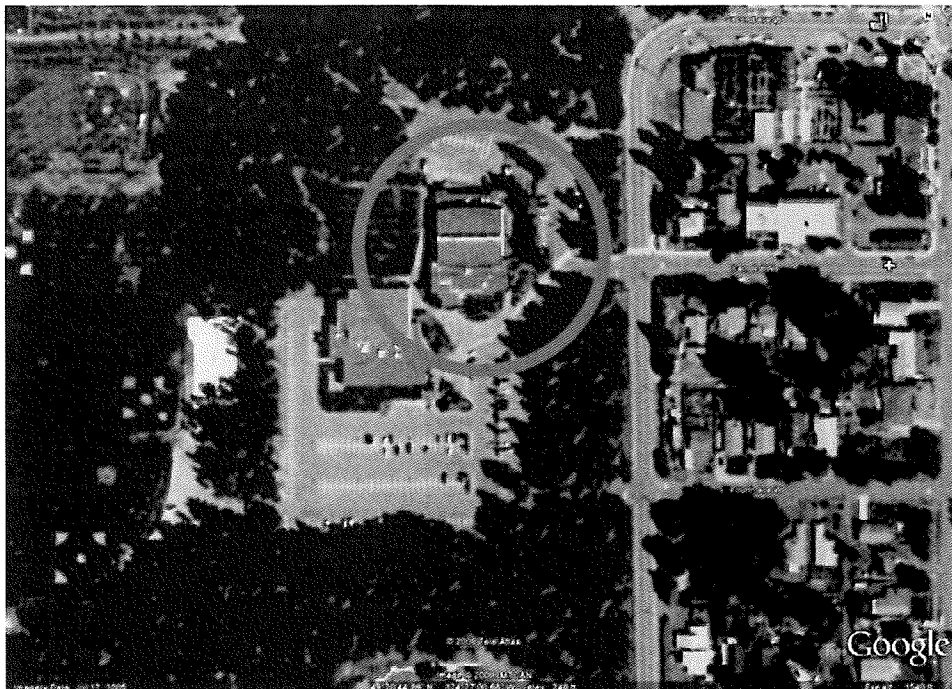
Darryl Condon, MAIBC, OAA, AAA, FRAIC, LEED® Accredited Professional  
Principal

0919 RAVENSONG AQUATIC CENTRE EXPANSION – FEASIBILITY REVIEW REPORT  
February 15, 2010

*Ravensong Aquatic Centre as seen from parking lot:*



*Aerial Photograph of Ravensong Aquatic Centre:*



## TABLE OF CONTENTS

I	BACKGROUND AND EXECUTIVE SUMMARY	5
II	EXISTING BUILDING	6
II.a	CONSTRAINTS	6
	SITE	
	STRUCTURE / CODE	
II.b	IDENTIFIED SHORTCOMINGS (WORKSHOP)	8
II.c	OTHER STAKEHOLDER FEEDBACK (WORKSHOP)	12
III	EXPANSION SCOPE - SITE PLANNING APPROACHES	13
IV	EXPANSION SCOPE - COMPONENTS	15
IV.a	FITNESS / WELLNESS OPTIONS	18
IV.b	CHANGE ROOM CONFIGURATION OPTIONS	21
IV.c	POOL TANK EXPANSION OPTIONS	24
V	ORDER OF MAGNITUDE COST IMPLICATIONS	27
VI	TEST FACILITY PLANS	28
VI.a	APPROACH #1	28
VI.b	APPROACH #2	30
VII	REFERENCES	32

## I – BACKGROUND AND EXECUTIVE SUMMARY

### BACKGROUND

Hughes Condon Marler : Architects have been retained by the Regional District of Nanaimo to review opportunities for future expansion at the Ravensong Aquatic Facility in the Town of Qualicum Beach, BC. This scope was part of Phase 1 of the Ravensong Aquatic Centre – Remediation and Upgrade Project, which has since proceeded into Phase 2 – Implementation, with construction work to be completed in 2010.

On June 24, 2009 HCMA met with RDN staff, management and select stakeholders to obtain input on the existing facility as well as hopes and thoughts for possible future additions and expansions. In particular HCMA was asked to expand on the “*Ravensong Aquatic Centre – Proposed Additions Feasibility Study Report*” prepared by CJP in 2006 and 2007 which was developed under time constraints and without much stakeholder involvement. At the time of HCMA’s engagement, the expansion was still considered to be an Option that would be presented to the general public in form of a referendum. In the Fall of 2009, facing significant costs to upgrade and remediate the existing facility, the Regional District made the decision to focus on the remedial work first and not proceed with an expansion at this time. This report summarizes the review of expansion options as they had occurred prior to this decision. The focus of these options shifted more towards a long-term master-planning exercise as it became clear that the expansion was postponed indefinitely into the future.

It should be noted that the separation of the necessary remedial work from the potential expansion options eliminated the potential for “synergies” between the two projects, which the original RFP call had identified to be identified and quantified as part of Phase 1.

### REPORT OUTLINE

The result of this study is not one proposed design for the expansion of the Ravensong Aquatic Facility. It is rather an exploration and description of various options that inform the masterplanning process. As such it took one step back from the previous feasibility study and widened the exploration of building options and components. In Section II, this report first describes the feedback received as part of a workshop to which stakeholders and staff were invited. Mostly this served to further identify the needs and perceived shortcomings of the existing facility. Section III briefly identifies two distinct approaches to structuring and organizing the relationship between the entry, the pool hall, the change rooms and the wellness centre. Section IV proceeds to describe what are called “components”, functional units of areas that are programmatically related, such as the wellness centre, the pool hall and the change room block. Finally we have identified Order of Magnitude costs that are to be expected for these expansion spaces. These costs are based on a dollar per square foot assignment and should serve merely for master planning purposes. Additional cost estimates would be required as any proposed design for the expansion gets further developed.

### EXECUTIVE SUMMARY

This study concurs with major portions of the expansion recommendations found in the Recreation Services Masterplan. It also deems certain aspects of the previous feasibility study prepared by CJP in 2007 as a viable solution. At the same time, this study identifies additional opportunities to provide more floor space for the wellness component if deemed beneficial. We have also presented an alternative approach to structuring your expansion, which relocates the entrance, in order to provide an improved relationship between the entry lobby and the pool hall.

## II EXISTING FACILITY

### INTRODUCTION

The existing facility (Ravensong Aquatic Centre, RAC) was constructed in 1995 with an approximate floor area of 1700 m<sup>2</sup>. It is a single storey building of non-combustible construction and un-sprinklered. It contains a single pool hall with a 25m, 6 lane lap pool with fixed entry stairs and a 1 meter diving board (currently at a temperature of 84°F), a 25 person hot tub (102°F) and a 77m<sup>2</sup> leisure/teach pool 94°F. Past additions and enhancements to the facility include a new sauna and steam room (2004) and a new water/play feature ("the whale, 2005).

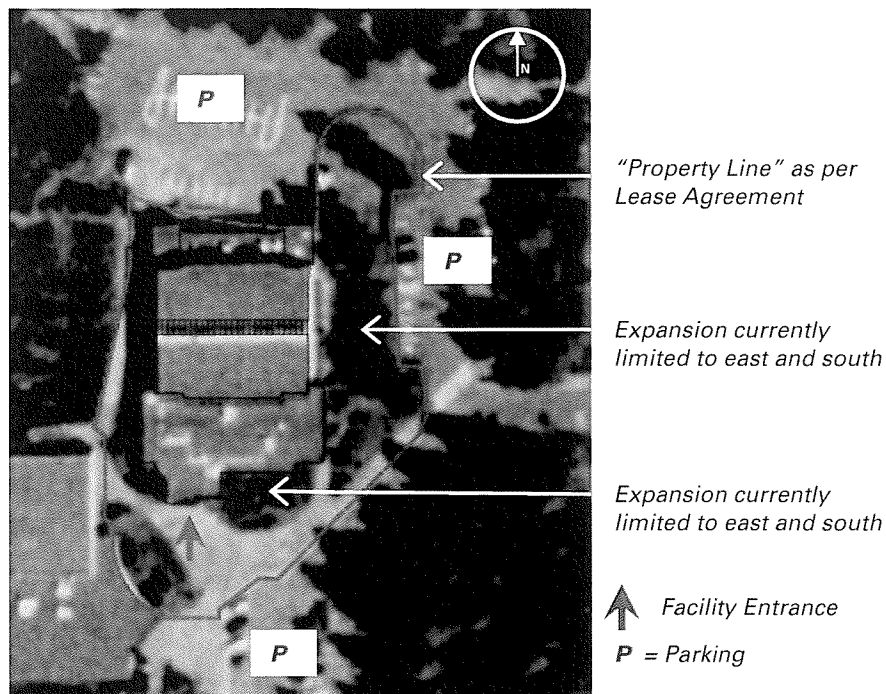
The pool hall is characterized by its vast amounts of natural light with expanses of curtain walls facing the east and west, upper level windows on the north and south walls, as well as a large skylight that stretches the entire length of the pool hall from east to west. The building is a combination of concrete masonry unit, concrete and steel construction. The pool deck and pool tanks are ceramic tile.

### II.a CONSTRAINTS

#### SITE

RAC is located on land that has been leased from the Town of Qualicum Beach. It is abutted by parking lot to the north (with service access to the mechanical support spaces), a treed and landscaped buffer between the eastern curtain wall facade and a parking lot, a landscaped area and the main circulation walkway to the entry to the south and open fields as well as a fenced outdoors patio to the west. The property lines that form part of the current lease agreement limit possible expansion significantly, leaving possible expansion areas to the east and to the south. Expanding in other directions would require a renegotiation of the lease agreement with the Town of Qualicum Beach.

The main entry is at the south-west corner of the facility, set back from the drop off area and parking lot by about 25 meters. The entry is located underneath a canopy overhang, providing shelter from the elements at the entry doors, but also somewhat concealing the entry doors from direct view from the points of arrival to the site.



### **BUILDING CODE CONSIDERATIONS**

The facility is classified as Group A, Division 3, one storey, increased area, non-combustible construction. This classification limits the floor area to 2400m<sup>2</sup> if facing 1 street, 3000 m<sup>2</sup> if facing 2 streets or 3600m<sup>2</sup> if facing 3 streets. Once the addition has occurred it is possible that the facility will face 3 streets, most likely it will face "2 streets", which means that the new facility will likely exceed the maximum area permitted.

Contrary to the previous feasibility study, we recommend providing sprinkler protection for the entire facility, rather than separating parts of the building from the remainder with a 2 hour fire wall.

This approach significantly increases patron safety in case of a fire emergency situation and may have positive impacts for the owner on the insurance coverage of the building. Additionally taking this approach provides increased opportunities for transparencies inside the facility and keeps open the possibility for future additions and multi-level expansion.

We have recently completed a sprinkler protection to a similar aquatic facility in Saanich that is larger than your facility, and the mechanical costs for sprinkler installation totalled less than \$100,000.00, with an additional \$75,000.00 allowance to make good and refinish ceilings after installation.

## II.b IDENTIFIED SHORTCOMINGS

As a starting point, it was our intention to better understand the current shortcomings of the facility, either perceived or real, as well as its strengths. These shortcomings and strengths were grouped into technical and programmatic issues; the technical shortcomings largely to be addressed in the remedial project, leaving the programmatic issues to be considered as part of this study.

### Technical

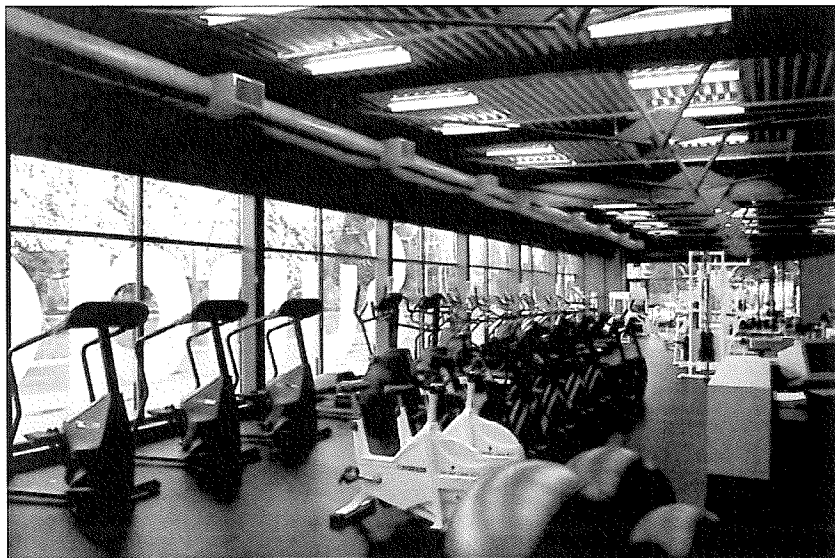
There have been a number of deficiencies with the existing structure, envelope and mechanical systems identified, the majority of which will be addressed through a major remediation project in 2010. These are described in detail in a separate report by HCMA, dated September 21, 2009.

### Programmatic

Programmatic and functional shortcomings are by nature somewhat harder to identify; items may be quite obvious based on current use patterns and experience, others may be more anecdotal and based on comparison with other facilities. The majority of these were identified by stakeholders at the workshop.

### Overall facility

- Wellness Component.
  - o The lack of a fitness centre with program offerings such as weights and cardio equipment as well as opportunities for offering physiotherapy and other health and wellness programs has been identified and formed the starting point for previous studies on the expansion of this facility. Already the original design in 1995 had this component as part of the project, but it was removed from the project and not built as a cost savings measure.



*Example: Fitness Centre added to Sungod Aquatic Centre (Delta) in 2001 at 5000 sf. Note that this facility is now (2010) being doubled in size to keep up with patron demand.*

- Multi-Purpose Space / Birthday Room
  - o Currently the facility does not have Multi-Purpose (MP) space. A Multi-Purpose Room is usually included in similar facilities, providing additional programming options for aquatic and non-aquatic programs and training. If positioned appropriately, such Multi-Purpose space also provides opportunities for patrons to host birthday parties at the facility. It should be

noted that the neighbouring Civic Centre has numerous MP spaces available, but the lack of an MP room has been identified as a shortcoming and the addition of one MP room to RAC is desired and was included in the previous study.



*Example: A Multi-Purpose / Aerobic Studio located at Port Moody Recreation Complex*

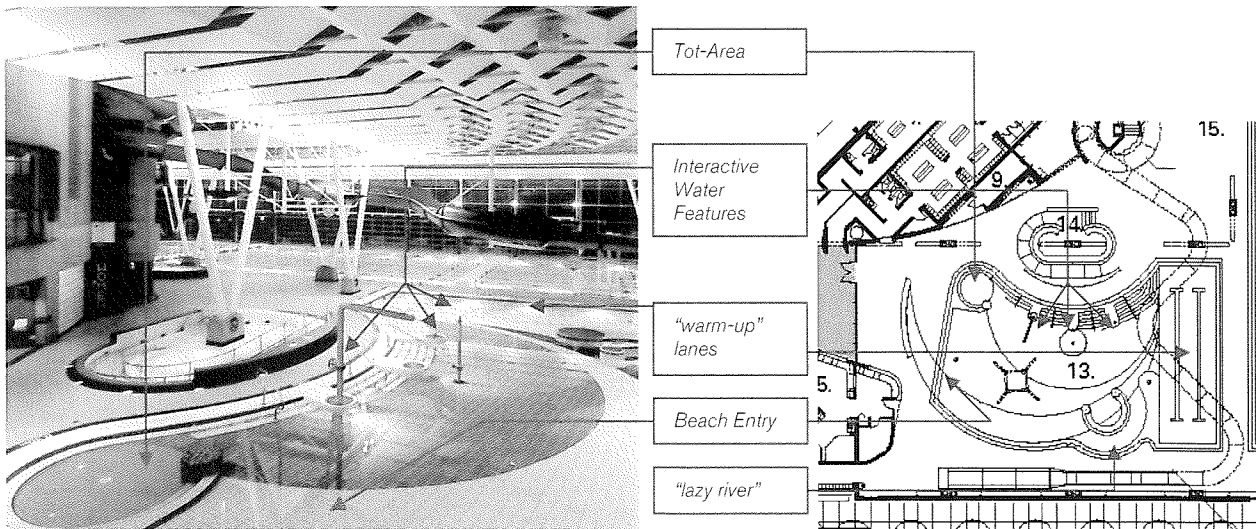
- The lack of bicycle facilities (covered and secured bicycle parking, bicycle storage) was identified as a shortcoming of this facility.

### **Aquatic Component**

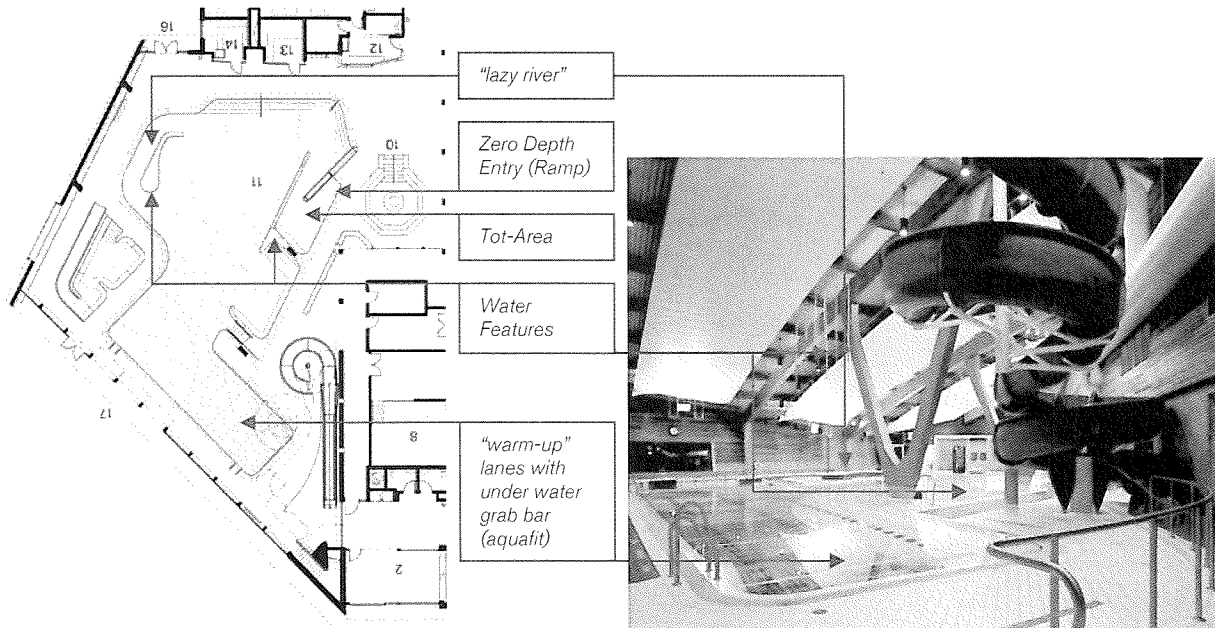
- The aquatic component is the backbone of this community facility and is popular for its strength in programming offers and staffing. It is felt that the patrons have learned to live with some of the shortcomings listed below and adjusted their attendance patterns and schedules to suit, but that addressing the shortcomings would likely lead to an increase in use by the community of this “pool next door”.
- Pool Tanks – configuration, uses and temperatures
  - o The facility is a multi-tank facility, but the need to use the main tank for lane/lap swimming schedules as well as aquasize/exercise programs leads to scheduling challenges similar to single tank facilities, and most importantly the water temperature is a compromise, too warm for the lane swimmers and too cold for some aquasize patrons.
  - o The leisure / teach pool is relatively small compared to most leisure tanks in newer facilities. Its shape is simple in plan and it has a single slope floor ranging in depth from 0m to about .9 meters. It is well used for leisure, toddler and therapeutic purposes, but has limitations in its use as a teach pool and can not accommodate any aquafit type programs.

*Below are some examples of a Leisure pool tanks as part of a multi-tank facilities: Any proposed leisure tank should add water features, “lazy-river”, zero depth entry (ramp or “beach entry” and additional warm-up/leisure swim lanes. A new tot area is optional, since the existing leisure tank at RAC provides this functionality. Slides are very popular attractions as part of leisure pools and the inclusion of a slide should be considered, even though the Recreation Services Masterplan correctly identifies high operational (staffing) costs associated with slides.*





Above Example: Walnut Grove Aquatic Centre Leisure Pool Tank. Note: Several additional water features were "roughed in" at time of construction allowing the pool to add features over the years to provide new attractions.



Above Example: West Vancouver Aquatic Centre Leisure Pool Tank

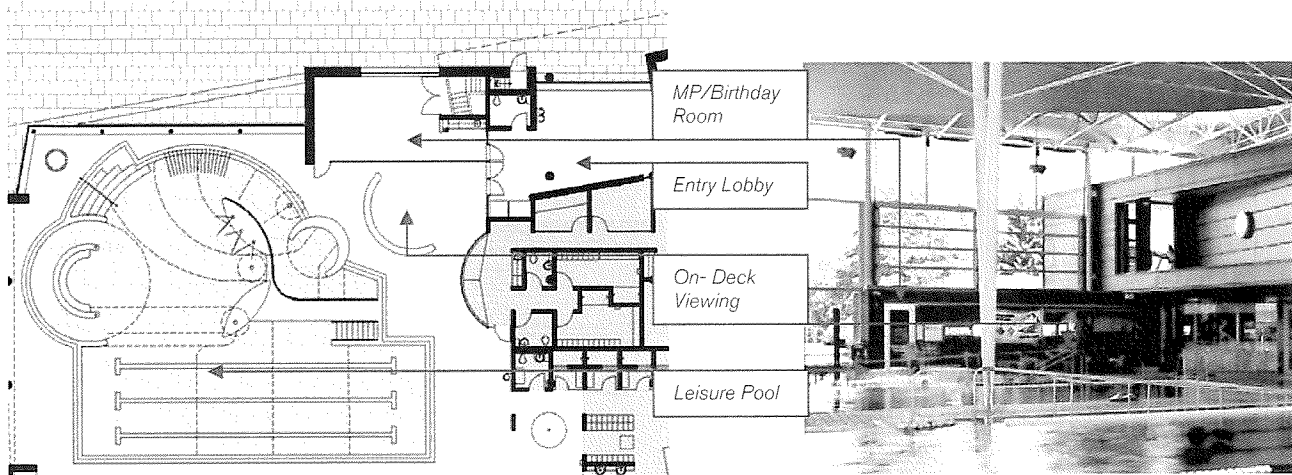
- Pool Decks

- The pool deck areas are very restricted in general, and some areas even pose safety concerns
- The very narrow pool deck between the tot/leisure pool and the deep end of the main pool requires lifeguarding care. This is compounded by the significant slopes in the deck due to the flush gutter detail. There are no deck drains between the two pools.
- Available deck area at the entries to the change rooms is very minimal, additionally constricted by the addition of glass-block screens on the deck to restrict sightlines into the change rooms after sets of doors have been removed.

February 15, 2010

- There is minimal “on deck viewing area” where the existing glazed entry lobby provides viewing into the pool hall

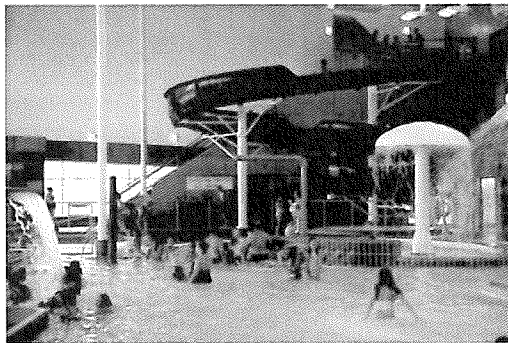
Below is an example of a facility with a lobby/birthday room and on-deck viewing arrangement that provides sufficient and varied viewing opportunities for non-swimming public (for instance parents). The RAC expansion should attempt to significantly increase available pool deck, including on-deck viewing area in proximity to the leisure pool.



Above Example: Chimo Pool (Coquitlam)

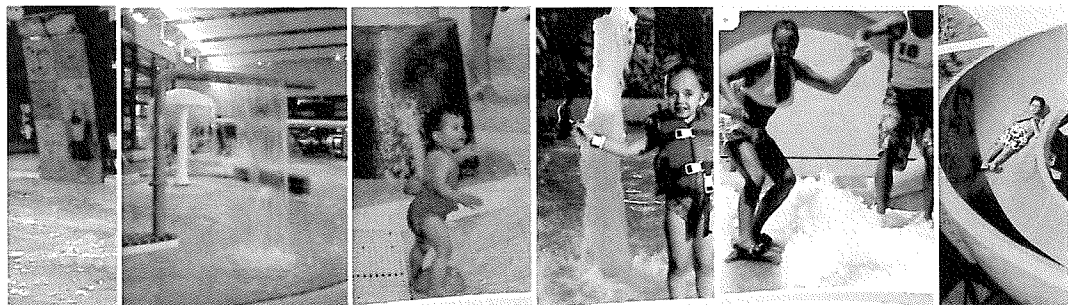
- Water / Pool Features

- The addition of the “whale” in 2005 has provided one of the few water features within this facility. Others include the 1m diving board and a portable tot slide located at the shallow end of the lap pool. Additional features to increase the leisure aspect of the facility and the attraction to youth and children (slide, play-features, climbing features etc.) was mentioned as desirable by stakeholders.



Above: some examples of a leisure pool that provides a multitude of water play features, some of which can be controlled interactively by patrons.

Below some additional water play feature illustrations: climbing wall, water curtains, squirters and jets, flowrider®, waterslide



- Change Rooms
  - o The need to expand available change rooms has been previously identified and formed part of the previous expansion feasibility study. At the stakeholder workshop it was re-confirmed that the change rooms in general, but the family change rooms in particular are experienced as crowded and tight.
  - o Only three family change rooms are provided in the facility, which was not uncommon in the past, but differs significantly from what patrons have come to expect in recent years.
  - o Staff change/shower facilities were not included in the original facility and the staff areas adjacent the current family change rooms are not very generous.
- Support Spaces
  - o A shortage of storage space in the pool as well as in the administrative areas was repeatedly mentioned in the stakeholder workshop. The available storage rooms on the north side of the pool hall are furthermore constrained by their use as mechanical rooms.
  - o The existing mechanical room provides sufficient space for planned upgrades to the mechanical system, but there is no capacity to consider an expansion of the facility without also expanding the mechanical support spaces.

## **II.c OTHER STAKEHOLDER FEEDBACK**

### **50 meter Pool**

- The suggestion to add a new 50 meter lap pool was brought forward by a swim club at the stakeholder workshop. The Recreation Services Masterplan addressed this request, noting that the costs associated with the building and operating of a 50m tank is very high, and that a leisure pool with some additional lap capacity will serve the needs of this community at this time.

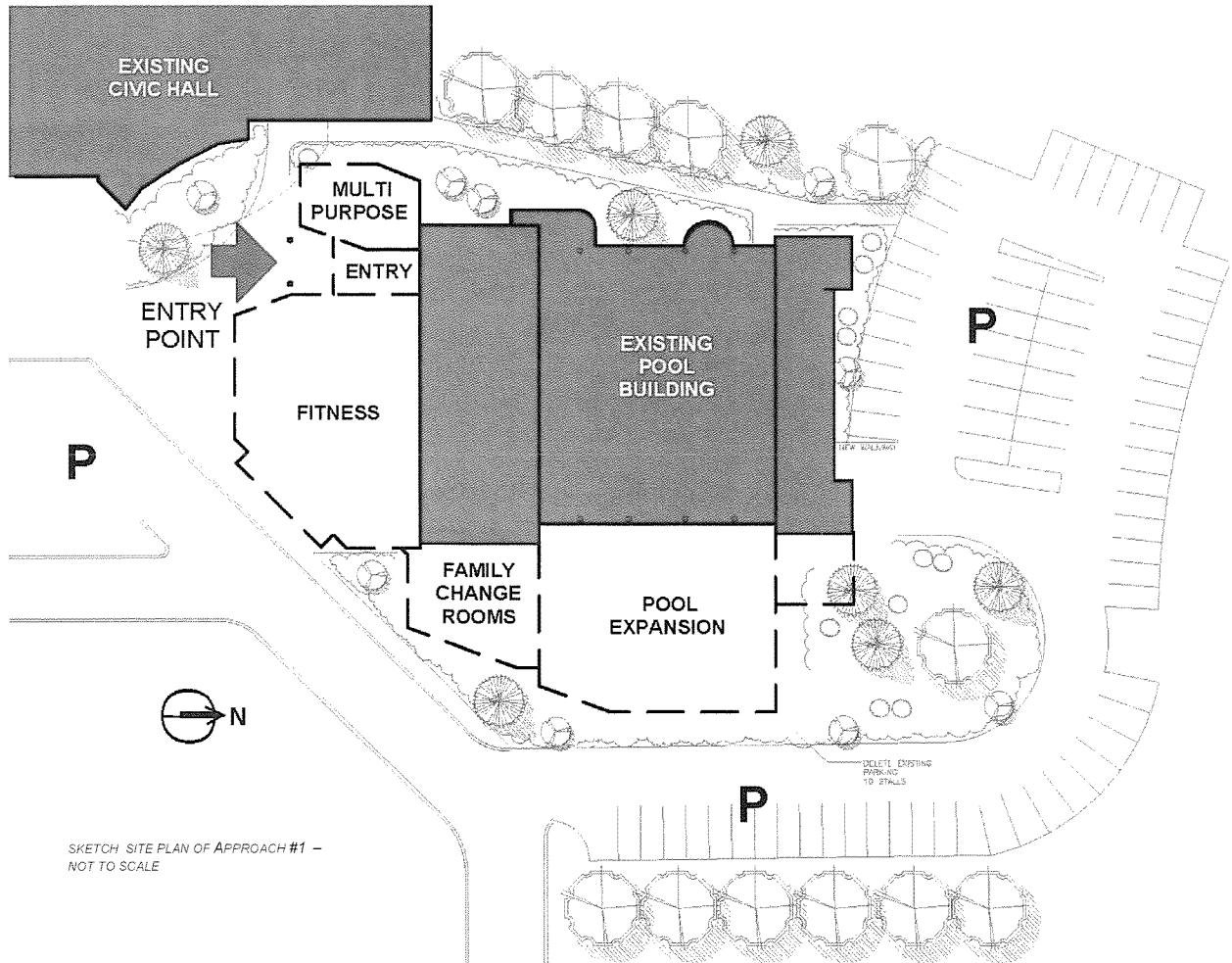
### **Expansion building type and technology**

- The high costs of constructing a 50 meter pool mentioned in the Recreation Services masterplan were questioned by an attendant at the stakeholder workshop. It is our opinion that reducing these costs by building an outdoor pool, or a air-supported ("bubble") style addition (as suggested) are not feasible and furthermore that this site lacks available land to easily expand the facility with a 50 meter pool. The existing facility is already an efficient steel and masonry building, lending itself to a fairly economical expansion when using the same construction technology, providing a seamlessly experience when transitioning from the existing pool hall into the new pool hall. Employing pre-engineered systems or air-supported technologies will have little economic savings, but are associated with significant technical challenges when physically attached to conventional steel buildings due to very differing structural requirements, sway tolerances and structural movement.

### III EXPANSION OPTIONS – SITE PLANNING

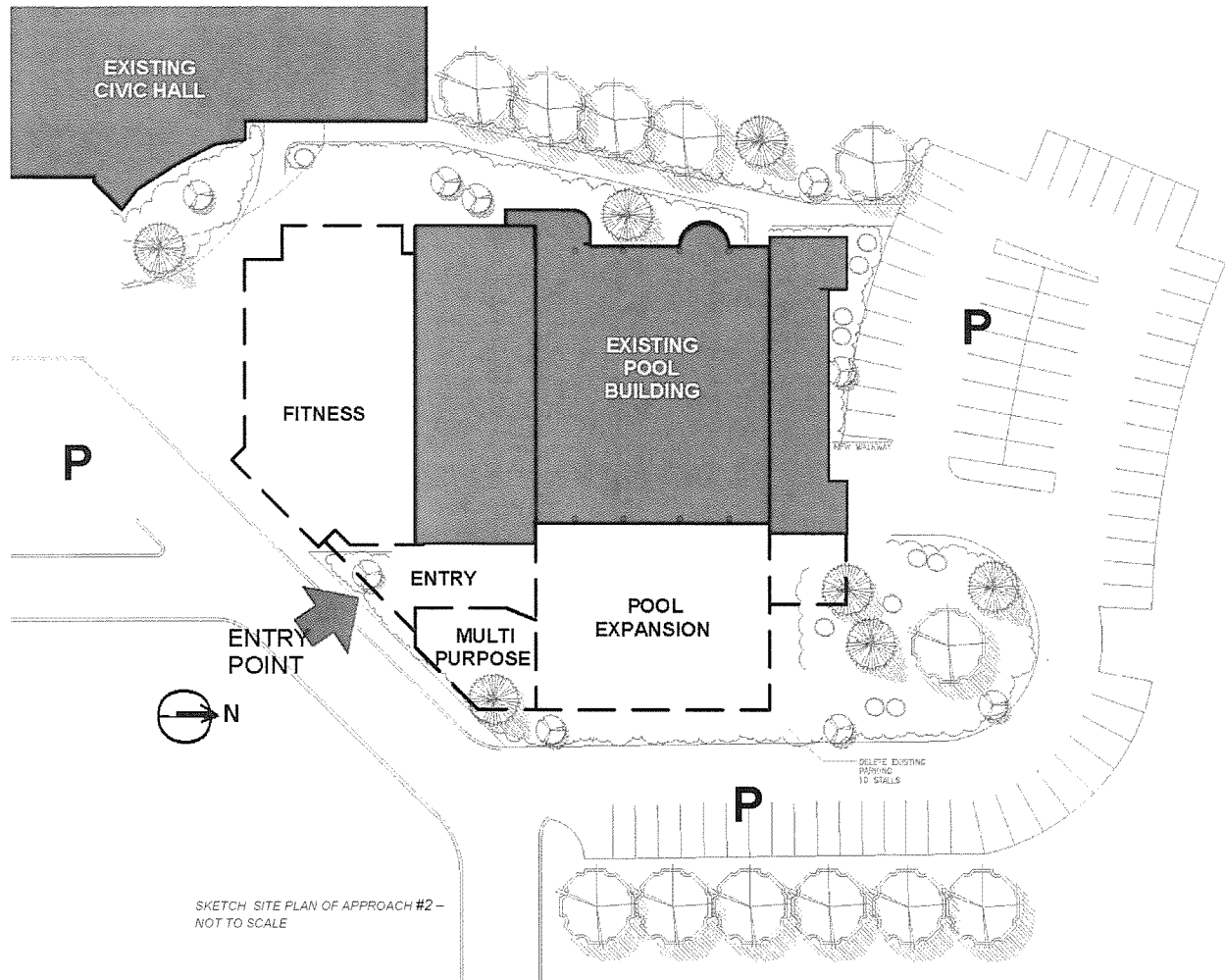
Following a site analysis, we have identified 2 fundamental approaches to structuring the arrangement of expansion components at and around this facility. Approach #1 accepts the existing front entrance at its current general location, Approach #2 relocates the main entry to the east, changing the fundamental relationship between the entry and the pool deck. Both approaches have advantages and disadvantages. Following are 2 simplified site plan sketches that indicate the 2 site planning approaches

#### III.a Approach #1 – Retaining existing Entry location



- Retaining the existing entry location has the following advantages:
- + retention of existing areas saves some cost compared to new construction of lobby and entry combined with renovating existing areas to suit new uses.
  - + familiarity of current patrons
  - + proximity of RAC entrance to Civic Centre Entrance
- Disadvantages:
- limited expansion options to the south
  - once new south expansion has been constructed, the main entry becomes “buried” or concealed from most views on site
  - entry is very removed from northern and eastern parking lots

III.b Approach #2 – “Reversal” – the facility entry is shifted to the east



Relocating the entry location has the following advantages:

- + Possibility to design a new spatial relationship between the entry / entry lobby, the expanded pool hall and the MP room
- + Possibility to create a visible, transparent and inviting entry situation that addresses public as it arrives by public transport or automobile from Jones Street
- + larger expansion to the south is possible

Disadvantages:

- increased cost because more areas are newly constructed and renovated
- the entry loses its immediate relationship to the Civic Centre

The following pages explore in more detail options that present themselves for the major expansion components. Some options are feasible with approach #1, some with approach #2 and some would work independently of the entry point to the facility.

#### IV EXPANSION SCOPE – COMPONENT DESCRIPTIONS

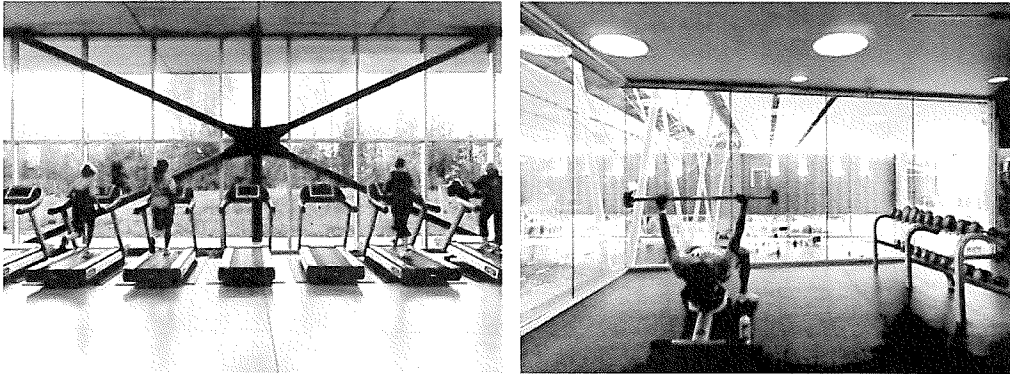
##### THE STARTING POINT – EXPANSION COMPONENTS:

- WELLNESS/FITNESS
- AQUATIC CENTRE: POOL
- AQUATIC CENTRE: CHANGE ROOMS

**Wellness Component:** One of the major components to be added to the facility is the Health and Wellness Centre (Fitness Centre), which would include aerobic and cardio exercise equipment, free weights and associated space for a physiotherapist or other health and wellness offerings. This is a component that was already included in the original facility design, but not constructed as a cost saving measure. The size is identified in the Recreation Services Masterplan at a minimum of 2500 square feet (230 m<sup>2</sup>), noting that most current facilities have significantly more space for this component (typically 5000 sf (465m<sup>2</sup>) to 10000sf (930m<sup>2</sup>))

We concur with previous recommendations to give priority to this component and that the size should be expanded if possible, which was also indicated in the CJP study, where the wellness Centre was sized at about 360 m<sup>2</sup> (3900sf)

The stakeholder workshop was less conclusive around the priority of this space over an expansion of the aquatic space. As was pointed out, there are several other (commercial) opportunities available in the community to visit these types of fitness facilities, but there is only one public swimming pool. Since most current users are patrons of the swimming pool, it is the shortcomings of the swimming pool that are noticed most, not the absence of a wellness centre.



*Above: Fitness and Wellness Centres benefit greatly from a visual connection to the outdoors, to other programmatic activities (pool) or even both at the same time.*

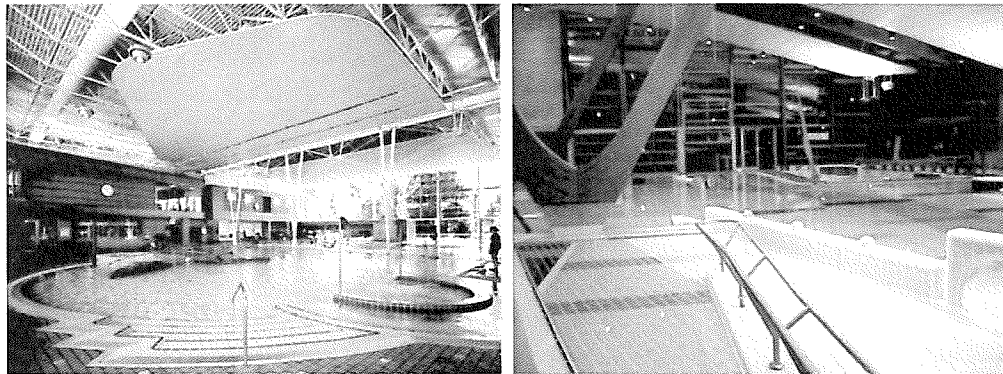
Please refer to Section IV.a for additional explorations of some options for adding this component to the existing facility.



*Above: Fitness and Wellness Centres can be located on the second storey. They can also add visual supervision to exterior public spaces, as here in West Vancouver.*

**Aquatic Expansion Component:** The second major expansion component identified in the Recreation Services Masterplan is the expansion of the pool itself. The Masterplan indicates that the expansion of this existing facility will provide the required additional swimming pool capacity for this community more economically than building another separate facility elsewhere in the Regional District. The Recreation Services Masterplan furthermore concludes that a leisure oriented expansion with up to 4 lanes of additional lap swimming and a lazy river type feature, which serves both leisure and therapeutic needs is appropriate. Generally we concur with this assessment, and believe that the addition of one additional tank with some lap swimming capacity, areas that can serve for aquasize programs, a zero entry beach/ramp access and has an array of leisure oriented features would allow the main lap pool to be lowered in temperature, decreasing conflicts between various users and significantly increasing programming opportunities. The leisure pool would be placed such that aquasize patrons may be able to be in both pools for the same program. In our opinion the 2007 expansion proposal, which included a 6 lane 25 meter pool with a lazy river, is not a feasible solution. Typically lap pools are not very compatible with lazy-river features, and we believe it more important to create a new pool tank that caters to the leisure and aquafit user in its temperature, not to lap swimming.

A waterslide and some diving capacity (3 meter platform or board) was brought up at the workshop as further desirable additions, but would be largely dependent on available funds and the size of expansion.



*Above: Free-form leisure pool tanks with some lap/lane capacity have proven very popular and typically include seating opportunities, various water play features (sprays and jets in the pool, on the pool deck and suspended from the ceiling), easy entry (zero-depth beach or ramp), a lazy river, a vortex or bubble pit as well as water surface area that accommodates aquatic programs and lessons. The actual shape and configuration of a leisure pool is best designed with significant staff and stakeholder involvement to ensure it suits the actual needs of the specific facility. (Image 1: Chimo Aquatic Centre, Coquitlam, Image 2: West Vancouver Aquatic Centre)*

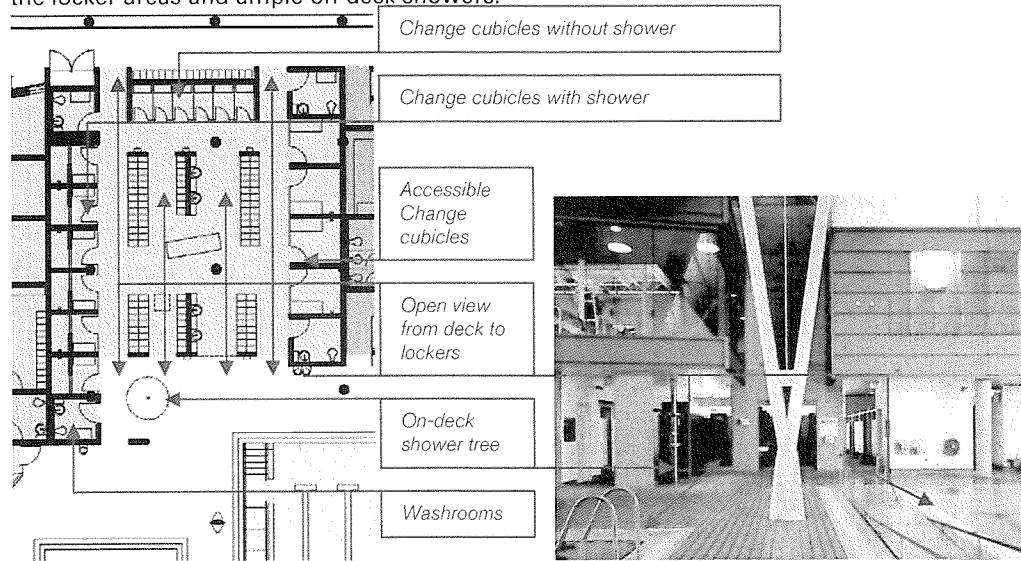
Please refer to Section IV.b for additional explorations of some options for adding this component to the existing facility.

**Staff Areas:** The existing facility lacks a pool staff room and dedicated staff change areas. It is important that this shortcoming be addressed as part of any expansion to the facility. Options include renovating the existing family change rooms for this purpose or providing new aquatic staff and control spaces as part of a larger addition. These options have been included in the Change Room Option explorations (III.c).

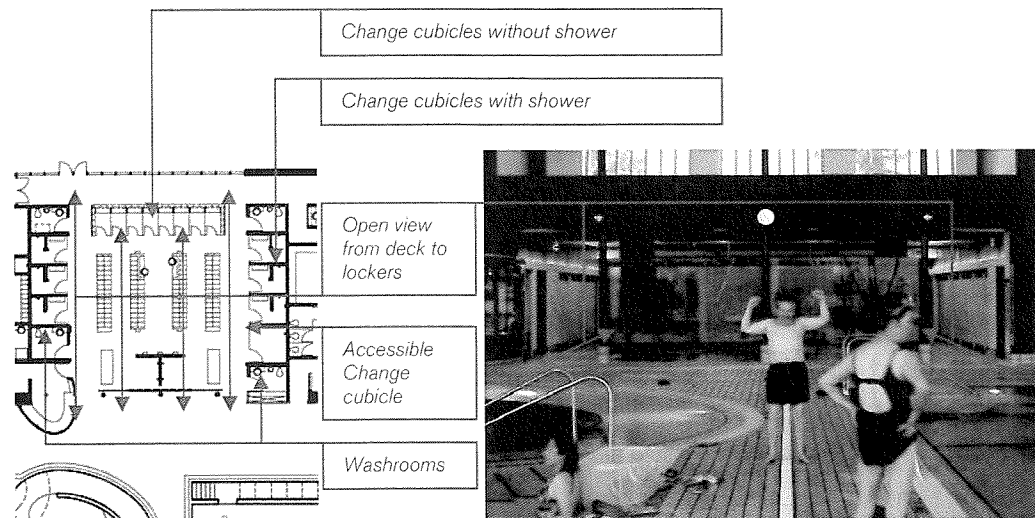
February 15, 2010

**Change Room Component:** As identified in Recreation Services Masterplan and as apparent through current trends in aquatic facility design, the expansion of change room facilities is necessary. One reason is the possible pool hall expansion, but we have also witnessed changes in patron behaviour and expectations since this pool was originally constructed. The tendency to add Universal Change Rooms (Family Change room style) is increasing, as they offer increased patron satisfaction by offering various degrees of privacy and they have been found to increase the locker room security. Even without a significant pool expansion, the shortage of “family” oriented change rooms may need to be addressed in the future.

Universal Change Rooms are what we call change rooms that are designed to accommodate a multitude of users and can be seen as the next generation of “Family Change Rooms”. They are characterized by their openness and inclusiveness, the provision of change cubicles with showers, change cubicles without showers, clear sightlines between the pool deck and the locker areas and ample on-deck showers.



Above: Plan and Image of Universal Change Room at Chimo Aquatic Centre, showing the open view from the pool deck to the lockers and the deck shower tree.



Above: Plan and Image of Universal Change Room at Killarney Community Pool, showing the view from the pool deck to the lockers.



#### IV.a

#### FITNESS / WELLNESS COMPONENT - OPTIONS

The objective of this component is to add a wellness centre, which includes space for fitness and exercise equipment as well as support spaces including physiotherapy space, offices and washrooms. The provision of a Multi-Purpose room is also part of this expansion scope. The options below review three possible approaches to locating and organizing this expansion.

#### Options

##### IV.a.1 Fitness Option 1 – As per earlier feasibility study

This first Option has already been explored as part of a previous feasibility study (CJP, 2007).

#### Advantages:

- + follows the originally intended facility layout, taking advantage of the current control /reception desk and entry point

- + single level facility, no requirement for elevator and stairs

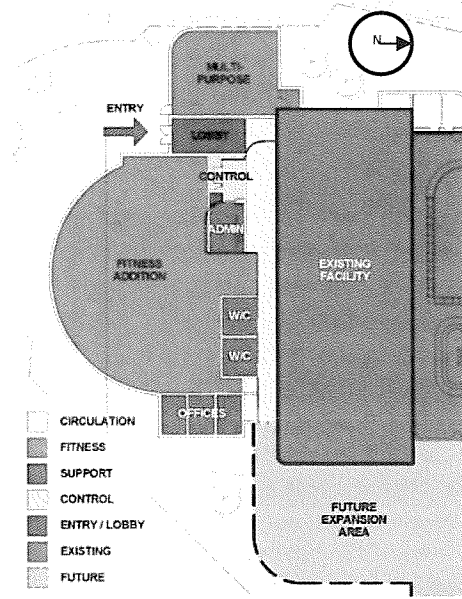
#### Disadvantages:

- site constraints limit the maximum possible space available for wellness centre

- the entrance remains somewhat concealed behind the wellness centre

- the Multi-Purpose Room encroaches into the public space between the Civic Centre and RAC, leading to some awkward spaces

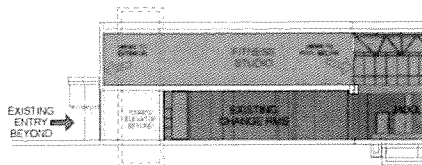
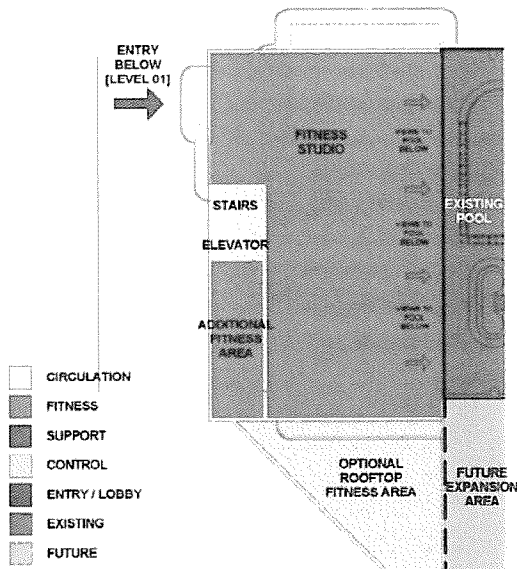
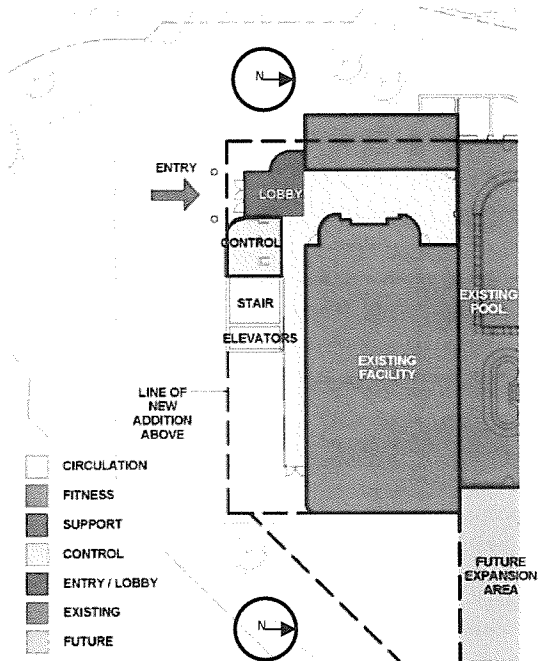
- no improvements to the relationship between the entry lobby and the pool & pool deck, as additional entry lobby space is added away from the pool deck



SKETCH PLAN – NOT TO SCALE

**IV.a.2 Fitness Option 2 - Two storey option,  
Placement of Fitness above the existing change rooms**

This second option explores the opportunity to place the fitness / wellness centre on the second level above the existing change rooms.

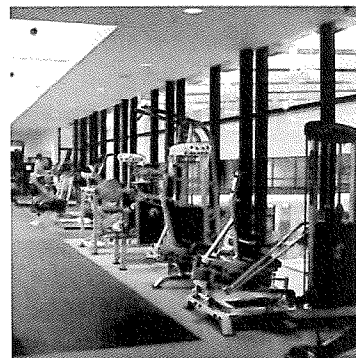


**Advantages:**

- + much larger footprint available for the wellness centre (up to 10000 sf)
- + “densification” rather than “sprawl” – intrinsically sustainable approach
- + Wellness centre can take advantage of potential views into the pool hall and to the exterior
- + There is opportunity for outdoor deck space associated with the wellness centre
- + Existing Entry point remains at same location
- + Entry vestibule and canopy (existing location) remains visible from drop-off drive aisle and parking lot

**Disadvantages:**

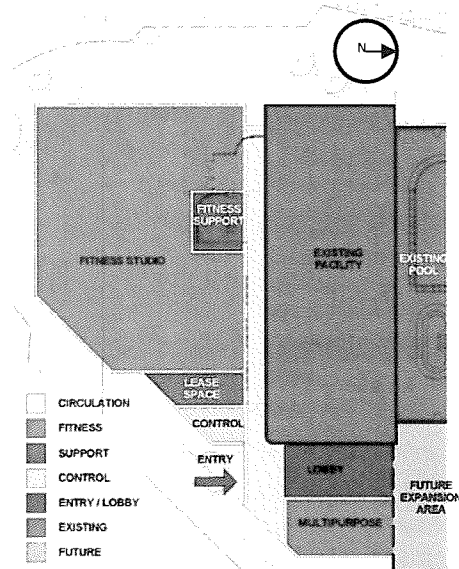
- significant structural work is likely to ensure the existing masonry structure can support the new second floor level
- code implications of a 2-level facility (fire rating of the floor, sprinkler protection of the facility, accessibility requirements)
- building over existing building comes at a cost premium due to vertical circulation and code/structural upgrades
- multi-level facility: requirement for an elevator to provide the necessary connection between the 2 levels
- staffing implications of multi-level facility



Upper level fitness centres overlooking activities in pool halls add to the attractiveness and liveliness of recreation facilities. (Sample image: Legends Centre, Oshawa)

### IV.a.3 Fitness Option 3 (relocated entry to facility)

This third option explores the fitness expansion to the south with general site planning approach #2, which relocated the entry to the east of the facility. This wellness centre option corresponds with Change Room Option 2.



SKETCH PLAN – NOT TO SCALE

#### Advantages:

- + the relocation of the entry allows the wellness centre to occupy a larger footprint (up to 5800 sf – 530m<sup>2</sup>) on one level, more if designed as a 2 storey addition
- + the entry is not located behind (to the west) of the wellness centre anymore, allowing the footprint to take on a more rational shape
- + the entry has moved into a prominent and visible location and can be designed in conjunction with a new lobby, a new Multi-Purpose room adjacent the pool hall expansion
- + It is possible to design the wellness centre addition to accommodate a future second level if additional area may be required in the future

#### Disadvantages:

- more areas are newly constructed (Lobby), which in turn means higher capital costs
- wellness centre addition is only feasible if pool hall also gets expanded, otherwise the new lobby and MP-room location does not work



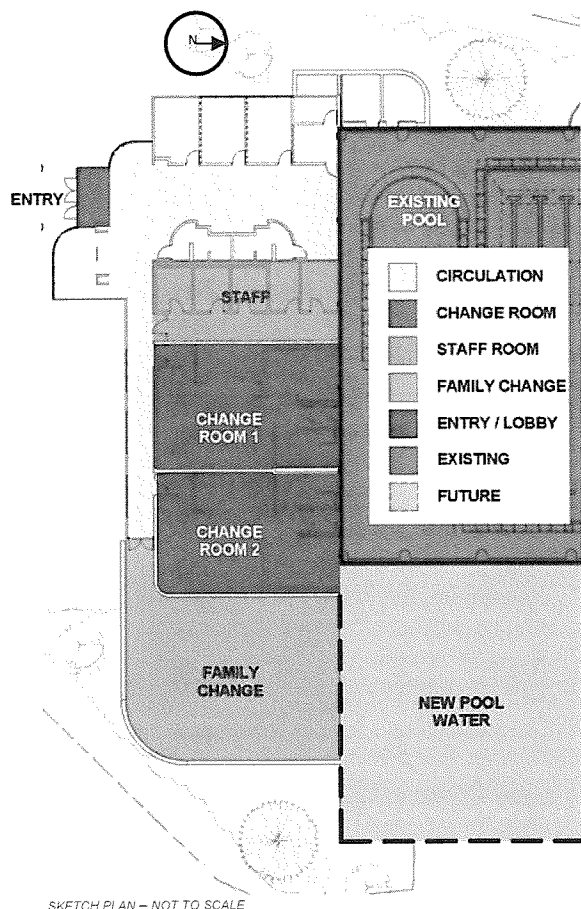
**IV.b CHANGE ROOM CONFIGURATION OPTIONS**

The objective of the Change Room Expansion is to add additional family change room capacity (Universal Change Room) to serve the existing and expanded pool hall. The second objective is to provide additional staff changing facilities, which are currently missing from the facility. Should the expansion design enter into the next phase, it will be necessary to liaise early with the Health Authority Having Jurisdiction (VIHA) to ensure that the change rooms in the new configuration will be acceptable for the expanded facility. This comment stems from past experience, whereby some of the changing facilities (such as showers) that are part of family change rooms have been excluded from the fixture count. This has the potential of placing the operator in the position of having to not only add family change capacity, but also additional men’s and women’s change room capacity to meet the requirements for the increased bather load.

The three options below further illustrate the two general approaches to placing the entry to the expanded facility, Option 1 assumes retaining the existing entry location and adds a Universal Change Room as newly constructed space to the east. Option 2 on the other hand suggests the renovation of existing space into a Universal Change Room and instead constructs a new entry lobby and entry. Option 2 and 3 differ in the placement of the Universal Change Room, Multi-Purpose room and Staff Room.

**Options**

**IV.b.1 Change Room Option 1 – As per earlier feasibility study**



**Advantages:**

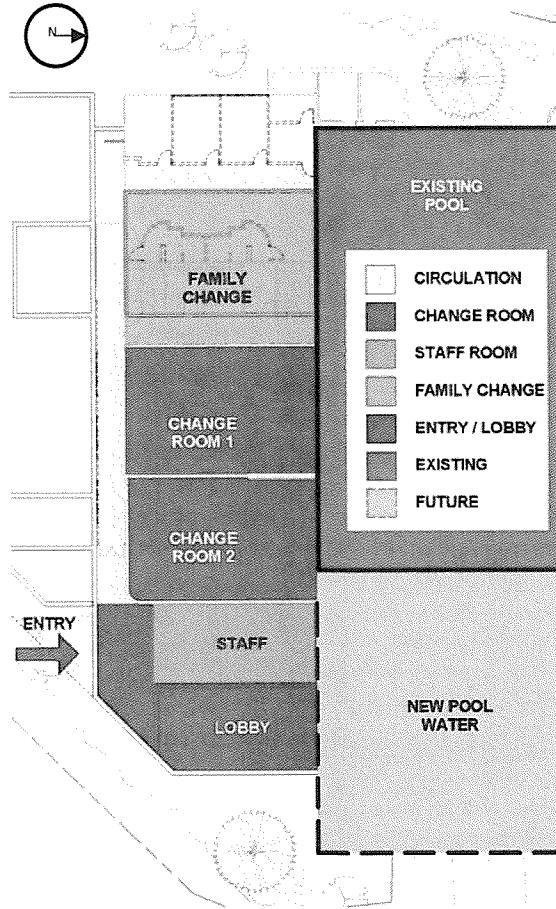
- + lower capital cost through retention of existing admin spaces, reception desk entry lobby and public washrooms
- + ability to create a nice and open relationship between the new Universal Change Room and the leisure oriented new pool tank
- + direct relationship between “family change rooms” and new family oriented zero-beach entry leisure pool

**Disadvantages:**

- Entry and entry lobby (existing) has no visual connection to the new pool features and leisure tank
- no increase of on-deck (in pool environment) public viewing area adjacent entry lobby
- The new Universal Change Room is separated from the existing teach/tot pool and whale
- the new addition facing drop-off drive aisle is a change room, and as such has by necessity a fairly solid, closed appearance
- In connection with a fitness expansion to the south (III.a option 1), the entry becomes concealed from the parking lot views

**IV.b.2 Change Room Option 2 – “Reversal” – relocated entry**

In this reversal option, the entry is relocated. The existing family change room is expanded into the former lobby space and to the east a new staff area and a new lobby is constructed. The Multi-Purpose Room remains part of the wellness expansion to the south or up on the second level.



SKETCH PLAN – NOT TO SCALE

**Advantages:**

+ Ability to combine a new pool staff area with a new reception desk in a new entry lobby that affords views and access to the new expanded pool and pool deck.

+ the newly constructed area (Lobby and Entry) can be designed in a transparent and inviting manner, allowing for transparencies and views into the pool with new pool features

+ Entry is very prominent and visible to newly arriving patrons (drop-off aisle)

+ Opportunity to create on-deck viewing as part of the expanded pool hall, which is directly accessible from the new lobby

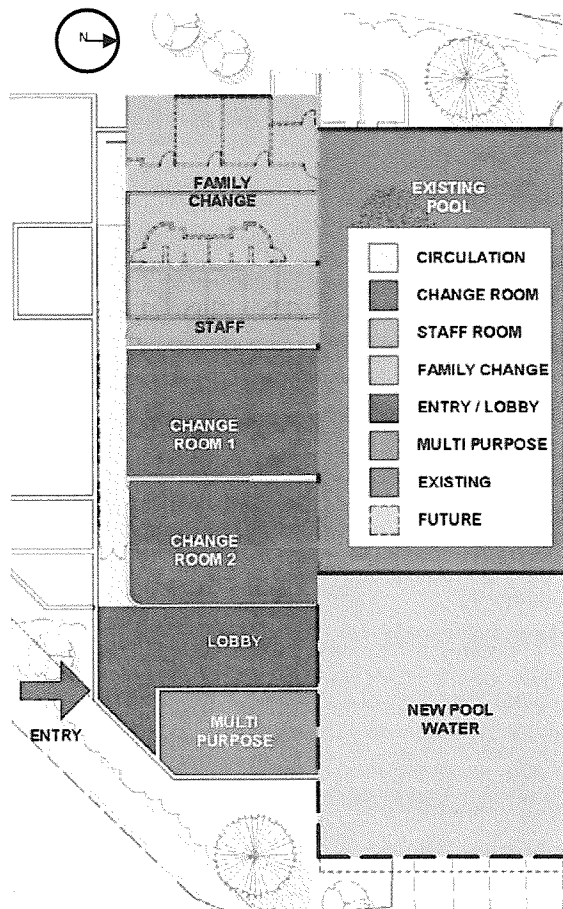
+ the expanded Family Change Room (Universal Change Room) remains closely associated with the existing teach/tot pool.

**Disadvantages:**

- additional corridor space required to access administration offices (currently lobby serves this function)

**IV.b.3 Change Room Option 3 – “Reversal” – relocated entry**

In this reversal option, the entry is also relocated. Additionally the administration offices are relocated into the wellness expansion (to the south or up onto second level) and the Universal Change Room is relocated and expanded into the former lobby and admin areas. The existing family change room is renovated into staff area. A new lobby and Multi-Purpose space is constructed to the east.



SKETCH PLAN – NOT TO SCALE

**Advantages:**

- + Ability to combine a new entry lobby that affords views and access to the new expanded pool and pool deck with the Multi-Purpose Room
- + the newly constructed area (Lobby and Entry) can be designed in a transparent and inviting manner, allowing for transparencies and views into the pool with new pool features
- + Entry is very prominent and visible to newly arriving patrons (drop-off aisle)
- + the Multi-Purpose space can be built adjacent the pool deck, increasing programming opportunities (training, birthdays)
- + Opportunity to create on-deck viewing as part of the expanded pool hall, which is directly accessible from the new lobby
- + the expanded Family Change Room (Universal Change Room) remains closely associated with the existing teach/tot pool.

**Disadvantages:**

- higher capital investment compared to Option 1, because more areas are renovated or newly constructed (lobby, admin)

#### IV.c POOL TANK EXPANSION OPTIONS

The starting point for the pool tank expansion is the Recreation Services Masterplan, which identified the need to find additional lane capacity and additional leisure attractiveness. Below are a few conceptual approaches to adding water surface to this facility. Refined recommendations on the actual amount of water and the features to be included would follow a more thorough stakeholder and staff consultation process.

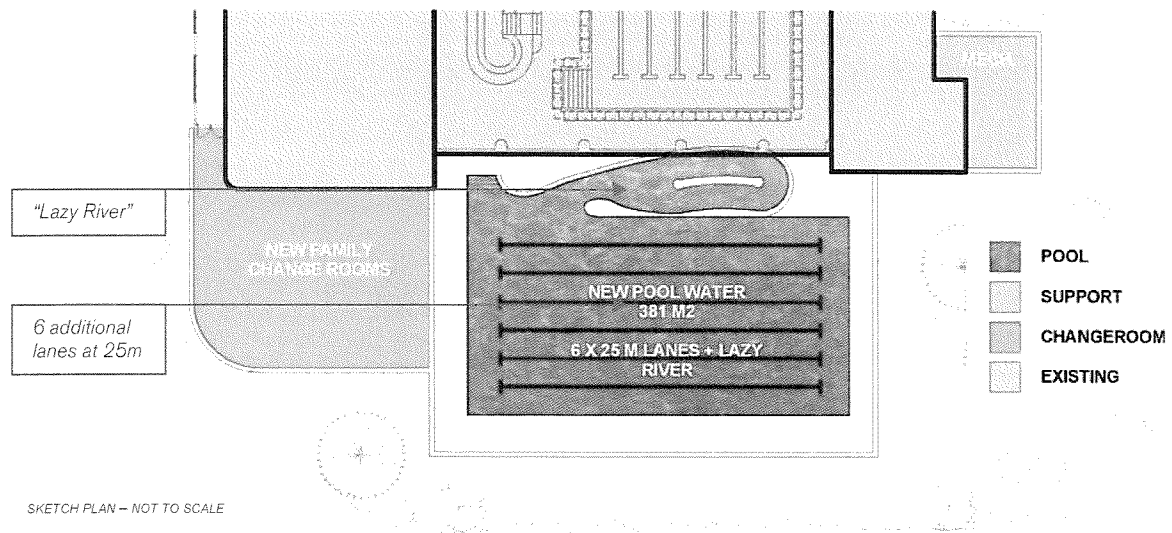
The limited staff and stakeholder consultation already completed as part of this project have confirmed our assessment that the first option, which is the proposal included in the last feasibility study, is not very practical.

We believe that it is possible to focus the additional pool tank on leisure and aquasize uses, allowing the existing lap pool to be programmed more efficiently, essentially increasing the lap/lane capacity without building another lap pool.

The leisure pool would include some additional lanes (warmer water), which serve multiple purposes and further alleviate the congestion in the lane pool (colder water).

Given the site constraints, we propose that the warm-up lanes as part of the leisure pool are not full 25 meters in length.

##### IV.c.1 Option 1 – 25 meter lap pool with lazy river (from CJP study, 2007)

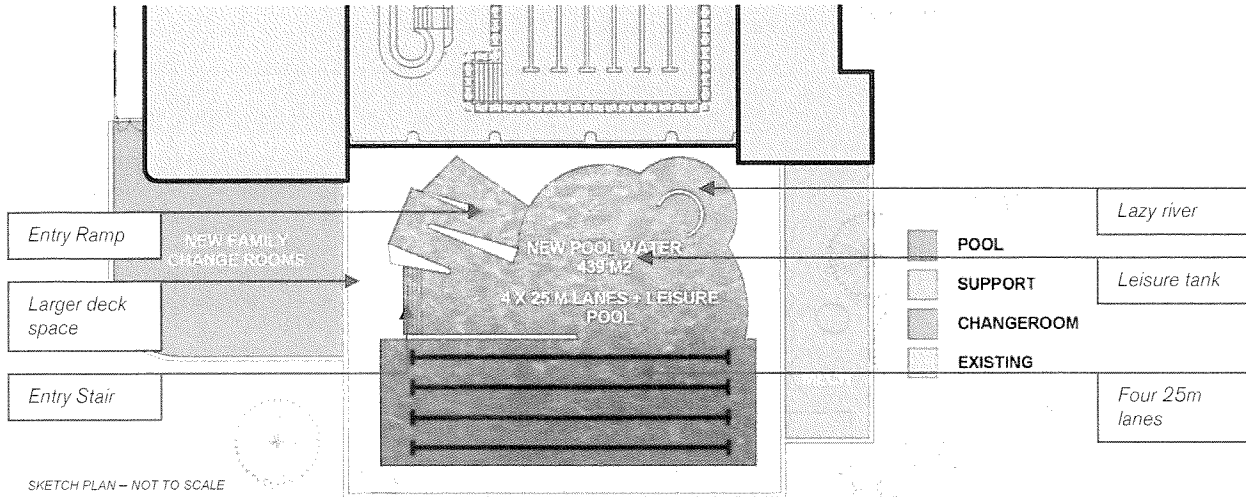


This Option 1 was the expansion proposed in the 2007 feasibility study by CJP. While it follows the recommendations of the recreation services masterplan in providing additional lane water and a lazy river, it is our opinion that this configuration has some significant drawbacks. The first drawback is that this solution repeats some of the shortcomings of the existing building by not providing sufficient deck space. Deck space is important, not only to provide the necessary circulation space, but also as programmable space, (space used for programming such as lessons and training). A freeform pool allows the shape of the pool to react to the adjacent requirements, providing more deck space where desired and useful.

Furthermore we are not aware of a successful combination of a lap pool with a lazy river, since the water temperatures desired for these two uses differs significantly and the lazy river water movement is likely to interfere with any serious use of the laps.

We also believe that it is important to provide zero-depth entry opportunities into any newly constructed pool tank (ramp or beach).

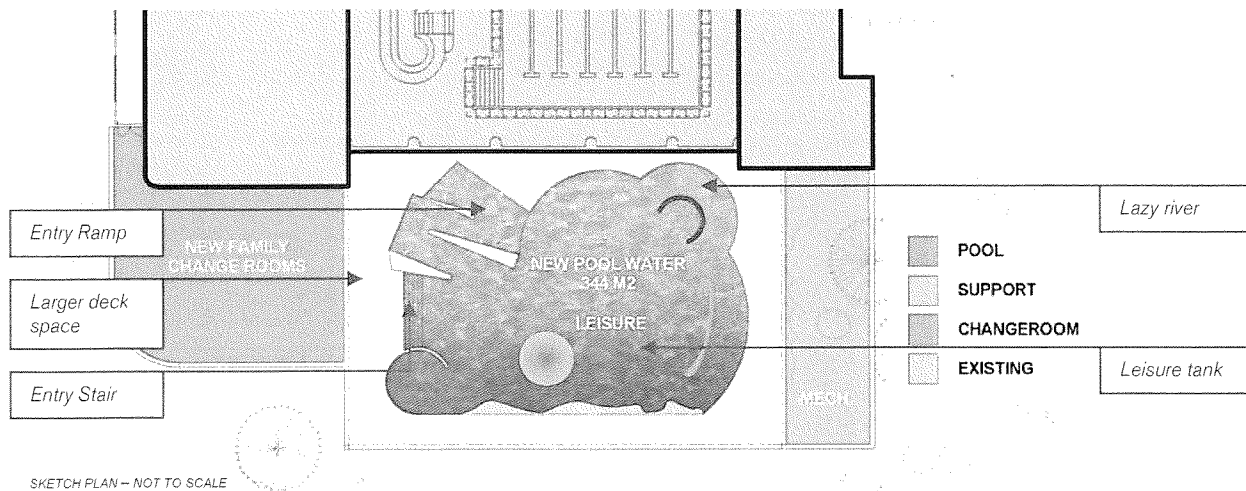
**IV.c.2 Option 2 – 4 lanes 25 meter lap pool combined with leisure features**



Option 2 indicates that it is possible to provide 4 lanes of additional lap pool capacity and combine this with a more freeform leisure pool shape. This would allow the inclusion of a ramp entry (can also serve as play area for toddlers), a lazy river and additional pool deck adjacent the change room (or entrance lobby as in Approach #2).

The water temperature would cater to the leisure user, which means that the lap usage would be not intended for serious lap swimming.

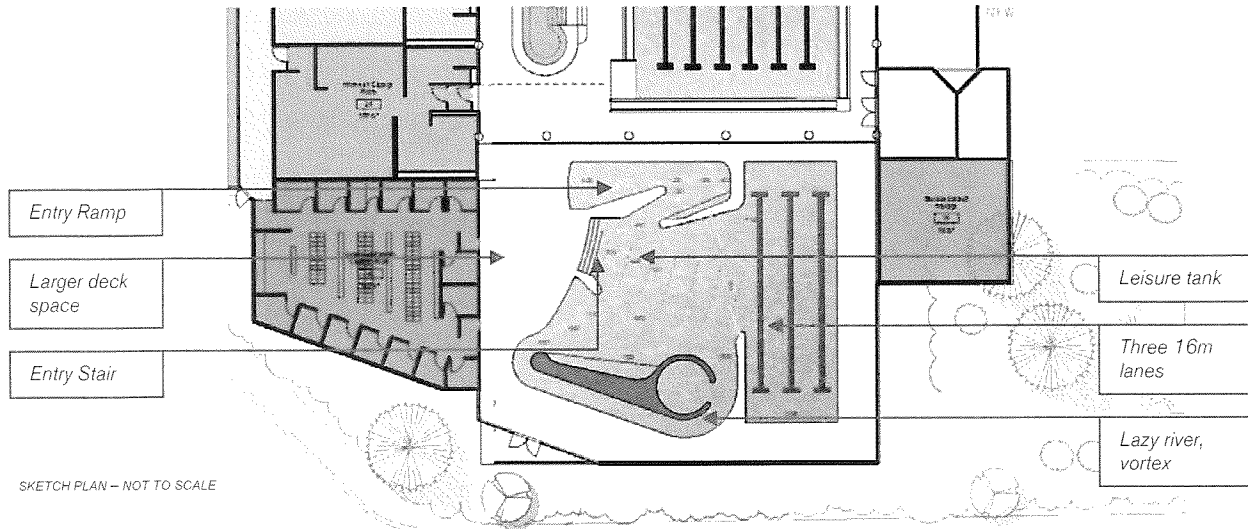
**IV.c.3 Option 3 – dedicated Leisure Pool**



It is not uncommon to find a leisure pool tank that completely caters to the leisure user with a free form tank. This would allow more freedom in the selection of water play features. It is however our experience and preference to include some warm-up lap swimming capacity in all leisure pools.



IV.c.4 Option 4 – Leisure Pool with shorter warm-up lanes



This option indicates the provision of some warm-up lane capacity (3 lanes at 16 meters), but a focus on the leisure aspect of the pool tank. A very generous pool deck area is associated with the change rooms (or entry lobby in Approach #2). A zero-depth entry ramp turns into a tot play area before entering a generously sized body of water that ranges in depth from 600mm to 1200mm. The warm-up lanes (depth from 1000mm to 1200mm) are located such that it is possible to have aquasize programs take place in the shallow end of the main pool and in the warmer leisure pool at the same time.

## V COST IMPLICATIONS

The following section provides some information on the cost implications for above component options. Construction costs per square foot (square meter) have been estimated based on past project experience and review of the expansion scope by a Professional Quantity Surveyor. It should be noted that these costs represent estimated hard construction cost dollar values in today's local construction market (2009/2010) and are intended to be the mid-range of expected bid responses were the project to be competitively tendered today. They factor in the nature of renovation or new construction applicable to the individual components.

### Wellness Centre:

We estimate the wellness centre component to require a construction cost of \$225/sf, which includes allowances for the necessary washrooms and some office/support spaces. This is based on an overall wellness centre area of around 420m<sup>2</sup> (4500sf) and would decrease for a larger area and may increase if the wellness centre was to be constructed as a smaller area.

Should the wellness centre be considered as a second storey addition to the existing building, we estimate the construction costs to increase by another \$75/sf to accommodate the fixed costs of adding an elevator and 2 sets of stairs, as well as the additional renovation costs associated with this scenario. This option would however allow the construction of a significantly larger wellness centre.

### Change Rooms:

The change rooms are estimated at a construction cost of about \$405/sf newly constructed or about \$315/sf if built in renovated existing space (such as current lobby/admin area in approach #2)

### Pool Expansion:

The leisure pool expansion is estimated at about \$430/sf, which includes the required mechanical equipment and space for a leisure pool with some lap capacity. This represents a modest approach to the selection of play features, and the price could go up should additional or costly play features be selected.

The addition of a slide would add about another \$150,000-200,000 dollars to this component.

### Multi-Purpose Room:

The MP Room is estimated at a construction costs slightly above the wellness centre at around \$240/sf (if mostly exterior envelope, as in Approach #1) or \$230/sf if it is constructed in conjunction with new Lobby space (Approach #2)

### Lobby Space:

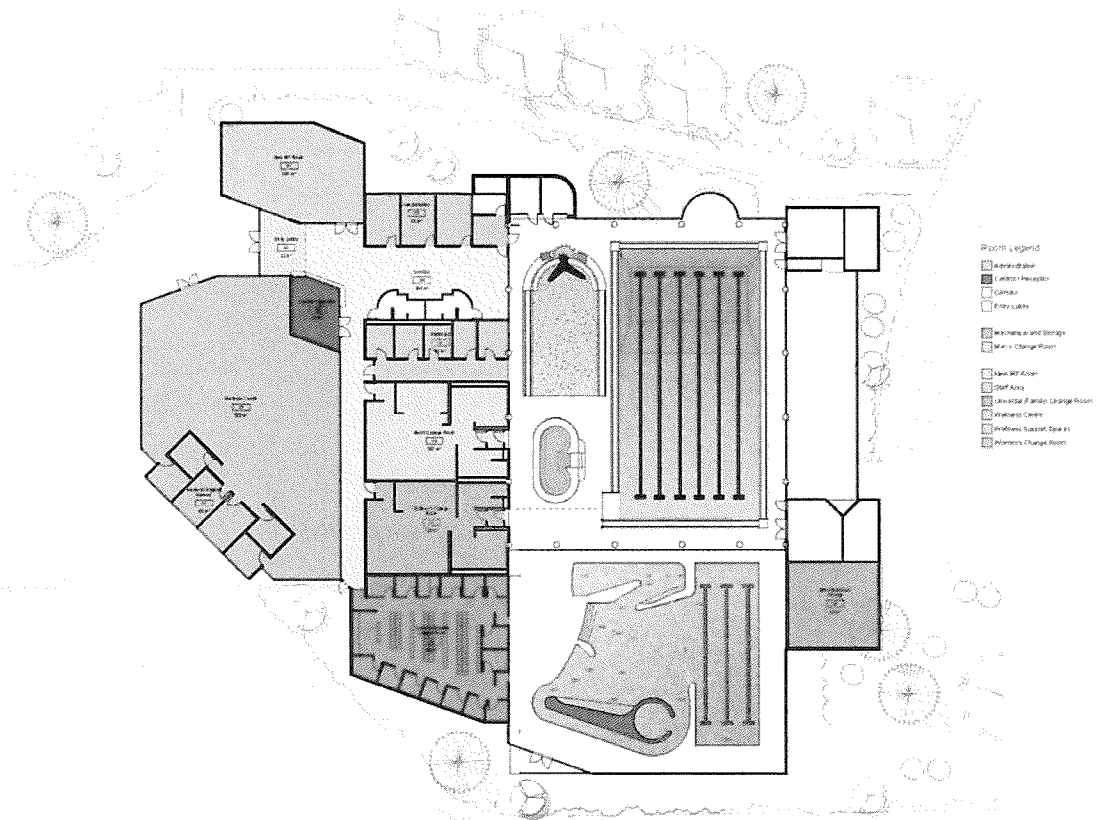
A new Lobby is estimated at around \$300/sf for a new and transparent lobby complete with washrooms and seating opportunities. Adding a small portion of lobby to the existing is estimated at about \$230/sf

## VI TEST FACILITY PLANS

The following pages describe 2 possible options that can be derived from above components. These plans are illustrative in nature, intended to show two of the possible many configurations of above component options. The 2 distinct plans highlight the 2 site planning approaches, we have kept the actual facility comparable in size and choice of wellness area and pool layout.

### VI.a Approach #1 - retention of existing entry point, single level facility with leisure pool expansion

This option is comparable to the previous feasibility study in the location and size of Wellness Centre, Multi-Purpose Room, Entry and Universal Change Room.



SKETCH PLAN OF OVERALL FACILITY  
APPROACH #1 - NOT TO SCALE

0919 RAVENSONG AQUATIC CENTRE EXPANSION – FEASIBILITY REVIEW REPORT

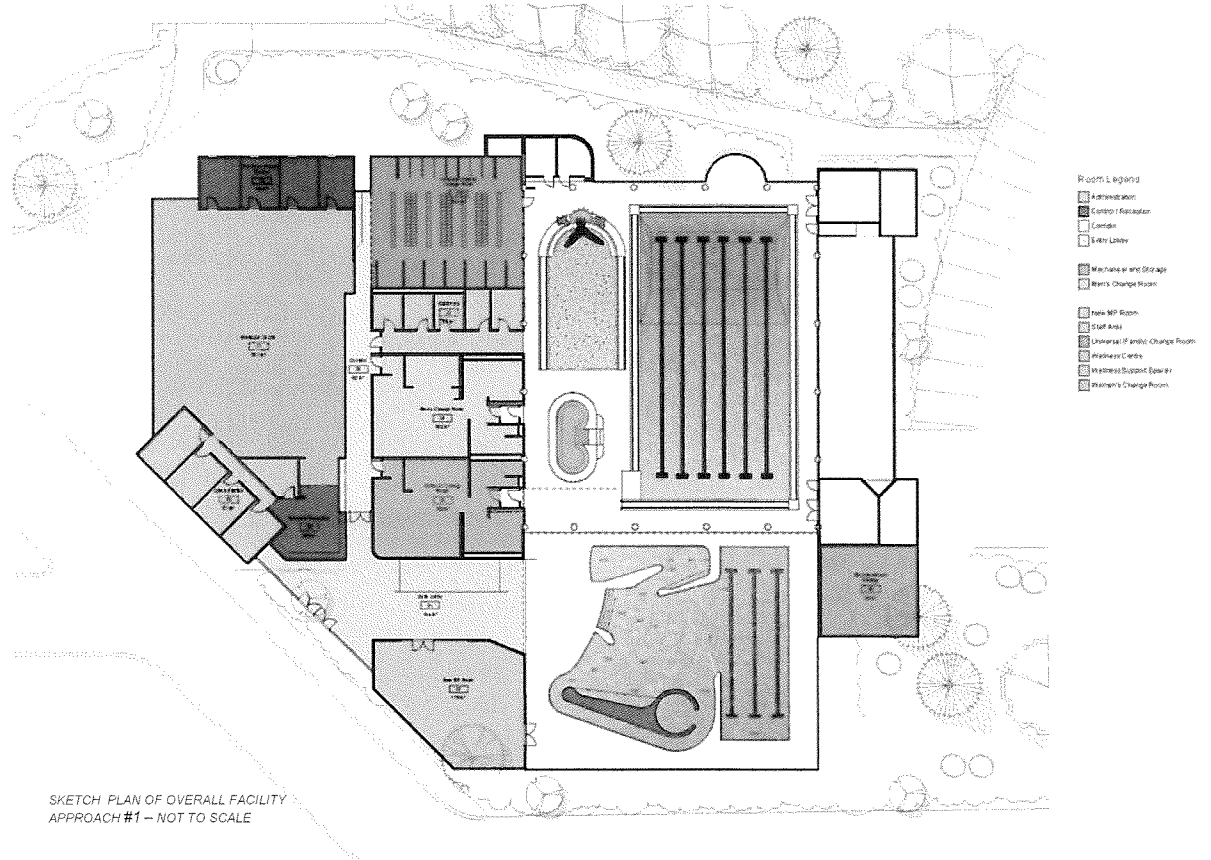
February 15, 2010

We have assigned a very preliminary **Order of Magnitude Project Cost** as follows to this option. Again, it is important to recognize that these figures, though vetted by a professional Quantity Surveyor, remain very preliminary. They represent estimated hard construction cost dollar values in today’s local construction market (2009/2010) and are intended to be the mid-range of expected bid responses were the project to be competitively tendered today. We are witnessing a strong spread of bid results in the current market, which means that lower (and higher) bid results are to be expected. An additional 25% cost has been added to the estimated hard construction costs to obtain an estimated Project Cost. These numbers do not include the applicable HST (12%).

Component	New or Reno	Description	Area m2	Area sf	Cost per m2	Cost per sf	
Pool + Pool Mechanical	New	Pool Hall + Mechanical	600	6458	\$4,628	\$430	\$2,777,086
Universal Change Rooms	New	family style change rooms	160	1722	\$4,359	\$405	\$697,501
Control Area	Reno	existing desk, expand and renovate	26	280	\$1,938	\$180	\$50,375
Entry Lobby	New	Simple vestibule/lobby space renovate	22	237	\$2,207	\$205	\$48,545
Staff Area	Reno	existing showers into staff change rooms	40	431	\$2,422	\$225	\$96,875
Wellness Centre	New	mostly large open fitness centre, with some smaller office and washroom areas	420	4521	\$2,368	\$220	\$994,584
Multi-Purpose Room	New	large MP room	105	1130	\$2,583	\$240	\$271,250
Sprinkler Upgrade							\$200,000
Order of Magnitude Construction Cost							\$5,136,217
<b>Project Cost</b> (multiplier 25%) Plus HST (12%)							<b>\$6,420,271</b>

**VI.b Approach #2 – reversal of the entry location**

The main difference between this test plan and the previous plan is the reversal of the entry location. The result is an improved overall organization of the facilities relationship between the entry, the pool hall and the MP room. The illustrative perspective sketch below indicates this new entry situation with views to the expanded pool.



SKETCH PERSPECTIVE OF POSSIBLE EXPANSION



Above: Enlarged sketch indicating the idea of an inviting and transparent new entry and lobby to the Ravensong Aquatic Centre

Below: The wellness centre



This approach raises the project costs, because we are now constructing some spaces new that were previously unaffected (administration offices, facility main lobby with washrooms). At the same time some of the square foot costs are a bit lower (such as the Universal Change Rooms) because they are now being constructed in a renovated area, not completely new construction. Again, it is important to recognize that these figures, though vetted by a professional Quantity Surveyor, remain very preliminary. They represent estimated hard construction cost dollar values in today's local construction market (2009/2010) and are intended to be the mid-range of expected bid responses were the project to be competitively tendered today. We are witnessing a strong spread of bid results in the current market, which means that lower (and higher) bid results are to be expected. An additional 25% cost has been added to the estimated hard construction costs to obtain an estimated Project Cost. These numbers do not include the applicable HST (12%).

Component	New or Reno	Description	Area m2	Area sf	Cost per m2	Cost per sf	
Pool + Pool Mechanical	New	Pool Hall	600	6458	\$4,628	\$430	\$2,777,086
Universal Change Rooms	Reno	family style change rooms	153	1647	\$3,391	\$315	\$518,766
Adminstration Area	New	replacement of Admin existing desk, expand and renovate	87	936	\$2,422	\$225	\$210,703
Control Area	New		35	377	\$2,422	\$225	\$84,766
Entry Lobby	New	new lobby space, new wc's, seating, lots of glazing	155	1668	\$2,906	\$270	\$450,469
Staff Area	Reno	renovate existing showers into staff change rooms	67	721	\$2,422	\$225	\$162,266
Wellness Centre	New	mostly large open fitness centre, with some smaller office and washroom areas	420	4521	\$2,368	\$220	\$994,584
Multi-Purpose Room	New	large MP room	105	1130	\$2,476	\$230	\$259,948
Sprinkler Upgrade							\$200,000

Order of Magnitude Construction Cost \$5,658,589

**Project Cost**  
(multiplier 25%)  
Plus HST (12%) **\$7,073,236**



## VII REFERENCES

The following reference material was instrumental in the preparation of this report. The Regional District has these reports on file and we have thus not attached them again as an Appendix.

1) *Regional District of Nanaimo - Recreation Services Masterplan for Oceanside, Final Report June 2006*, Professional Environmental Recreation Consultants Ltd. with Sensus Research Inc. (PERC, 2006) [also available on RDN Website]

2) *Ravensong Aquatic Centre – Proposed Additions Feasibility Study Report, January 2007*, CJP Architects Ltd.

3) *Ravensong Aquatic Centre, Renovations – Phase I / Summary Report, September 21, 2009*, Hughes Condon Marler Architects



VANCOUVER

[www.hcma.ca](http://www.hcma.ca)

Suite 300  
1508 West Second Avenue  
Vancouver BC  
Canada V6J 1H2  
T 604.732.6620  
F 604.732.6695

VICTORIA

[office@hcma.ca](mailto:office@hcma.ca)

Suite 300  
569 Johnson Street  
Victoria BC  
V8W 1M2  
T 250.382.6650  
F 250.382.6652



Hughes Condon Marler : Architects





RDN REC & PARKS	
GM R & P	CAO <i>Banman</i>
MGR Parks	MGR Rec
Arena	Aquatics
FEB 14 2013	
Parks	Rec
POSAC	Commission <input checked="" type="checkbox"/>
Director	Other
<i>District 69 Rec</i>	

**MEMORANDUM**

**TO:** Tom Osborne  
General Manager, Recreation and Parks Services

**DATE:** February 14, 2013

**FROM:** Dean Banman  
Manager of Recreation Services

**FILE:**

**SUBJECT:** Sublease of District 69 Arena to Parkville Curling Club Society

**PURPOSE**

To renew the Sublease with the Parkville Curling Club Society for use of the District 69 Arena as a curling facility.

**BACKGROUND**

In 2003 when the construction of Oceanside Place was completed, the Regional District of Nanaimo entered into a Sublease for a period of five years with the Parkville Curling Club for the non-profit society to manage and operate the District 69 Arena as a curling facility. In 2008 the sublease was renewed after the land (Head) Lease with the City of Parkville was renewed. A land (Head) lease is required as the property where the District 69 arena is located is owned by the City of Parkville. The Sublease with the Parkville Curling Club ends on of March 31, 2013 and requires renewal.

The term of the renewed agreement/sub-lease (Appendix I) will commence April 1, 2013 and will end March 31, 2018. The Society will continue to manage and operate the RDN facility to use primarily as a curling facility. Under Section 3.0 the Sublease also allows use, under certain conditions, of the building for rental to community groups and sport associations for sport and recreation programs and non-profit community special events.

Through the Sublease Agreement, the Society is responsible for all operational and capital costs associated with the facility and surrounding grounds. During the Term, the Society must also maintain a policy of general liability insurance in the amount of three million dollars (\$3,000,000) with the RDN as additional named insured.

The Club's current membership is just over 400 members. The society regularly hosts bonspiels and larger sanctioned events such as the 2012 and 2013 Men's Provincial Championships and the 2009 BC Scotties Tournament of Hearts.

To date the Curling Club has made over \$157,700 in leasehold improvement to the facility including but limited to replacement of the facility's condenser, installation of a Low E ceiling, an addition of a lounge, repairs to the roof, and upgrades to the ladies washroom.

With the expiry of the Head Lease with the City of Parkville occurring in March of this year, staff have already completed the new Head Lease and relevant report that was endorsed by the District 69

Recreation Commission at their January meeting for the Regional Board's consideration at the February 26 Board meeting.

Staff met with representatives of the Parksville Curling Club Society in January of this year to discuss matters related to a lease renewal. Representatives indicated that they wish to continue the operation of the facility and enter into a new lease with the same terms and conditions. These terms and conditions have worked well for all parties involved and the society has done a remarkable job in the operation and upkeep of the arena.

#### **ALTERNATIVES**

1. That the Regional District of Nanaimo approve the Sublease with the Parksville Curling Club Society (Appendix I) for the operation and use of the District 69 Arena for the term of April 1, 2013 to March 31, 2018.
2. That the Regional District of Nanaimo not approve the Sublease with the Parksville Curling Club Society for the use of the District 69 Arena and provide staff with alternate direction.

#### **FINANCIAL IMPLICATIONS**

The Society has provided annually to the Regional District the financial statements that are required in the Sublease and has managed and made capital improvements to the facility during the past term without financial subsidy from the RDN. The annual lease fee paid by the RDN to the City of Parksville is nominal (\$5.00) and as a result the annual lease payment from the curling club to the RDN is nominal (\$5.00) as well. The annual insurance premium on the facility is approximately \$5,000 and is paid initially by the RDN. Upon payment of the premium and as per the lease agreement, The RDN in turn invoices the Curling Club for the same amount on an annual basis.

#### **INTERGOVERNMENTAL IMPLICATIONS**

The length of the lease with the Parksville Curling Club Society is restricted by the term of the Regional District lease for the Arena Lands with the City of Parksville. The maximum term for a lease into which the Regional District can enter is five years less a day.

In order for the Parksville Curling Club Society to receive a tax exemption for their intended use of the District 69 Arena, the RDN on an annual basis applies to the City of Parksville for permissive tax exception on the property. This exemption has been approved since 2004.

#### **SUMMARY**

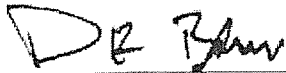
In 2003 when the construction of Oceanside Place was completed, the RDN entered into a Sublease for a period of five years with the Parksville Curling Club Society for the organization to manage and operate the District 69 Arena as a curling facility. The Sublease ends on of March 31, 2013 and requires renewal.

The term of the renewed agreement will commence April 1, 2013 and will end March 31, 2018, just prior to the expiration of the existing Head Lease between the Regional District and the City of Parksville for the leased municipal land on which D69 Arena is located. Attached as Appendix I is the Sublease

containing the terms and conditions of the new agreement. These terms and conditions have remained virtually unchanged since the original Sublease was first signed in 2003.

**RECOMMENDATION**

That the Regional District of Nanaimo approve the Sublease with the Parkville Curling Club Society attached as Appendix I for the use of the District 69 Arena for the term of April 1, 2013 to March 31, 2018.



Report Writer



General Manager Concurrence



Acting / CAO Concurrence

**Appendix I**

**Parksville Curling Club Sublease**

**SUBLEASE**

**THIS LEASE** dated the      day of      , 2013.

BETWEEN:

**REGIONAL DISTRICT OF NANAIMO**

6300 Hammond Bay Road  
Nanaimo, BC V9T 6N2

(the "**Landlord**")

OF THE FIRST PART

AND:

**THE PARKSVILLE CURLING CLUB SOCIETY**

(#28480)  
193 East Island Highway  
Box 1624  
Parksville, BC V9P 2H5

(the "**Tenant**")

OF THE SECOND PART

**WHEREAS:**

- A. The Landlord is the lessee of the land described in Schedule 'A' annexed to this Sublease (the "**Lands**") under the terms of a Lease between the Landlord and the City of Parksville (the "**Head Lease**") made the day of , 2013, a copy of which is attached as Schedule 'D';
- B. The Landlord is the owner of an arena facility situated upon the Lands known as the "**District 69 Arena**";
- C. On the 1st day of October, 2003, a Sublease was entered into between the Tenant and the Landlord to manage and operate the District 69 Ice Arena as a curling facility for a period of five years ending on the 31<sup>st</sup> day of March, 2008 and subsequently renewed on May 5, 2008 for a further five year term.
- D. The Parties wish to enter into an agreement for a Sublease of the same lands and premises for a further term of five years to permit the Tenant to continue to operate the District 69 Ice Arena as a curling facility;

E. The Tenant has requested and the Landlord has agreed to grant a Sublease of the Lands and the District 69 Arena on the following terms.

**NOW THEREFORE THIS AGREEMENT WITNESSES** that in consideration of the rents and agreements to paid and performed by the Tenant,

**1.0 Premises**

1.1 The Landlord leases to the Tenant the Land and the District 69 Arena (together described hereafter as the "**Premises**").

**2.0 Term**

2.1 For a term commencing on the 1<sup>st</sup> day of April, 2013 and ending on the 31<sup>st</sup> day of March, 2018 (the "**Term**").

**3.0 Use**

3.1 The Tenant may use the Premises for the purpose of curling and related activities of the Tenant, for operating a facility for the use of sports under the control of local organizations, for the rental of facility use time to community groups for community activities, community special events, or for recreational programs or activities generated by and under the authority of the Landlord's Recreation and Parks Department.

3.2 Should the Tenant receive a request to use the Premises for concerts, sports contests, performances, circuses, displays, exhibits, conventions, trade shows, meetings or social gatherings of a commercial nature, the admission to which requires the purchase of a ticket, the payment of an admission fee or a usage fee, ("**Commercial Events**"), the Tenant will refer the request to the Landlord, and the Landlord will determine whether the Commercial Event may be accommodated at the Premises. The Tenant will not proceed with accommodating the request unless it has received written consent from the Landlord's Manager of Recreation Services, which may be withheld by the Landlord in its sole discretion. The Landlord's Manager of Recreation Services will respond to any such request from the Tenant within fifteen (15) business days. In exercising its discretion, and without limitation, the Landlord may refuse the Tenant's request if the Landlord determines that the proposed Commercial Event should be held at the Landlord's Oceanside Place multipurpose facility.

3.3 The Landlord agrees that it will make reasonable efforts to refer to the Tenant other Commercial Events, which the Landlord decides not to accommodate at the Landlord's Oceanside Place multipurpose facility.

3.4 The Tenant and the Landlord's Recreation and Parks Department will meet on an annual basis to review the use of the Premises.

**4.0 Rent**

4.1 The Tenant shall pay to the Landlord an annual rent of **FIVE (\$5.00) DOLLARS** due and payable on the first day of each year of the term, or part thereof.

**5.0 Tenant's Covenants**

The Tenant covenants with the Landlord:

**Rent**

- 5.1 to pay all rents reserved under this Sublease;

**Taxes**

- 5.2 to pay all taxes, rates, duties and assessments whatsoever, whether municipal, provincial, federal, or otherwise charged upon the Tenant or the Landlord as a result of the Tenant's occupation of or use of the Premises unless exempted by municipal bylaw;

**Utilities**

- 5.3 to pay as they become due all charges for all gas, oil, telephone and electric light and power used on the Premises;

**Construction**

- 5.4 that it will not construct any buildings or structures on the Premises, and will not make any alterations, additions or improvements on or to the Premises including, without limitation, to the District 69 Arena mechanical and ice-making equipment, unless it has obtained:

- (a) the consent of the Landlord;
- (b) if required by law, a development permit from the City of Parksville;
- (c) if required by law, a building permit authorizing the construction or renovations of the buildings and structures set out in the permit and the plans and specifications attached to it;

and all such work shall be carried out at the cost of the Tenant;

**Assign or Sublet**

- 5.5 that it will not assign nor sublet without leave of the Landlord, and without limiting the discretion of the Landlord to grant or refuse such leave, the Tenant acknowledges that under the terms of the Head Lease, any proposed assignment or sublease of this Sublease will require the leave of the Council of the City of Parksville;

**Nuisance**

- 5.6 that it will not carry on or do or allow to be carried on or done on the Premises anything that
  - (a) may be or become a nuisance to the Landlord or the public,
  - (b) increases the hazard of fire or liability of any kind,



- (c) increases the premium rate of insurance against loss by fire or liability upon the Premises or
- (d) invalidates any policy of insurance for the Premises; or
- (e) directly or indirectly causes damage to the Premises;

### **Regulations**

5.7 that it will

- (a) comply promptly at its own expense with the legal requirements of all authorities, including an association of fire insurance underwriters or agents, and all notices issued under them that are served upon the Landlord or the Tenant, and
- (b) indemnify the Landlord from all lawsuits, damages, losses, costs or expenses that the Landlord may incur by reason of non-compliance by the Tenant with legal requirements or by reason of any defect in the Premises or any injury to any person or to any personal property contained on the Premises unless the damages, losses, costs, expenses or injuries are the result of the negligence of the Landlord;

### **Insurance**

5.8 that it will take out and maintain during the Term, a policy of general public liability insurance, including a Tenant Legal Liability endorsement, against claims for bodily injury, death or property damage arising out of the use and occupancy of the Premises by the Tenant in the amount of not less than Three Million (\$3,000,000.00) Dollars per single occurrence or such greater amount as the Landlord may from time to time designate, naming the Landlord as an additional insured party thereto and shall provide the Landlord with a Certificate of Insurance;

5.9 that

- (a) it will take out and maintain during the Term a policy of insurance insuring the Premises to the full insurable replacement value thereof against risk of loss or damage caused by or resulting from fire, lightning, tempest, or earthquake or any additional peril against which the Landlord normally insures, and
- (b) this policy of insurance shall name the Landlord as an additional insured party to it and shall be in a form satisfactory to the Landlord, and
- (c) the Tenant shall provide the Landlord with a Certificate of Insurance;

5.10 that all policies of insurance shall contain a waiver of subrogation clause in favour of the Landlord and shall also contain a clause requiring the insurer not to cancel or change the insurance without first giving the Landlord 30 days prior written notice;

5.11 that if the Tenant does not provide or maintain in force the insurance required by this Sublease, the Landlord may take out the necessary insurance and pay the premium for periods of one year at a time, and the Tenant shall pay to the Landlord as additional rent the amount of the premium immediately on demand;

- 5.12 that if both the Landlord and the Tenant have claims to be indemnified under any insurance required by this Sublease, the indemnity shall be applied first to the settlement of the claim of the Landlord and the balance, if any, to the settlement of the claim of the Tenant;
- 5.13 that it shall be the sole responsibility of the Tenant to determine what additional insurance coverage, if any, including but not limited to Workers' Compensation and Participants Insurance, are necessary and advisable for its own protection and/or to fulfill its obligations under this Lease. Any such additional insurance shall be maintained and provided at the sole expense of the Tenant;

#### **Indemnification**

- 5.14 that it will indemnify the Landlord from and against all lawsuits, damages, losses, costs or expenses which the Landlord may incur by reason of the use of the Premises by the Tenant or the carrying on upon the Premises of any activity in relation to the Tenant's use of the Premises and in respect of any loss, damage or injury sustained by the Tenant, or by any person while on the Premises for the purpose of doing business with the Tenant or otherwise dealing with the Tenant, including all costs and legal costs, taxed on a solicitor and client basis, and disbursements and this indemnity shall survive the expiry or sooner determination of this Sublease;

#### **Builders Liens and Other Charges**

- 5.15 that it will not permit, do or cause anything to be done to the Premises that would allow any lien, certificate of pending litigation, judgment or certificate of any court, or any mortgage, charge, conditional sales agreement, personal property security or other encumbrance to be imposed or remain on title to the Premises, or any part thereof. In the event of registration of any lien, charge, conditional sales agreement, personal property security or other encumbrance against the Premises, or part thereof, the Tenant shall, within 10 days notice thereof, and at its sole expense, immediately cause the same to be discharged whether by payment or security or other manner as may be permitted by law, and failing which the Landlord, may, but shall not be obliged to, make any payments required to procure the discharge of such lien, charge or encumbrance and the Tenant shall forthwith indemnify the Landlord for all expenses, including legal fees on a solicitor-client basis in connection therewith;

#### **Maintenance**

- 5.16 to maintain the Premises, at all times to a high standard of maintenance consistent with the maintenance standards of a local government recreation facility, such maintenance to include, without limitation, the provision of janitorial services, grounds maintenance and upkeep of the parking areas, exterior and interior painting and the regular maintenance of all equipment, furnishings and fittings;

#### **Repairs**

- 5.17 to carry out all repairs that are necessary for the proper operation of the District 69 Arena, including without limitation, any necessary repairs or replacements of the structural components of the District 69 Arena, or its roof, electrical and mechanical systems, flooring, furnishings, fittings or equipment;

### **Continuous Operation**

- 5.18 to operate the District 69 Arena for the purposes contemplated hereunder continuously throughout the Term, so that the District 69 Arena is operated as a curling facility for the use of the Society, and third parties to whom the Society may licence the use of the District 69 Arena as provided for under sections 3.1, 3.2 and 3.3 of this Agreement;

### **Staffing**

- 5.19 to provide sufficient personnel for the safe and proper operation of the District 69 Arena, whether through volunteers or paid staff, or a combination of those;

### **Booking of Dry Floor Events**

- 5.20 to cooperate with the Landlord's Recreation and Parks Department in the booking of dry floor sports and public recreation events during the Dry Floor Season;

### **Annual Report and Financial Statement**

- 5.21 to provide an annual report to the Board of the Landlord within 30 days of the end of each year of the Term, such report to include information on the Tenant's membership and programming;

- 5.22 on or before July 31<sup>st</sup> during each year of the Term, except in the final year as outlined in 5.23, the Tenant shall submit to the Manager of Recreation Services a statement of results for the prior fiscal year comprised of a balance sheet and income statement and a copy of the final bank statement for the year showing a reconciliation of the Tenant's bank account to the balance sheet. The balance sheet and income statement shall each contain the following certification and be signed by the Tenant's Treasurer and President:

"The undersigned certify that these statements have been prepared in accordance with sound accounting principals and represent in all material respects the financial results and activities of the Parksville Curling Club Society for the fiscal year ended on Month, Year";

- 5.23 on or before July 31<sup>st</sup> in the final year of each Term the Tenant shall submit to the Manager of Recreation Services a financial statement prepared by an independent accountant or accounting firm qualified to prepare statements in the Province of BC as a Certified General Accountant, Certified Management Accountant or a Chartered Accountant.

### **Head Lease**

- 5.24 to perform all of the obligations of the Tenant (Regional District of Nanaimo) under the Head Lease, except for those contained in sections 4.0, 5.1, 5.8 and 5.9 to the intent and for the purpose that no default under the Head Lease will arise from the tenancy created by this Agreement.

**6.0 Landlord's Covenants**

6.1 The Landlord covenants with the Tenant for quiet enjoyment.

**7.0 Miscellaneous Covenants**

And it is hereby mutually agreed:

**Re-entry**

7.1 that if the Tenant shall default in the payment of rent, or the payment of any other sum payable hereunder, or fail to perform any covenant hereunder and if such default shall continue for thirty (30) days after the giving of written notice by the Landlord to the Tenant, then the Landlord may re-enter the Premises and the rights of the Tenant with respect to the Premises shall lapse and be absolutely forfeited;

**Forfeiture**

7.2 that the Landlord, by waiving or neglecting to enforce the right to forfeiture of this Sublease or the right of re-entry upon breach of any covenant, condition or agreement in it, does not waive the Landlord's rights upon any subsequent breach of the same or any other covenant, condition or agreement in this Sublease;

**Revenue**

7.3 that all revenue from the operation of the District 69 Arena during the Term shall be for the account of the Tenant;

**Destruction**

- 7.4 (a) that if the Premises are damaged by fire, flood or other casualty the Tenant shall, within thirty (30) days after the fire, flood or other casualty advise the Landlord in writing whether the Tenant intends to restore, repair or replace the Premises or the portion damaged. If the Tenant intends to undertake and complete restoration, repair or replacement the Tenant shall do so within twelve (12) months after the damage has occurred;
- (b) if the Tenant elects not to undertake restoration, repair or replacement this Sublease shall terminate and, for the purpose of this subsection, if the Tenant does not advise the Landlord concerning the Tenant's intention within the thirty (30) days, the Tenant shall be deemed to have elected not to undertake restoration, repair and replacement;

**Fixtures**

7.5 that, unless the Tenant, upon notice from the Landlord, removes them, all buildings, structures or improvements constructed on the Premises by the Tenant, save and except for moveable business fixtures of the Tenant, shall, at the determination of the Sublease, become the sole property of the Landlord at no cost to the Landlord

## **Insolvency**

- 7.6 that if
- (a) the Term or any of the goods or chattels on the Premises are at any time seized or taken in execution or attachment by any creditor of the Tenant or under bill of sale or chattel mortgage, or
  - (b) if a writ of execution issues against the goods or chattels of the Tenant, or
  - (c) if the Tenant makes any assignment for the benefit of creditors, or
  - (d) if the Tenant becomes insolvent or bankrupt, or
  - (e) being an incorporated company or society if proceedings are begun to wind up the company or society, or
  - (f) if the Premises or any part of them becomes vacant and unoccupied for a period of thirty (30) days or is used by any other person or persons for any purpose other than permitted in this Sublease without the written consent of the Landlord,

the Term shall, at the option of the Landlord, immediately become forfeited and the then current month's rent for the three months next following shall immediately become due and payable as liquidated damages to the Landlord, and the Landlord may re-enter and repossess the Premises despite any other provision of this Sublease;

## **Removal of Goods**

- 7.7 if the Tenant removes its goods and chattels from the Premises, the Landlord may follow them for 30 days;

## **Renewal**

- 7.8 that upon the expiration of the Term the parties may mutually agree to enter into a new lease of the Premises containing agreed terms and conditions, subject to a renewal of the Head Lease, and the approval of the Council for the City of Parksville to a new lease between the Landlord and the Tenant;

## **Time**

- 7.9 that time shall be of the essence of this Sublease;

## **Termination**

- 7.10 that the Landlord may terminate this Sublease at any time upon the provision of thirty (30) days' notice in writing to the Tenant if the Tenant is in default of any provision of this Sublease;
- 7.11 that either the Landlord or the Tenant may terminate this Sublease at any time upon the provision of six (6) months written notice, provided that if the period of notice provided by the Landlord falls within the period between October 15th of one year of the Term and April 15th of the next year, the Landlord's termination will be deemed effective April 15th. This provision for extension of the period of notice shall not apply to a notice of termination for default given under section 7.10;

## Notices

7.12 that any notice required to be given under this Sublease shall be deemed to be sufficiently given:

- (a) if delivered, at the time of delivery, and
- (b) if mailed from any government post office in the Province of British Columbia by prepaid, registered mail addressed as follows:

If to the Landlord:

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

Attention: General Manager of Recreation and Parks

If to the Tenant:

Parksville Curling Club  
Box 1624  
Parksville, BC V9P 2H3

Attention: President

or at the address a party may from time to time designate, then the notice shall be deemed to have been received forty-eight (48) hours after the time and date of mailing. If, at the time of the mailing the notice, the delivery of mail in the Province of British Columbia has been interrupted in whole or in part by reason of a strike, slow-down, lockout or other labour dispute then the notice may only be given by actual delivery of it;

## Net Sublease

7.13 that this Sublease shall be a complete carefree net lease to the Landlord as applicable to the Premises and the Landlord shall not be responsible during the Term for any cost, charges, expenses or outlays of any nature whatsoever in respect of the Premises or its contents, or the operation of the Premises, except those mentioned in this Sublease;

## Landlord's Insurance

7.14 that in the event the cost to the Tenant of the property insurance required under section 5.9 exceeds the cost of such insurance, should it be placed and maintained by the Landlord, that by agreement of the Landlord and Tenant, the Landlord may place and maintain such property insurance for the Premises and charge the cost of that insurance to the Tenant;

## Fitness of Premises

7.15 (a) that the Landlord has made no representation or warranties as to the condition, fitness or nature of the Premises and by executing this Sublease, the Tenant releases the Landlord from any and all claims, which the Tenant now has or may in future have in that respect;

- (b) that the Tenant admits that it has inspected the Premises in their present state, that they are suitable for the Tenant's purposes, and that the Tenant shall at its sole cost be responsible for any and all repairs, improvements and upgrades necessary for the operation of the District 69 Arena by the Tenant;
- (c) that without limiting section 7.15(b) or section 5.15, the Tenant shall be solely responsible for the maintenance, repair and replacement of the equipment and fixtures listed in Schedule 'C' to this Sublease, and that all of the said equipment and fixtures, including any replacements thereof, shall be and remain the sole property of the Landlord.

#### **Inspection**

- 7.16 that the Landlord may enter the Premises at any time during the Landlord's regular business hours, and at any other time on providing 24 hours notice to the Tenant, for the purpose of inspecting the Premises and determining whether the Tenant is in compliance with its obligations under this Sublease;

#### **Paramourncy of Head Lease**

- 7.17 that to the extent any right or benefit conferred by this Sublease contravenes or is incompatible with the Head Lease, such right or benefit will be amended or modified so as not to contravene or be incompatible with the Head Lease.

#### **Binding Effect**

- 7.18 that this Sublease shall enure to the benefit of and be binding upon the parties hereto and their respective heirs, executors, successors, administrators and permitted assignees;

#### **Amendment**

- 7.19 that the parties hereto may by agreement amend the terms of this Sublease, such amendment to be evidenced in writing and executed by both parties;

#### **Law Applicable**

- 7.20 that this Sublease shall be construed in accordance with and governed by the laws applicable in the Province of British Columbia;

#### **7.21 Relationship of the Parties**

No provision of this lease shall be construed to create a partnership or joint venture relationship, an employer-employee relationship, or a principal-agent relationship between the parties;

**Interpretation**

- 7.22 that when the singular or neuter are used in this Sublease they include the plural or the feminine or the masculine or the body politic or corporate where the context or the parties require;
- 7.23 all provisions of this Sublease are to be construed as covenants and agreements as though the words importing covenants and agreements were used in each separate paragraph;
- 7.24 that the headings to the clauses in this Sublease have been inserted as a matter of convenience and for reference only and in no way define, limit or enlarge the scope or meaning of this Sublease or provision of it.

**IN WITNESS** the parties have signed and sealed this revised Sublease on the \_\_\_day of \_\_\_\_\_, 2013.

**Regional District of Nanaimo** by its authorized )  
signatories )  
 )  
 )  
\_\_\_\_\_)  
Chairperson )  
 )  
\_\_\_\_\_)  
 )  
 )

**The Parksville Curling Club Society** by its )  
authorized signatories )  
 )  
\_\_\_\_\_)  
Name: )  
 )  
\_\_\_\_\_)  
Name: )  
 )



**SCHEDULE 'A'**

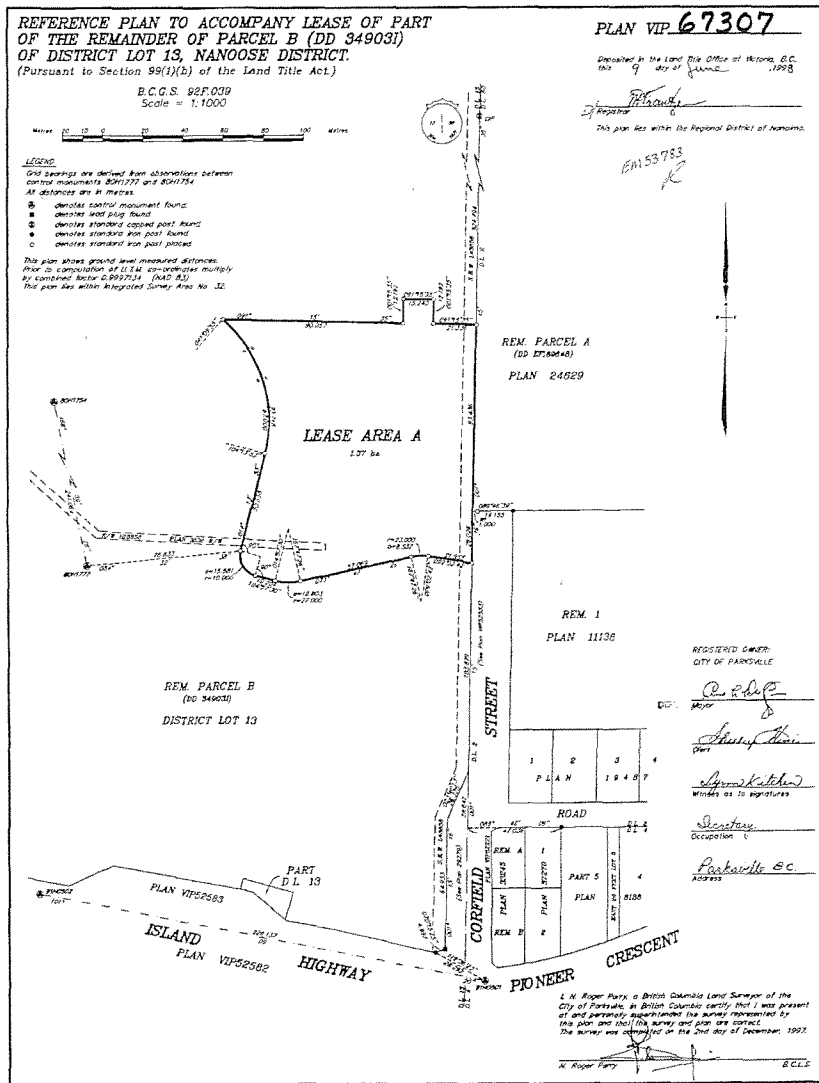
PID

That part of the remainder of Parcel "B" (DD34903-1) as shown outlined on the reference plan annexed hereto as Schedule "B" and prepared by N. Roger Parry, B.C.L.S., dated the 2nd day of December, 1997, and marked "Lease Area A".

SCHEDULE 'B'

- 12 -

Land Lease Between City of Parksville and the Regional District of Nanaimo  
 Page 9 of 9



195 366/4/10/08/LEASE/PJWG

## **SCHEDULE 'C'**

**District 69 Arena  
193 East Island Highway  
Parksville, B.C**

**Equipment to remain at the facility and be included for use under the terms and conditions of the facility lease arrangement with the Parksville Curling Club Society:**

### **Refrigeration**

1. Compressors and system components
2. Chiller
3. Condenser
4. Dehumidifiers
5. Operational control systems (does not include personal safety equipment)

### **Building Equipment**

1. Domestic and operational water system
2. Roof top furnaces and controls
3. All air handling systems and controls
4. Fire control systems
5. Fire suppression equipment
6. Electrical control panels
7. Washroom sink and toilets (paper dispensers are on loan from supplier, Acme Supplies and may be removed at the supplier's discretion)

### **Lighting fixtures**

1. All fixed lighting throughout the building.
2. All fixed exterior lighting

### **Alarm System**

1. Key pads and motion detectors (decommissioned)

### **Concession**

1. Hand Sink and grease trap
2. Exhaust fan
3. Food preparation and storage equipment
  - a. Popcorn Maker
  - b. Self Contained Fryer
  - c. Nacho Warmer
  - d. Hot Dog Machine
  - e. Freezer
  - f. Fridge

### **Mill Work**

1. All affixed millwork will remain in the washrooms, staff room and front office.

**SCHEDULE 'D'**

**LEASE**

**THIS LEASE** made the      day of                      , 2013

**UNDER THE *LAND TRANSFER FORM ACT, PART 2*  
AND THE *LOCAL GOVERNMENT ACT***

**BETWEEN:**

**CITY OF PARKSVILLE**

100 E. Jensen Avenue  
P.O. Box 1390  
Parkville, B.C. V9P 2H3

(the "**Landlord**")

OF THE FIRST PART

**AND:**

**REGIONAL DISTRICT OF NANAIMO**

6300 Hammond Bay Road  
Nanaimo, B.C. V9T 6N2

(the "**Tenant**")

OF THE SECOND PART

**WHEREAS:**

- A. Since 1977 the City of Parkville has been leasing a specified area of land within the Parkville Community Park for the District 69 Ice Arena, a recreational facility operated by the tenant. The most recent agreement was for a five year period ending March 31, 2013;
- B. Since 2003 the tenant has been subleasing the District 69 Ice Arena to the Parkville Curling Club Society for the purpose of operation of a Curling facility;
- C. The Parties wish to enter into a new agreement for the lease of the same lands and premises for a further five year period to permit the Tenant to continue to operate the District 69 Ice Arena including the continued sublease to the Parkville Curling Club;
- D. The Tenant has requested and the Landlord has agreed to grant a lease in the following terms.

**NOW THEREFORE THIS AGREEMENT WITNESSES** that in consideration of the rents and agreements to be paid and performed by the Tenant,

**1.0 Premises**

The Landlord leases to the Tenant the land described in Schedule "A" annexed to this Lease (the "**Premises**").

**2.0 Term**

For the term of five years commencing on the 1st day of April 2013 and ending on the 31st day of March, 2018

**3.0 Use**

The Tenant may use the Premises only for those purposes permitted by City of Parkville Zoning and Development Bylaw 1994 No. 2000 and any amendments thereto.

**4.0 Rent**

The Tenant shall pay to the Landlord an annual rent of five (\$5.00) dollars due and payable on the first day of each year of the term.

**5.0 Tenant's Covenants**

The Tenant covenants with the Landlord:

**Rent**

5.1 to pay all rents reserved under this Lease;

**Taxes**

5.2 to pay all taxes, rates, duties and assessments whatsoever, whether municipal, provincial, federal, or otherwise, including GST, charged upon the Tenant or the Landlord as a result of the Tenant's occupation of or use of the Premises unless exempted by municipal bylaw;

**Utilities**

5.3 to pay as they become due all user fees and rates for utility services including, without limitation, all charges for all gas, oil, telephone and electric light and power used on the Premises;

## **Construction**

- 5.4 that it will not construct any buildings or structures on the Premises without the Landlord's approval, which may be withheld at the sole discretion of the Landlord and that it will not construct or renovate any buildings or structures on the Premises unless, prior to any construction or renovation, it obtains
- (a) a development permit from the Landlord, if required under the Official Community Plan and Zoning Bylaw of the City of Parksville;
  - (b) a building permit, where required by the bylaws of the City of Parksville regulating building construction, authorizing the construction or renovations of the buildings and structures set out in the permit and the plans and specifications attached to it; and
  - (c) such inspections as are required under the bylaws of the City of Parksville regulating building construction,
- and all work shall be carried out at the cost of the Tenant;

## **Assign or Sublet**

- 5.5 that it will sublet the Premises only to The Parksville Curling Club Society (Reg. No. 28480), and only for the purposes of operating a curling, recreation and community use facility, and will not otherwise sublease the Premises or assign this Lease without the prior written consent of the Landlord, which consent may be withheld at the sole discretion of the Landlord;

## **Nuisance**

- 5.6 that it will not carry on or do or allow to be carried on or done on the Premises anything that may be or become a nuisance to the Landlord or the public;

## **Regulations**

- 5.7 that it will
- (a) comply promptly at its own expense with the legal requirements of all authorities pertaining to the operation and use of the Premises, including an association of fire insurance underwriters or agents, and all notices issued under them that are served upon the Landlord or the Tenant; and
  - (b) indemnify the Landlord from all lawsuits, damages, losses, costs or expenses that the Landlord may incur by reason of non-compliance by the Tenant with legal requirements or by reason of any defect in the Premises or any injury to any person or to any personal property contained on the Premises unless the damages, losses, costs, expenses or injuries are the result of the negligence of the Landlord;

## Insurance

- 5.8 that it will take out and maintain during the Term, a policy of general public liability insurance against claims for bodily injury, death or property damage arising out of the use and occupancy of the Premises by the Tenant in the amount of not less than Five Million (\$5,000,000.00) Dollars per single occurrence or such greater amount as the Landlord may reasonably designate, from time to time, naming the Landlord as an insured party thereto and shall provide the Landlord with a certified copy of such policy or policies;
- 5.9 that
- (a) it will take out and maintain during the Term a policy of insurance in the name of the Tenant insuring the ice arena and all fixtures and improvements to the full insurable replacement value thereof against risk of loss or damage caused by or resulting from fire, lightning, tempest, or earthquake and any additional peril against which the Landlord normally insures, and
  - (b) the Tenant shall provide the Landlord with a certified copy of the policy;
- 5.10 that all policies of insurance shall contain a waiver of subrogation clause in favour of the Landlord and shall also contain a clause requiring the insurer not to cancel or change the insurance without first giving the Landlord thirty (30) days' prior written notice;
- 5.11 that if the Tenant does not provide or maintain in force the insurance required by this Lease, the Landlord may take out the necessary insurance and pay the premium for periods of one year at a time, and the Tenant shall pay to the Landlord as additional rent the amount of the premium immediately on demand;

## Damage or Destruction

- 5.12 that if the ice arena or other building or structure is destroyed or damaged by fire, tempest or other event and, in the opinion of the Tenant acting reasonably, either:
- (a) the estimated cost of repairing such destruction or damage is unreasonably high; or
  - (b) the time reasonably anticipated as being necessary for the repair of such destruction or damage is too long;

then the Tenant may, at its option, and upon written notice to the Landlord delivered within ninety (90) days after the occurrence of the destruction or the damage, terminate this lease, such termination to take effect sixty (60) days after

the exercise of the option to terminate. On such termination all proceeds of insurance payable in respect of such destruction or damage shall be paid to the Tenant.

In the event the Tenant chooses to terminate the lease in accordance with the provisions within this clause and does not reconstruct the building, then the Tenant at their cost will return the Premises to a condition that is acceptable to the Landlord. The landlord further agrees that an acceptable condition will be a condition that is generally comparable to those portions of the City of Parkville Community Park outside of the Premises;

### **Indemnification**

- 5.13 that it will indemnify the Landlord from and against all lawsuits, damages, losses, costs or expenses which the Landlord may incur by reason of the use of the Premises by the Tenant or the carrying on upon the Premises of any activity in relation to the Tenant's or any subtenants use of the Premises and in respect of any loss, damage or injury sustained by the Tenant, or by any person while on the Premises for the purpose of doing business with the Tenant or otherwise dealing with the Tenant, except insofar as any damage, loss, injury, cost or expense is caused or contributed to by the negligence of the Landlord or its officers, employees or agents and this indemnity shall survive the expiry or sooner determination of this Lease;

### **Builders Liens**

- 5.14 that it will indemnify the Landlord from and against all claims for liens for wages or materials or for damage to persons or property caused during the making of or in connection with any excavation, construction, repairs, alterations, installations and additions which the Tenant may make or cause to be made on, in or to the Premises; and will allow the Landlord to post and will keep posted on the Premises any notice that the Landlord may desire to post under the provisions of the *Builders Lien Act*;

### **Maintenance**

- 5.15 to maintain the Premises and the building, at all times to a reasonable standard of maintenance as is commonly provided to municipal ice arenas and the City of Parkville Community Park..

### **Inspection and Access**

- 5.16 to permit the Landlord at any time and from time to time to enter and to have its authorized agents, employees, and contractors enter the Premises for the purpose of inspection, making repairs, alterations, and improvements to the Premises in general or to make improvements as outlined in Section 4 of the City of Parkville March 2006 Community Park Master Plan or to have access to utilities and services, and the Tenant shall provide free and unimpeded access for the purpose,



and shall not be entitled to compensation for any inconvenience, nuisance, or discomfort caused thereby, but the Landlord in exercising its rights hereunder shall proceed to the extent reasonably possible so as to minimize interference with the Tenant's use and enjoyment of the Premises.

- 5.17 to obtain approval from the Landlord for any special event to be held within the facility that will likely exceed the parking capacity of the premises. The Landlord agrees that dependent only upon requirements of other special events scheduled for the same time in the City of Parksville Community Park, such approval will not be unreasonable withheld.

## **6.0 Landlord's Covenants**

The Landlord covenants with the Tenant for quiet enjoyment.

## **7.0 Miscellaneous Covenants**

And it is hereby mutually agreed:

### **Re-entry**

- 7.1 that if the Tenant shall default in the payment of rent, or the payment of any other sum payable hereunder, or fail to perform any covenant hereunder and if such default shall continue for thirty (30) days after the giving of written notice by the Landlord to the Tenant, then the Landlord may re-enter the Premises and the rights of the Tenant with respect to the Premises shall lapse and be absolutely forfeited;

### **Forfeiture**

- 7.2 that the Landlord, by waiving or neglecting to enforce the right to forfeiture of this Lease or the right of re-entry upon breach of any covenant, condition or agreement in it, does not waive the Landlord's rights upon any subsequent breach of the same or any other covenant, condition or agreement in this Lease;

### **Fixtures**

- 7.3 that the ice arena is owned by the Tenant and if the Tenant elects not to rebuild the ice arena under section 5.12, or if this Lease is otherwise terminated, the ice arena or the remains of it, and the proceeds of any fire insurance or sale are the property of the Tenant, as an asset of the recreation local service provided by the Tenant for and within the City of Parksville (the Landlord) the Town of Qualicum Beach and Electoral Areas E, F, G and H of the Regional District of Nanaimo or any amended or successor local service providing community recreation services within the Regional District of Nanaimo, in accordance with the *Local Government Act* and in spite of any law to the contrary;

- 7.4 if the Landlord and the Tenant do not enter into a new lease to become effective immediately following the expiration of the Term, the Landlord and the Tenant will negotiate in good faith towards an agreement on the disposition of the Tenant's Improvements (including the arena, parking lots, fencing, signage and other improvements made by the Tenant), either by way of removal of those improvements from the Premises by the Tenant, or the transfer of those improvements to the Landlord, on terms that are mutually acceptable to the parties. If the parties are unable to agree upon a transfer value within six (6) months after expiration of the Term, that dispute will be submitted to binding arbitration and the arbitrator may order removal or transfer for value (or a combination of removal and transfer) taking into account such factors as depreciated building value.
- 7.5 if the lease is not renewed by reason of the District 69 Ice Arena having come to the end of its useful life, then in accordance with the provisions of section 7.4 for removal of the improvements from the Premises by the Tenant, the tenant agrees to remove those portions of the improvements requested to be removed by the Landlord and to return the Premises to a condition acceptable to the Landlord as outlined in Section 5.12.

### **Holding Over**

- 7.6 that if the Tenant holds over following the Term and the Landlord accepts rent, this Lease becomes a tenancy from month to month subject to those conditions in this Lease applicable to a tenancy from month to month;

### **Renewal**

- 7.7 that upon the expiration of the Term the parties may agree to enter into a new lease of the Premises containing agreed terms and conditions.

### **Time**

- 7.8 that time shall be of the essence of this Lease;

### **Notices**

- 7.9 that any notice required to be given under this Lease shall be deemed to be sufficiently given:
- (a) if delivered, at the time of delivery, and
  - (b) if mailed from any government post office in the Province of British Columbia by prepaid, registered mail addressed as follows:

If to the Landlord:

City of Parksville  
100 E. Jensen Avenue  
P.O. Box 1390  
Parksville, B.C. V9P 2H3

If to the Tenant:

Regional District of Nanaimo  
6300 Hammond Bay Road  
Nanaimo, B.C. V9T 6N2

or at the address a party may from time to time designate, then the notice shall be deemed to have been received forty-eight (48) hours after the time and date of mailing. If, at the time of the mailing the notice, the delivery of mail in the Province of British Columbia has been interrupted in whole or in part by reason of a strike, slow-down, lockout or other labour dispute then the notice may only be given by actual delivery of it;

#### **Net Lease**

7.10 that this Lease shall be a complete carefree net lease to the Landlord as applicable to the Premises and the Landlord shall not be responsible during the Term for any cost, charges, expenses or outlays of any nature whatsoever in respect of the Premises or its contents except those mentioned in this Lease;

#### **Binding Effect**

7.11 that this Lease shall enure to the benefit of and be binding upon the parties hereto and their respective heirs, executors, successors, administrators and permitted assignees;

#### **Amendment**

7.12 that the parties hereto may by agreement amend the terms of this Lease, such amendment to be evidenced in writing and executed by both parties;

#### **Law Applicable**

7.13 that this Lease shall be construed in accordance with and governed by the laws applicable in the Province of British Columbia;

#### **Interpretation**

7.14 that when the singular or neuter are used in this Lease they include the plural or the feminine or the masculine or the body politic or corporate where the context or the parties require;

- 7.15 all provisions of this Lease are to be construed as covenants and agreements as though the words importing covenants and agreements were used in each separate paragraph;
- 7.16 that the headings to the clauses in this Lease have been inserted as a matter of convenience and for reference only and in no way define, limit or enlarge the scope or meaning of this Lease or provision of it.

**IN WITNESS** the parties have signed and sealed this Lease on the \_\_\_\_\_ day of \_\_\_\_\_, 2013.

**CITY OF PARKSVILLE** by its authorized )  
signatories )  
)  
\_\_\_\_\_)  
Mayor )  
)  
\_\_\_\_\_)  
Director of Administrative Services )

**REGIONAL DISTRICT OF NANAIMO** by its )  
authorized signatories )  
)  
\_\_\_\_\_)  
Chairperson )  
)  
\_\_\_\_\_)  
)  
)





# Arrowsmith Watersheds Coalition Society

c/o 1266 Jukes Place  
Parksville, B.C. V9P1W5

Feb. 28, 2013

Mayor and Councillors  
Town of Qualicum Beach  
201 - 660 Primrose Street  
Qualicum Beach, B.C. V9K

*see cc's*

RDN CAO'S OFFICE			
CAO	<input checked="" type="checkbox"/>	GM R&P	
GMS&CD		GM T&SW	
GM R&CU		DF	
MAR - 4 2013			
DCS		BOARD	<input checked="" type="checkbox"/>
CHAIR		<i>mail</i>	

Dear Members of Council:

**Re: Qualicum Beach Waterfront Master Plan 2013-2014**

Our society received a copy of the pamphlet describing the above initiative several weeks ago. Directors and members discussed the issues presented in the document at a meeting on January 21, 2013.

We commend the Town for proceeding with this effort that was probably prompted by cumulative concerns for various environmental, social and economic problems or maybe commercial opportunities that are arising along the shore.

We would very much like to work in partnership with the Town on any studies or committees that may be struck to examine and consider measures to establish natural shoreline function and at the same time reduce risk to properties near the ocean.

In the meantime we would encourage the Town to review the following documents for pertinent and applicable recommendations for dealing with land use along the coast in anticipation of climate, economic and social change over the next, let's say, one hundred years.

- Greenshores Approach to Coastal Development  
<http://www.greenshores.ca/index.asp>
- Preparing for Climate Change, West Coast Environmental Law  
[http://www.retooling.ca/Library/docs/WCEL\\_climate\\_change\\_FINAL.pdf](http://www.retooling.ca/Library/docs/WCEL_climate_change_FINAL.pdf)
- Green Bylaws Toolkit, Deborah Curran et al
- Sea Level Rise in B.C.  
[http://www.env.gov.bc.ca/cas/adaptation/sea\\_level.html](http://www.env.gov.bc.ca/cas/adaptation/sea_level.html)

It is our understanding that it is the responsibility of local government to deal with the provincial government position on sea level rise, using the powers of land-use control to deal with floodplain issues.

---

Arrowsmith Watersheds Coalition Society

Email: [arrowsmithwater@shaw.ca](mailto:arrowsmithwater@shaw.ca)

With respect to a particular example of what we would recommend for protection and enhancement of the shoreline we draw your attention to the works completed along the shore at 2215 West Island Highway. All property owners along the shore should be encouraged and assisted in adopting a prescription similar to this installation.

Fundamentally we would like to see a coordinated and phased plan put in place for the protection and enhancement of the Town's entire shoreline. We do not believe that the current method of allowing or even requiring each oceanfront property owner to "do their own thing" is acceptable or will work in the long term. The shoreline is dynamic, and will be more so in the future – no individual property can stand alone. Any prescriptions must be based on our best understanding of natural processes that normally affect long stretches of the shoreline. See attached photograph of property protection that compounded the problem for others – in this case a community park. Erosion at this location was the result of a high tide and storm surge, and "amplification" of forces by man-made structures.

We look forward to participating with the Town representatives, citizens and other interested groups.

Yours truly,



Michael Jessen, P.Eng.  
Treasurer, Arrowsmith Watersheds Coalition Society

Attachment: Photo Picnic area beside 3195 W Island Highway

cc. Chairman and Directors  
Regional District of Nanaimo

Mayor and Councillors  
City of Parksville

Submission to Parksville OCP Review Process

Directors, AWCS

---

Arrowsmith Watersheds Coalition Society

Email: [arrowsmithwater@shaw.ca](mailto:arrowsmithwater@shaw.ca)



PICNIC AREA BESIDE 3195 W ISLAND HIGHWAY