

REGIONAL DISTRICT OF NANAIMO

**COMMITTEE OF THE WHOLE
TUESDAY, OCTOBER 8, 2013
7:00 PM**

(RDN Board Chambers)

A G E N D A

PAGES

CALL TO ORDER

DELEGATIONS

- 4 **Dianne Eddy, Mapleguard Ratepayers Association**, re RGS and OCP Amendment Application No. PL2011-060 – Baynes Sound Investment Ltd. – Electoral Area ‘H’.
- 5 **Len Walker**, re RGS and OCP Amendment Application No. PL2011-060 – Baynes Sound Investment Ltd. – Electoral Area ‘H’.
- 6-9 **Andre Sullivan, Nanaimo Rail Trail Partnership Group**, re Request to the RDN for Partnership.
- 10 **Dr. Gilles Wendling, GW Solutions, Inc.**, RGS and OCP Amendment Application PL2011-060 – Baynes Sound Investments Ltd – Electoral Area ‘H’.

MINUTES

- 11-15 Minutes of the Regular Committee of the Whole meeting held Tuesday, September 10, 2013.

BUSINESS ARISING FROM THE MINUTES

COMMUNICATIONS/CORRESPONDENCE

- 16-21 **Residents of Horne Lake area, Electoral Area ‘H’**, re safety on local roads.

CORPORATE SERVICES

ADMINISTRATIVE SERVICES

- 22-24 Board Procedure Amendment Bylaw No. 1512.01.

RECREATION AND PARKS

RECREATION

- 25-35 Ravensong Aquatic Centre and Oceanside Place Apportionment Formula Bylaw Amendments – Bylaws 899.01 and 1358.01

REGIONAL AND COMMUNITY UTILITIES

WATER & UTILITY

- 36-38 Westerne Heights Water System – Engineering Design Review Funding.
- 39-42 French Creek Water Service Area – Water Quality Improvement Option.
- 43-52 San Pareil Water System and Fire Protection Upgrade Phase 2 – Project Contract Award.

STRATEGIC AND COMMUNITY DEVELOPMENT

BUILDING, BYLAW, AND EMERGENCY PLANNING

- 53-59 3272 Roper Road, Electoral Area 'A' – Building and Zoning Bylaw Contraventions.

ENERGY AND SUSTAINABILITY

- 60-64 Nanoose Bay Community Signage Program.

LONG RANGE PLANNING

- 65-116 Status Update – Regional Growth Strategy (RGS) and Official Community Plan (OCP) Amendment Application No. PL2011-060 – Baynes Sound Investment Ltd. – Electoral Area 'H'.

CHIEF ADMINISTRATIVE OFFICER

- 117-135 Regional District of Nanaimo – Operational and Efficiency Review.

ADDENDUM

BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS

NEW BUSINESS

Tax and Borrowing Increases — At the September 10, 2013 Committee of the Whole meeting Director Veenhof advised that he would be bringing forward the following motion for consideration at the October 8, 2013 Committee of the Whole meeting:

That the Regional District of Nanaimo tax and borrowing increases be limited to the Consumer Price index for budgets 2014 through 2019.

Island Corridor Foundation – Safety Requirements for Rail Transportation – At the September 24, 2013 Board meeting Director Lefebvre advised that he would be bringing forward the following motion for consideration at the October 8, 2013 Committee of the Whole meeting:

That the Regional District of Nanaimo ask the Island Corridor Foundation to provide confirmation that all rail lines currently under active use meet all BC and Federal safety requirements for rail transportation; and further, that in the event such confirmation cannot be provided, the Island Corridor Foundation suspend all rail transportation activities within the City of Parksville boundaries until such safety requirements are met.

IN CAMERA

That pursuant to Sections 90 (1) (c) and (f) of the Community Charter the Board proceed to an In Camera meeting for discussions related to labour relations and law enforcement.

ADJOURNMENT

Re: RGS and OCP Amendment Application PL2011-060 – Baynes Sound Investments Ltd.

From: Dianne Eddy

Sent: Wednesday, September 25, 2013 1:59 PM

Subject: October 8th COW meeting

Would you please register me as a delegation for the October 8th COW meeting? Please confirm. I presume I am early enough for a 10 minute spot. This will be about the BSI application and the next staff report.

Dianne Eddy

Mapleguard Ratepayers' Association

Re: RGS and OCP Amendment Application PL2011-060 – Baynes Sound Investments Ltd.

From: Bowser Bonkers

Sent: Wednesday, September 25, 2013 3:12 PM

Subject: Please register me a delegate to the October 8 meeting

I presume I get the usual ten minutes to explain some things to the board of directors regarding the Baynes Sound Investments proposal for a rural property here in Deep Bay (area H).

Len Walker

RE: Request to the RDN for Parnership

From: Andre Sullivan

Sent: Monday, September 30, 2013 2:52 PM

Subject: RE: E&N Trail - Delegation

See attached Partnership Request Letter that can be circulated to the Board when appropriate or let me know if you have any feedback on it.

Matt, Both Mike and I will be there on the 8th.

Andre

NANAIMO RAIL TRAIL PARTNERSHIP

September 30th, 2013

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

To the Board of Directors for the Regional District of Nanaimo,

I am writing this letter to inform you on some progress being made on the E&N Trail and as a request for your continued involvement with the project. I believe this information will be useful in completing some of your organizations strategic plans and will allow you to leverage a relatively small investment into the project into contributions from other community partners, local business and the public.

The Situation

The City of Nanaimo has completed about 8 km or about half of the proposed "Rail Trail" through the city of Nanaimo. Currently it runs from about North Nanaimo Center to the southern tip of Terminal Park. Over the past few years the district of Lantzville has started to build their sections of trail. Recently the RDN has agreed to apply their Gas Tax for the E&N Trail in the Parksville Region and have plans to move forward with other sections in the Oceanside region. Over the past year many groups including the District of Lantzville, the RDN, the DNBIA, Tourism Nanaimo (NEDC), TransCanada Trail, VIU and the Greater Nanaimo Cycling Coalition have expressed interest in seeing the trail completed through our region with the intention of eventually linking our communities along the corridor with a cycling and pedestrian trail. These groups have been meeting with City of Nanaimo, Lantzville and RDN Staff to discuss how to best move this project forward. We understand that the biggest impediment to this project is capital so we agreed to form a fundraising partnership that would go into the community to raise awareness and funds called the Nanaimo Region Rail Trail Partnership (NRRT). We are working with the Island Corridor Foundation and they are allowing us to use their charitable structure to raise money; similar to what the Young Professionals of Nanaimo did to raise funds for the Train Station. The bank account is now open and we are asking our founding partners to come up with some seed money to get the fundraising campaign underway.

To get people out of their cars we need to provide safe and easy to use alternatives. Trails separated from roads allow pedestrians and cyclists of all levels to enjoy the trail for trips to work, the school, to the grocery store and for recreational activities. Our region is also very long north to south so a few key corridors are capable of covering the majority of our population. For the trail to be a success we are hoping to link it through the entire regional district and we applaud the decision to use the Gas Tax money for this purpose. We are asking that the RDN makes a relatively small investment into the Nanaimo Region Rail Trail Partnership to get it up and running so it can raise funds of its own. It is our hope to have the RDN represented on the Partnership for regional collaboration.

REQUEST FOR PARTNERSHIP

NANAIMO RAIL TRAIL PARTNERSHIP

The Structure and Roles

We are spending the fall in search of founding partners who are able to contribute some seed money into the Partnership. In 2014 it is our hope to start a larger public campaign to build support and funds in the community. We are planning to send out requests for partnership from the NEDC/Tourism Nanaimo, Rotary Clubs, Gryo Club, Lions Clubs, Kiwanis Clubs, YPN, VIU, Nanaimo Cycling Association, Nanaimo Hotelier Association, District of Lantzville and the Regional District of Nanaimo. All funding partners who join us in 2013 will have a seat at the planning table and will have a vote when deciding which sections of trail to prioritize for fundraising purposes. Each partner would have an equal vote at the table but funding partners can choose to restrict their contribution to a particular section of trail or focus on the section that the partnership deems to be most important. 10% (up to \$1,000) of each contribution can be used for general fundraising efforts. This allows the group like the District of Lantzville to put \$5000 into the project of which 4500 will be earmarked for their desired section while \$500 can be used for general fundraising.

The Partnership takes on the role of fundraising, soliciting in-kind donations and raising public and political support. The Partnership will also apply for grants available to registered charities, prioritize sections of trail for completion and will work with the City, RDN or Lantzville to issue the Requests for Proposals.

The City of Nanaimo (or District of Lantzville or RDN if outside of city limits) will receive the RFPs handle all construction supervision and will approve all engineering designs and traffic crossings. City staff will continue apply for Grants available to municipalities from other levels of government. It is our hope that the City will consider the Trail as a priority when looking at larger grants in the future such as the federal gas tax. The City also maintains the trail going forward.

The Island Corridor Foundation approves all engineering work to ensure it does not interfere with the transport Canada guidelines for trails along railways. The ICF holds the money in trust until requested by the city of Nanaimo (or other local government if outside of city limits) and approved by the partnership. The Island Corridor will also issue all tax receipts for those who choose to donate in cash or cheque instead of online.

The Vision

The E&N trail would make use of our underutilized transportation corridor through our communities to provide alternatives to cars. The Capital Region, Cowichan Valley and Comox Valleys are actively completing their "Rail Trail". The RDN is working on sections in the Oceanside area and the hope is to complete it in its entirety from Victoria to Comox one day. A biking trail up and down the island would be a huge commuter draw and quickly become one of the top spots in the world to explore on bikes which of course would have huge tourism and economic spinoff. We plan to build the trail one block at a time as money is available. Our first section of trail will be decided when the partners can meet in the fall but partners can choose to earmark their donation to a specific section. We also hope to reduce construction costs by being a charitable partnership and soliciting in-kind donations.

The Ask

Today we are asking all founding partners to come with \$15,000 payable to the ICF-Nanaimo Region Rail Trail in the 2014 budget. We would like the Regional District of Nanaimo to be one of the founding partners. We are using these funds to build our fundraising website and for leverage when writing other grant applications.

REQUEST FOR PARTNERSHIP

NANAIMO RAIL TRAIL PARTNERSHIP

We also ask that the RDN communicate with other regions which are along the E&N rail line to discuss a shared vision for trails on the corridor. Going forward we may at times also require help with traffic crossings and will continue to work with City, RDN or Lantzville staff to make these crossing safe and cost effective.

What's in it for the RDN?

We feel that linking the trail through the region will dramatically increase the ridership and have a significant impact in reducing the amount of trips taken in vehicles. The City of Nanaimo and the Regional District of Nanaimo have already identified the use of the corridor as a strategic priority and the partnership has formed to help the city raise the required funds. We also feel that it would strengthen and Provincial and Federal support and grant applications as it would be solid evidence of community support and collaboration which should help bring more money to the region. Most likely the partnership will focus on the completing the trail through Nanaimo but it is our hope to expand it one day to the southern boundary of the Region to link up with the work that the Cowichan region is doing with their trails.

Logistics

Building commuter quality trails through an existing city is fairly pricey. We are lucky enough to not have to pay for the land we are building on so most of the costs associated with the trail will be the actual construction and getting the road and rail crossings done correctly, especially when going through downtown. The last block that was build cost (Fitz to Franklin) about \$135,000 and we expect that to be more or less the norm. There are blocks which are less expensive and some sections which are more expensive (Caledonia Park). In September all Trail Partners are meeting to vote on which section of trail should be tackled first (must debate importance versus feasibility).

Thank you for taking the time to review the above information. I would be available to present to the executive or the YPN membership if you feel it is appropriate. Please let me know if you have any additional questions I can help you with when making your decision to undertake this project.

Thank you for your consideration.

Sincerely,



Andre Sullivan,
Chair, Nanaimo Region Rail Trail Partnership

REQUEST FOR PARTNERSHIP

Re: RGS and OCP Amendment Application PL2011-060 – Baynes Sound Investments Ltd.

From: GW Solutions

Sent: Wednesday, October 02, 2013 11:55 AM

Subject: oct 8 and 22 rdn delegation - Baynes Sound Investments Ltd.

As briefly discussed in our conversation this morning, GW Solutions has been retained by Baynes Sound Investments Ltd. (BSI) to provide a professional opinion on the sustainability of the aquifer proposed for the water source of the proposed Deep Bay Village.

I would like to be a delegation at RDN October 8 and 22 meetings and to present GW Solutions understanding and opinion of the aquifer dynamic and sustainability, relating to the proposed Deep Bay Village.

I understand that BSI will likely have several people presenting information. Could I be scheduled within that group?

Gilles

GW Solutions Inc.

Dr. Gilles Wendling, P.Eng. (BC & Alberta),

President, Hydrogeologist

www.gwsolutions.ca

REGIONAL DISTRICT OF NANAIMO

**MINUTES OF THE REGULAR COMMITTEE MEETING OF THE WHOLE
OF THE REGIONAL DISTRICT OF NANAIMO HELD ON
TUESDAY, SEPTEMBER 10, 2013 AT 7:20 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
Director M. Young	Electoral Area C
Director G. Holme	Electoral Area E
Director J. Fell	Electoral Area F
Director B. Veenhof	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
Director D. Johnstone	City of Nanaimo
Director J. Kipp	City of Nanaimo
Director M. Lefebvre	City of Parksville
Director D. Willie	Town of Qualicum Beach

Also in Attendance:

P. Thorkelsson	Chief Administrative Officer
W. Idema	Director of Finance
T. Osborne	Gen. Mgr. Recreation & Parks
D. Trudeau	Gen. Mgr. Transportation & Solid Waste
R. Alexander	Gen. Mgr. Regional & Community Utilities
G. Garbutt	Gen. Mgr. Strategic & Community Development
T. Armet	Mgr. Building, Bylaw & Emergency Planning Services
J. Hill	Mgr. Administrative Services
C. Golding	Recording Secretary

CALL TO ORDER

The Chairperson called the meeting to order.

DELEGATIONS

Diane Cornish, Gabriola Historical and Museum Society, re 2012 Society Operations and Finances.

Diane Cornish provided a visual presentation outlining the Gabriola Historical and Museum Society Operations and Finances for 2012, and requested a renewal of the Society's Agreement with the Regional District of Nanaimo in 2014.

Brian Humber, Nanaimo Marine Rescue Society, re 2012 Society Operations and Finances.

Brian Humber provided a verbal account of the Society's Operations and reported on tasking events from this year. Mike Banning provided a Financial Summary for the Society for 2012.

Jesse Foreman, Community Policing, Oceanside RCMP, re Proposed funding for Community Policing.

Corporal Foreman provided an overview of Community Policing, highlighting the many volunteers that support the program, and requested funding from the Regional District for the Community Policing Program.

Ross Peterson, Ramona deGraff, re Seaweed harvesting effects on coastline.

Ramona deGraff provided a presentation regarding the effects of seaweed harvesting on the coastline. Ross Peterson requested that the Board support the recommendations outlined in their memo to bring ecological protection into the licensing process.

Eileen Becker, re Preserving the diversity of sea life on beaches of Qualicum Beach, French Creek, and Parksville.

Eileen Becker outlined her concerns for the preservation of sea life on Qualicum Beach, French Creek and Parksville and asked for enforcement of regulations to the protected areas.

June Ross, Vancouver Island Water Watch Coalition, re 2013 UBCM Resolutions concerning watersheds.

June Ross provided the Board with an information package which included four resolutions that will be considered at the Union of BC Municipalities Convention, and asked that Board members provide their support for the resolutions.

LATE DELEGATIONS

MOVED Director Young, SECONDED Director McPherson, that Peter Roosen be permitted to address the Board and to extend the presentation time from 5 minutes to 10 minutes.

CARRIED

Peter Roosen, re 3560 Allsop Road – Electoral Area 'C' - Building and Zoning Bylaw Contraventions.

Peter Roosen provided a visual presentation regarding 3560 Allsop Road and spoke to the report submitted to the Board regarding building and zoning bylaw contraventions on his property.

COMMITTEE OF THE WHOLE MINUTES

MOVED Director Anderson, SECONDED Director Veenhof, that the minutes of the Committee of the Whole meeting held July 9, 2013, be adopted.

CARRIED

FINANCIAL SERVICES

Proposed Schedule to approve the 2014 to 2018 Financial Plan.

MOVED Director Veenhof, SECONDED Director Houle, that the following schedule for the review and adoption of the 2014 to 2018 financial plan be approved:

November 19, 2013	Information seminar to Board for 2014 preliminary budget
November 26, 2013	Presentation of 2014 preliminary budget at Board Meeting
January 30, 2014	Presentation of 2014 to 2018 financial plan at Special Committee of the Whole Meeting
February 11, 2014	Presentation of financial plan at Committee of the Whole Meeting
February 17, 2014	Publication of budget edition of Regional Perspectives
March 11, 2014	Introduce bylaw to adopt the 2014 to 2018 financial plan
March 25, 2014	Adopt financial plan bylaw.

CARRIED

Dashwood Volunteer Fire Department – Rescue Truck Purchase Approval Request.

MOVED Director Veenhof, SECONDED Director Holme, that the Dashwood Volunteer Fire Department be authorized to enter into negotiations with Brindlee Mountain Fire Apparatus LLC for the purchase of a 2008 KME/International Commercial Heavy Rescue truck to a maximum cost of \$210,000.

CARRIED

MOVED Director Veenhof, SECONDED Director Holme, that staff be authorized to transfer up to \$210,000 from the Dashwood Fire Service Area Reserve Fund for the purchase of a replacement rescue apparatus vehicle.

CARRIED

STRATEGIC AND COMMUNITY DEVELOPMENT

BUILDING, BYLAW, AND EMERGENCY PLANNING

3560 Allsop Road – Electoral Area ‘C’ – Building and Zoning Bylaw Contraventions.

MOVED Director Young, SECONDED Director Fell, that the Board take no further action in this matter.

DEFEATED

MOVED Director Young, SECONDED Director Johnstone, that an extension of time be granted to January 2014, and to bring back the Staff report for re-consideration of the Board before a notice of Bylaw contravention is registered on title pursuant to Section 57 of the *Community Charter* on the title of Lot 4, Section 17, Range 3, Plan 26264, Mountain District (3560 Allsop Road).

CARRIED

3272 Roper Road – Electoral Area ‘A’ – Building and Zoning Bylaw Contraventions.

MOVED Director McPherson, SECONDED Director Young, that the file in respect of Building and Zoning Bylaw contraventions at 3272 Roper Road, Electoral Area ‘A’ be tabled until the October 2013 Committee of the Whole meeting so as to provide the property owner sufficient time to discuss the matter with Regional District of Nanaimo staff.

CARRIED

351 Oakdowne Road – Electoral Area ‘H’ – Unsightly Premises.

MOVED Director Veenhof, SECONDED Director Holme, that the Board, pursuant to Unsightly Premises Regulatory Bylaw No. 1073, 1996, directs the owner of Lot 3, District Lot 89, Newcastle District, Plan VIP58594 (351 Oakdowne), to remove the accumulation of discarded automotive parts, derelict vehicles and boats, scrap metal and disused material from the property within thirty (30) days, or the work will be undertaken by the Regional District of Nanaimo or its agents at the owner's cost.

CARRIED

REGIONAL AND COMMUNITY UTILITIES

WASTEWATER SERVICES

Reduction of Sewer Development Cost Charges for the proposed Pacifica Housing Development at 6025 Uplands Drive, Nanaimo.

MOVED Director Johnstone, SECONDED Director Ruttan, that the Board approves the 50% rate reduction for the proposed Pacifica Housing development at 6025 Uplands Drive, Nanaimo.

CARRIED

Bylaw 975.60 – Pump and Haul Local Service Establishment Amendment to Exclude Lot 43, Section 8, Plan 24916, Wellington Land District.

MOVED Director Holme, SECONDED Director Ruttan, that the boundaries of the "Regional District of Nanaimo Pump & Haul Local Service Establishment Bylaw No. 975, 1995" be amended to exclude Lot 43, Section 8, Plan 24916, Wellington Land District.

CARRIED

MOVED Director Holme, SECONDED Director Ruttan, that the "Regional District of Nanaimo Pump & Haul Local Service Amendment Bylaw No. 975.60, 2013" be introduced and read three times.

CARRIED

Greater Nanaimo Pollution Control Centre - Control Building HVAC Replacement Construction Award.

MOVED Director Anderson, SECONDED Director Veenhof, that the Board award the construction contract for the HVAC Upgrade project at the Greater Nanaimo Pollution Control Centre to Archie Johnstone Plumbing and Heating for a value of \$188,600.

CARRIED

BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS

MOVED Director Veenhof, SECONDED Director Houle, to refer Community Policing funding to the 2014 budget discussions.

CARRIED

MOVED Director Houle, SECONDED Director Young, to refer Gabriola Historical and Museum Society funding to the 2014 budget discussions.

CARRIED

NEW BUSINESS

Notice of Motion - E & N Regional Trail Construction.

Director Anderson noted that the following motion will be brought forward to the September 24, 2013 Board Agenda:

That staff be directed to investigate and report back to the Board on options for consideration in the 2014 budget discussion for the funding of trail projects on the E & N Rail Corridor in the Regional District of Nanaimo.

Notice of Motion – Tax and Borrowing Increases.

Director Veenhof noted that the following motion will be brought forward to the October 8, 2013 Committee of the Whole Agenda:

That the Regional District of Nanaimo tax and borrowing increases be limited to the Consumer Price Index for budgets 2014 through 2019.

IN CAMERA

MOVED Director Holme, SECONDED Director Young, that pursuant to Section 90 (1) (f) of the *Community Charter* the Board proceed to an In Camera meeting for discussions related to law enforcement.

CARRIED

ADJOURNMENT

MOVED Director Anderson, SECONDED Director Lefebvre, that this meeting terminate.

CARRIED

TIME: 10:20 PM

CHAIRPERSON

CORPORATE OFFICER

Mr. Bill Veenhoff
RDN, Area H Regional Director
6300 Hammond Bay Rd.
Nanaimo, B. C. V9T 6N2

July 9, 2013
3462 Horne Lake Caves Rd.
Qualicum Beach, B. C. V9K 2L7

Re: Horne Lake Road and Horne Lake Caves Road, Qualicum Beach, B. C.

Are you aware that the Horne Lake Caves Provincial Park, open all year and one of the jewels of B. C., and a beautiful Nanaimo Regional Park nearby on Horne Lake are located at the end of 11.2 km. of gravel road which at times is close to being impassable? The most recent case in point is the July Canada Day long weekend, 2013.

Many many days of the year this stretch of "road" has in both directions more potholes than road surface. In the winter, add to that mush. In the spring, add to that dust clouds that temporarily blind drivers and visibly hover over the lake after passing through our lungs. After dust suppressant is applied in June, in some years it is temporarily ok. Then, and at other times when the gravel is newly graded and dry, drivers (including underage ones on ATV's) drive at excessive speeds.

Then there is this year. Nature added lots of rain, and over the July 1st Holiday weekend it was back to potholes and mush. Vehicles were so mucked that rear license plates were unreadable. The wear and tear on vehicles is high. Drivers, as usual at such times, in increasing numbers it seems, are driving in the middle of the road to avoid potholes. (Please look at the enclosed photos for proof of these facts.)

This brings us to the main issue of Horne Lake Caves Road --- SAFETY!!

Though this road is wide enough for vehicles to pass in both directions if they are on their proper side, it is otherwise definitely not! School buses come in and out of the Provincial Park all year. Group programs and tours are advertised year around by Tourism B. C. Cars, cyclists, campers, and cars pulling trailers and boats access the Horne Lake Regional Park. At least 150 cottage owners and their guests access their properties also year around from Horne Lake Caves Road. Service vehicles, including large pump and haul trucks and propane trucks, come regularly. At times logging trucks and logging company personnel enter and leave. Gravel trucks come in and out of a new pit access off the gravel portion of Horne Lake Road also now. Does all this traffic make for safe travel on the gravel portion of Horne Lake Road (2.6 km.) and Horne Lake Caves Road (8.6 km.) The answer I'm sure you would have to agree is a resounding "no"!

Is it going to take a similar event to Victoria's Claremont Secondary school fatal bus accident on Mt. Washington's gravel road to get these sections paved?

Why haven't these highly travelled sections of Horne Lake Road and Horne Lake Caves Road been paved?

The answer we have heard is (one) that the logging trucks would chew up asphalt and it would be too costly to keep up. If these trucks would chew up asphalt, why is the lower paved portion of Horne Lake Road in excellent condition as it has been for years? The only asphalt portion of the gravel section is on the bridge over the Qualicum River from the dam, and it is fine. One short section on a hill down to the dam was hastily hard-surfaced years ago with low grade material after a logging truck lost control on the gravel and capsized. That, with the exception of two potholes that get filled rarely, has held up much better than the gravel sections.

What would the current yearly and long term costs be of maintaining the gravel sections in a daily safe condition? Is that even possible? Currently, a grader operator on equipment requiring regular maintenance, scrapes the road approximately twice a month, and immediately thereafter the potholes start to form again if the weather is bad, with or without the presence of logging trucks. Occasionally trucks haul in gravel (\$300,000 worth one year?) and water as part of maintenance. Then there is the cost of product, delivery, and application of dust suppressant once a year. In our 18 years of regularly driving these roads, there has never been enough maintenance on the gravel sections to provide for safe and adequate vehicular travel on a daily basis. (We understand that grading may have to be done soon, making the dust suppressant redundant and we will then be back for the rest of the summer to blinding dust clouds, creating more dangerous situations.)

A second answer to "why" is that paving the road would make it less safe because drivers would excessively speed. Give us a break! There is no policing of this road now, and many drivers drive too fast on the gravel with far less chance of maintaining control of their vehicles if they suddenly have to brake. (Isn't that the reason the hill to the bridge got some hard surface applied to it?) There are also a couple of blind curves to add to the probability of a bad accident, with several narrowly avoided ones already at those areas. Pavement with a center line all along the route would certainly add to safety of drivers and passengers.

The crucial answer, we have just learned, is that the B. C. Government is unwilling to allocate funds for road paving of dangerous gravel roads.

Continuing on with the issue of safety, if there is a bad accident of any kind (at home, on the water, in the caves, heart attack, etc.), an ambulance has difficulty getting there quickly. Getting out over the potholes is excruciating for the victim. It has happened at least three times that we know of.

We would like to see the upgrading of the gravel sections of Horne Lake Road and Horne Lake Caves Road to pavement of some kind, rather than the current maintenance of them, which is literally pouring money into "holes in the road".

In conclusion, to provide for constant safe and adequate travel on Horne Lake Road and Horne Lake Caves Road, the total 11.2 km. section of gravel should finally be a priority in allocation of funds for road paving in this province. Such allocation is long overdue! Please help to see that this is accomplished, and with anticipation, we thank you for your effort in carrying this through.

Most Sincerely,

Jan MacNaughton
JAN MACNAUGHTON
STU MACNAUGHTON

C.C.

Honorable Todd Stone, Ministry of Transportation and Infrastructure

Honorable Mary Polak, Ministry of Environment

Honorable Shirley Bond, Ministry of Jobs, Tourism, and Skill Training

Mr. Scott Fraser, MLA

Mrs. Michelle Stillwell, MLA

Ms. Renee' Mounteney, District manager, Highway Department, MoTI

Mr. Jonathon Tilly, Manager of Nanaimo and N. Central Island, MoTI

Mr. Drew Chapman, Vancouver Island Regional Office of Parks, B. C.

Mr. Bill Veenhoff, RDN Area H Regional Director

Mr. Tom Osborne, RDN Recreation and Parks

Notes:

Photographs were taken Friday, June 28, 2013 with the exception of the blue pickup truck driving in the middle and on the left side of the road which was taken on July 2, 2013 as Jan was driving to town to get the June 28th ones developed. All were taken at different locations.

The signatures and addresses Jan got were obtained on the weekend of July 6 and 7, 2013 without any effort, mainly to see how others felt on this issue. 100% signed.

Please note the number of different days in May, June, and July so far that people signed complaints of road conditions in getting to Horne Lake Caves Provincial Park.

The vehicle counter at Horne Lake Caves Park registered 6,000 times since April. (3,000 in and out?)

THE UPPER END OF HORNE LAKE ROAD (2.6 KM.) AND ALL OF HORNE LAKE CAVES ROAD (8.6 KM.)
 TO HORNE LAKE CAVES PROVINCIAL PARK IS AND HAS BEEN FOR YEARS UNSAFE TO TRAVEL ON.
 IT SHOULD BE UGRADED TO PAVEMENT.

NAME

ADDRESS

Neil Montgomery	3490 Horne Lake Caves Rd.
John Williams	3482 Horne Lake Caves Rd.
Donna Marie Jarlane	3482 Horne Lake Caves Rd.
Don McFarlane	3482 Horne Lake Caves Rd.
Don Wuth	3482 HORNE LAKE CAVES RD
Pat Sale	4112 Rogers Ridge
Jan	LOT 98 # Caves Rd.
Kyle	4253 Dierra rd Victoria B.C.
W. Hart	CAURAS LOT 98 4117 Rogers Ridge Vic B.C.
Melanie	5235 Central Ave Delta B.C.
Tim Lucas	3458 Horne Lake Caves Rd
	745 Tudor Ave North Van BC.
Jae Fort	3454 HORNE LAKE CAVES RD
Shucas	2390 McGILL ST, VANCOUVER B.C.
Sue Cooper	3458 Horne Lake Caves Rd
Zach	3450 Horne LK Caves Rd
Ken Stacey	3450 Horne Lake Caves Rd

THE UPPER END OF HORNE LAKE ROAD (2.6 KM.) AND ALL OF HORNE LAKE CAVES ROAD (8.6 KM.) TO HORNE LAKE CAVES PROVINCIAL PARK IS AND HAS BEEN FOR YEARS UNSAFE TO TRAVEL ON. IT SHOULD BE UPGRADED TO PAVEMENT.

NAME	ADDRESS
Keith Baker	378 Park View Place Parksville
Mick Banks	1151 Weigwood Close Q.B.
Jany's MILNE	184 Meridian Way P.V. 951-0098
BEN THOMAS	
Wayne Howard	583 SANDWOOD DR. PARKSVILLE
Kesha Taylor	#2-216 Emergen At Parksville
Patrick Kelly	251 - Mulberry Pl Parksville
Jean Roberts	1383 Gabriola Dr. Parksville
Butch Mitchell	1263 Fair Rd '1' / 99258
Dave Campbell	42-450 Stanford
Bob Campbell	42 450 Stanford
	4195-1247 ARBUTHUS RD P.V.
Lynne Adams	769 HORNE LAKE RD. QUALICAM
Vern Greenhill	1180 Edgemoor Rd. Courtenay
Christine Fereday	506 Belsom St, Parksville
SANDRA MITCHELL	1263 Fair Rd, Parksville
Duncan Burke	1155 Dobson Rd Errington
MARY MORGAN	706 1500 View Pl NANAIMO
Ruth Quibel	706 1500 VIEW PL. NAD
Juan Kelly	251 Mulberry Pl. Parksville
Gloria Wilson	810 Anawsmick Way Parksville

THE UPPER END OF HORNE LAKE ROAD (2.6 KM.) AND ALL OF HORNE LAKE CAVES ROAD (8.6 KM.) TO HORNE LAKE CAVES PROVINCIAL PARK IS AND HAS BEEN FOR YEARS UNSAFE TO TRAVEL ON. IT SHOULD BE UGRADED TO PAVEMENT.

NAME

ADDRESS

NAME	ADDRESS
Ray Rhu	602 ERMINEHW AVE., PARKVILLE, BC.
NAO	359 DAVIS AVENUE, Parksville, BC.
John Min	505 VIKING WAY Parksville, BC.
T. Chapell	310-211 Moilliet St. Parksville, BC.
Christa Yuta Wood	462 Whelan Ave Pottle B.C.
P. Davis	359 DAVIS AVE Parksville BC
S.A.D.	35 PONDEROSA DR. PARKVILLE, B.C.
Maveric Hanger	34885 Berwick Rd S. Qualicum Beach B.C.
David Child	046 Redwood Qualicum Beach B.C.
Kennis Harrier	346(2352) S. LK. RD Horne Lk.
Lynne Britz	1364 Sunrise Dr Parksville
Richard Britz	1364 Sunrise DR. PARKVILLE
Patsy Bryan	454 Marion Ave Parksville
Mike Ward	417 Chester Rd Qualicum Beach
Ceef Holland	1267 Gabriola Rd. PK.
Dusan Bredak Robin	602 Ermine skine ave, Parksville



RDN REPORT	
CAO APPROVAL ###	
EAP	
COW	✓
OCT 01 2013	
RHD	
BOARD	

MEMORANDUM

TO: Joan Harrison
Director of Corporate Services

DATE: September 27, 2013

FROM: Jacquie Hill
Manager of Administrative Services

SUBJECT: Board Procedure Amendment Bylaw No. 1512.01

PURPOSE:

To consider amendments to “Regional District of Nanaimo Board Procedure Bylaw No. 1512, 2006” which would change the terms of reference for the Electoral Area Planning Committee and the title of the person responsible for corporate administration under section 198 of the *Local Government Act*.

BACKGROUND:

The terms of reference as outlined in “Regional District of Nanaimo Board Procedure Bylaw No. 1512, 2006” states that the Electoral Area Planning Committee (EAPC) considers matters pertaining to electoral area planning under Part 26 of the *Local Government Act*, other than Official Community Plans (OCPs). An amendment to this section of the bylaw is required to update the terms of reference to include EAPC consideration of OCPs as municipal participation in electoral area planning was phased out at the Regional District over a 3-year period under agreement in 2000. Municipal participation in electoral area OCPs was the last area to be phased out, and since that time, voting on all OCPs and amendments has been conducted by Electoral Area Directors only, except Electoral Area ‘B’.

An additional ‘housekeeping’ item has also been included in this report as the job title for the person responsible for corporate administration under section 198 of the *Local Government Act* at the Regional District has changed from Senior Manager of Corporate Administration, to Manager of Administrative Services. However, the proposed amendment is to change the title referred to in the bylaw to ‘Corporate Officer’ as it is a more broadly used term that will remain relevant if there are any subsequent changes to the job title of the person responsible for corporate administration at the Regional District. It is recommended to use the more broadly used term so that any subsequent changes to the job title will not require further amendments to the Board Procedure Bylaw.

ALTERNATIVES:

1. That the Board approve “Regional District of Nanaimo Board Procedure Amendment Bylaw No. 1512.01, 2013” with the amendments as presented.
2. That the Board make no changes to “Regional District of Nanaimo Board Procedure Bylaw No. 1512, 2006”.

FINANCIAL IMPLICATIONS:

There are no financial implications to the amendments proposed.

CONCLUSION:


Amendments to “Regional District of Nanaimo Board Procedure Bylaw No. 1512, 2006” are proposed which would update the terms of reference for the Electoral Area Planning Committee to include voting on Official Community Plans, and would update the title of the person responsible for corporate administration under section 198 of the *Local Government Act*.

Municipal participation in electoral area planning has been phased out over 3 years by agreement in 2000, including municipal participation in electoral area Official Community Plans (OCPs). Since this time, voting on all OCPs has been conducted by Electoral Area Directors only, except Electoral Area ‘B’, and an amendment to the terms of reference is recommended to be in line with current practice.

An amendment to the title of the person responsible for corporate administration under section 198 of the *Local Government Act* to the more broadly used term of ‘Corporate Officer’ is recommended so any subsequent changes of job title will not require further amendments to the Board Procedure Bylaw.

RECOMMENDATIONS:


1. That “Regional District of Nanaimo Board Procedure Amendment Bylaw No. 1512.01, 2013” be introduced and read three times.
2. That “Regional District of Nanaimo Board Procedure Amendment Bylaw No. 1512.01, 2013” be adopted.



Report Writer



Director Concurrence



CAO Concurrence

REGIONAL DISTRICT OF NANAIMO

BYLAW NO. 1512.01

**A BYLAW TO AMEND REGIONAL DISTRICT OF NANAIMO
BOARD PROCEDURE BYLAW NO. 1512, 2006**

WHEREAS under section 794(1) of the *Local Government Act* the Board must establish the procedures to be followed for the conduct of its business;

AND WHEREAS the Board wishes to amend the terms of reference for the Electoral Area Planning Standing Committee and the title of the person responsible for corporate administration under section 198 of the *Local Government Act*;

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 "Regional District of Nanaimo Board Procedure Amendment Bylaw No. 1512.01, 2013".

2. Amendments

"Regional District of Nanaimo Board Procedure Bylaw No. 1512, 2006" is amended as follows:

(1) By deleting section 30(1)(a) and replacing it with the following:

"(a) Electoral Area Planning Committee

To consider matters pertaining to Electoral Area Planning under Part 26 of the *Local Government Act*."

(2) By deleting "Senior Manager of Corporate Administration" as it appears throughout the bylaw and replacing it with "Corporate Officer".

Introduced and read three times this ___ day of _____, 2013.

Adopted this ___ day of _____, 2013.

CHAIRPERSON

CORPORATE OFFICER



EAP		
COW	✓	
SEP 30 2013		
RHD		
BOARD		

MEMORANDUM

TO: Paul Thorkelsson
Chief Administrative Officer

DATE: September 30, 2013

FROM: Tom Osborne
General Manager, Recreation and Parks Services

FILE:

SUBJECT: Ravensong Aquatic Centre and Oceanside Place Apportionment Formula Bylaw Amendments – Bylaw No. 899.01 and Bylaw No. 1358.01

PURPOSE

To review options with respect to amending the apportionment formulas in the service bylaws for Oceanside Place and Ravensong Aquatic Centre.

BACKGROUND

In 2009 cost sharing in the Ravensong Aquatic Centre was identified as a service that should be reviewed as the facility provides benefits to the broader population and not all participants cost share on this amenity. On November 24, 2009 the following motion was approved:

That staff be directed to review the allocation formula in the District 69 Swimming Pool Establishing Bylaw No. 899 with a focus on a formula that includes community usage and/or population.

The District 69 arena and pool facilities are cost shared on the basis of assessments in each participating jurisdiction. The arena is funded by all District 69 Electoral Areas, Parksville and Qualicum Beach however; the swimming pool is funded by Parksville, Qualicum Beach and Electoral Areas 'F', 'G' and 'H'. Electoral Area 'E' does not fund aquatic facilities in either District 69 or District 68.

In 2010 following discussions with municipal staff the RDN undertook a Regional Services Review of a number of services in the RDN. The Board received and approved a report in September 2011 which recommended the following:

- 1) Phased municipal participation in the Drinking Water & Watershed Protection service
- 2) Phased electoral area participation in a new service to fund Southern Community Economic Development
- 3) New municipal and electoral area participation in a service to fund Economic Development in the Northern Community.

- 4) Opportunities for the Town of Qualicum Beach to obtain funding from the Northern Community Economic Development funds for the Qualicum Beach Airport.
- 5) Phased change in the cost sharing formulas for Ravensong Aquatic Centre and Oceanside Place (cost sharing amended from 100% assessments to 50% assessments/50% usage and phased inclusion of Electoral Area E in cost sharing for Ravensong Aquatic Centre based on demonstrated usage)

Bylaws implementing the recommended changes were presented at the Board meeting on October 4, 2011. Bylaws amending the Drinking Water & Watershed Service and bylaws creating two new Economic Development Services were approved to proceed. Upon the request of the Director for Electoral Area ‘E’, the implementation of renewed cost sharing formulas for Ravensong Aquatic Centre and Oceanside Place were deferred.

Since that time, and during the review in 2010, the Recreation and Parks Department conducted a usage survey under the terms of the agreement for cost sharing of municipal recreation facilities (Southern Community) and sports fields (Northern and Southern Communities). The survey was expanded to review usage of Northern Community Recreation programs, Oceanside Place and the Ravensong Aquatic Centre.

Oceanside Place Arena

The results of the 2010 usage survey for Oceanside Place are presented below:

Parksville	Qualicum Beach	Electoral Area ‘E’	Electoral Area ‘F’	Electoral Area ‘G’	Electoral Area ‘H’
35.1%	15.8%	13.6%	9.6%	23.3%	2.6%

With respect to aquatic facilities the 2010 results showed Electoral Area ‘E’ usage at both the Nanaimo Aquatic Centre and the Ravensong Aquatic Centre as indicated in the tables below:

Ravensong Aquatic Centre

Parksville	Qualicum Beach	Electoral Area ‘E’	Electoral Area ‘F’	Electoral Area ‘G’	Electoral Area ‘H’
26.7%	28.2%	5.4%	15.3%	16.7%	7.7%

Nanaimo Aquatic Centre*

Nanaimo	Lantzville	EA ‘A’	EA ‘B’	EA ‘C’	Parksville	Qualicum Beach	EA ‘E’	EA ‘F’	EA ‘G’	EA ‘H’
85.5%	4.5%	3.6%	1.1%	1.6%	0.6%	0.6%	2.4%	0.0%	0.0%	0.0%

*Does not add to 100% due to rounding

As can be seen in the usage data, residents of Electoral Area 'E' use aquatic facilities in the Regional District, representing a total usage of 7.8%, however it is the only area that does not provide funding towards this service.

Two seminars were held in the Spring of 2013 with RDN Directors from the District 69 area to further review the options being presented in this report.

ALTERNATIVES

1. That the apportionment formulas for Oceanside Place and Ravensong Aquatic Centre Function Bylaws be amended to 50% assessments / 50% usage, phased in over a five year period, with no expansion of the participation in the Ravensong Aquatic Centre Service to include Electoral Area 'E'.
2. That the apportionment formula for Oceanside Place Function Bylaw be amended to 50% assessments / 50% usage, phased in over a five year period, and to change the apportionment formula for the Ravensong Aquatic Centre Service Bylaw to 50% assessments / 50% usage, phased in over a five year period with expansion of the service to include Electoral Area 'E' through a referendum or Alternative Approval Process in 2014.
3. That the apportionment formula for Oceanside Place and Ravensong Aquatic Centre Function Bylaws continue to be based on assessments with the current participants.

FINANCIAL IMPLICATIONS

As noted above, the apportionment formulas for Oceanside Place and the Ravensong Aquatic Centre are currently based on assessments with each participant's assessments as shown in *Appendix 1, Table 1*. It is practical to obtain usage data for these facilities and applying usage as a measure in cost sharing formulas can be viewed as a more fair and equitable approach.

Staff have reviewed the operating budgets for both Oceanside Place and Ravensong Aquatic Centre and have determined the services and related budget primarily break down 50% operating costs and 50% fixed costs. Using a 50/50 split based on 50% assessment / 50% usage is a justifiable approach to amending the apportionment formula the two Bylaws.

Alternative 1

Under this alternative the apportionment formulas for both District 69 recreation facilities would be amended to reflect 50% on usage and 50% on assessments. The bylaws governing Oceanside Place and Ravensong can be amended directly by the participants with two thirds consent of those members.

In order to reduce the impact of revising the allocation all at once a five year phase in period is recommended. This approach has been used for other service functions in the past when substantial changes to the apportionment formulas were approved. If this alternative is supported the annual net cost to each participating area over a five year phase in period is as detailed on *Appendix 1, Table 2*. If the change was made as a one-time adjustment to 50% assessment / 50% usage, the total impact would be as shown in *Appendix 1, Table 3*. The largest changes over the five year period will be in Electoral Area 'H' with a total reduction to the requisition of \$10.44 per \$100,000 assessment and to Electoral Area 'G' with a total increase to the requisition of \$3.71 per \$100,000.

Alternative 2

Presently the cost per \$100,000 for the participants in the Ravensong Aquatic Centre is a uniform rate of \$29.30 per \$100,000. If Electoral Area 'E' were a full participant in the service and the formula was based on a 50/50 usage/assessment allocation for both the Oceanside and Ravensong services, the cost to Electoral Area 'E' is estimated at \$13.71 per \$100,000.

The total financial impact to the participants is shown on *Appendix I, Table 4*

Based on legal advice received in respect to amending the service, elector assent could be obtained using an Alternative Approval Process (AAP) or by conducting a referendum. There are two key elements to be noted with respect to either an AAP or a referendum:

- 1) The voting method must be applied to all participating areas in the service as well as to electors in Electoral Area 'E'.
- 2) The voting results are counted on an overall basis and not by individual participating area.

While either an AAP or a referendum will supply a result the costs for each are significantly different. Staff estimate the costs of a referendum to be in the range of \$50,000, to encompass all aspects of the referendum.

Under an AAP voting places are not required and so the costs are estimated to be approximately \$20,000 to \$25,000. Communications materials and advertising of the voting process would be about the same for either process – in this case, the estimate would also cover at least one information meeting within Electoral Area 'E' itself which is being asked to consider new service.

The results of the AAP can be tracked by participating area. If the results showed that overall there was less than 10% of electors objecting to the changes, but more than 10% objecting in Area 'E' the Board could decide either to amend the bylaws under the legislated two thirds consent or proceed to a referendum.

Alternative 3

If this alternative is supported the annual net cost to each participating area would not change as detailed on *Appendix I, Table 1*.

SUMMARY/CONCLUSIONS

As part of a Regional Service Review during 2011, as well as in response to other requests for reviews of the requisition allocations, the apportionment of costs for the Oceanside Place and Ravensong Aquatic Centre services were reviewed in respect to incorporating usage in the allocation, as well as to review participants in the service. Because usage data is now available for all recreation facilities based on a usage survey completed in 2010, staff have determined that a 50% assessment / 50% usage based formula to allocate costs to participants in these two services would be more equitable. Details of the usage surveys are noted above which indicate that while Electoral Area 'E' is not a participant in the Ravensong Aquatic Centre Service, they are users of the pool facilities in Nanaimo and Qualicum.

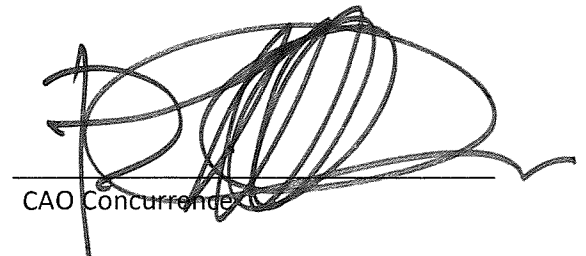
Discussions were held during the spring of 2013 with the various participants in the services to look at how the allocations could be revised and whether any approval process should be undertaken to include Electoral Area 'E' in the Ravensong Aquatic Centre Service. It was determined that a revised allocation using 50% assessment / 50% usage to allocate the costs of both of these services with no change to the participants should be considered. As well, it is recommended that the change be phased in over a 5 year period to bring usage in at 10% per year until the new formula is completed for the 2018 tax year. *Appendix 1, Table 2* demonstrates the annual change to the participants in these two services utilizing this method. As well *Table 3* shows the total change impact based on 2013 requisition amounts if the change was made all at once.

RECOMMENDATIONS:

1. That the apportionment formulas for Oceanside Place and Ravensong Aquatic Centre Service Bylaws be amended to 50% assessments / 50% usage, phased in over a five year period, with no expansion of the participation in the Ravensong Aquatic Centre Service to include Electoral Area 'E'.
2. That "Regional District of Nanaimo District 69 Swimming Pool Service Amendment Bylaw No. 899.01, 2013" be introduced and read three times and be forwarded to the Inspector of Municipalities for approval.
3. That "Regional District of Nanaimo District 69 Ice Arena Amendment Bylaw No. 1358.01, 2013" be introduced and read three times and forwarded to the Inspector of Municipalities for approval.



Report Writer


CAO Concurring

APPENDIX I

Table 1 – Current apportionment based on assessment (2013 requisition amounts)

	Oceanside	Per \$100 Thousand	Ravensong	Per \$100 Thousand	Total \$	Total Per \$100 Thousand
Parksville	431,546	16.9	746,631	29.3	1,178,177	46.2
Qualicum	343,739	16.9	594,714	29.3	938,453	46.2
Area 'E'	306,790	16.9	-	-	306,790	16.9
Area 'F'	208,111	16.9	360,059	29.3	568,170	46.2
Area 'G'	262,896	16.9	454,844	29.3	717,740	46.2
Area 'H'	<u>163,483</u>	16.9	<u>282,847</u>	29.3	<u>446,330</u>	46.2
	\$ 1,716,565		\$ 2,439,095		\$ 4,155,660	

Table 2 – 50% assessment/50% usage excludes Electoral Area 'E' from Ravensong service, phased in at 10% for five years (2013 requisition amounts)

	Change Increase/ (Decrease)	Annual Change Increase/ (Decrease)	Annual Change Increase/ (Decrease) per \$100,000	Change Total 2014 – 2018 Increase/ (Decrease)	Total 2014 – 2018 per \$100 thousand Increase/ (Decrease)
	2014	2015 to 2018		Total	Total
Parksville	11,328	11,227	0.45	56,236	2.25
Qualicum	6,088	6,020	0.31	30,168	1.53
Area 'E'	(7,939)	(7,334)	(0.40)	(37,275)	(1.99)
Area 'F'	459	(1,055)	(0.08)	(3,761)	(0.38)
Area 'G'	10,449	11,369	0.74	55,925	3.71
Area 'H'	<u>(20,385)</u>	<u>(20,227)</u>	<u>(2.09)</u>	<u>(101,293)</u>	<u>(10.44)</u>
Net	\$ 0	\$ 0		\$ 0	

Table 3 - 50% assessment/50% usage excluding Electoral Area ‘E’ from Ravensong service one-time change, if no phasing (2013 requisition amounts)

	Oceanside	Ravensong	Total \$	Change From Current \$ Oceanside	Change From Current \$ Ravensong	Change From Current Total \$	Total Change from Current per \$100 thousand
Parksville	517,287	717,126	1,234,413	85,741	(29,505)	56,236	2.25
Qualicum	307,305	661,316	968,621	(36,434)	66,602	30,168	1.53
Area ‘E’	269,515	-	269,515	(37,275)	0	(37,275)	(1.99)
Area ‘F’	186,489	377,919	564,409	(21,622)	17,860	(3,761)	(0.38)
Area ‘G’	331,671	441,993	773,665	68,775	(12,851)	55,925	3.71
Area ‘H’	<u>104,297</u>	<u>240,740</u>	<u>345,037</u>	<u>(59,185)</u>	<u>(42,106)</u>	<u>(101,293)</u>	<u>(10.44)</u>
	\$ 1,716,565	\$ 2,439,095	\$ 4,155,660	\$ (0)	\$ (0)	\$ (0)	

Table 4 - 50% assessment/50% usage with Electoral Area ‘E’ participating in Ravensong (2013 requisition amounts)

	Oceanside	Ravensong	Total \$	Change from Current \$ Oceanside	Change from Current \$ Ravensong	Change from Current Total \$	Total Change from Current per \$100 thousand
Parksville	517,287	631,918	1,149,205	85,741	(114,713)	(28,972)	(1.10)
Qualicum	307,305	588,565	895,870	(36,434)	(6,149)	(42,583)	(2.06)
Area E	269,515	283,590	553,105	(37,275)	283,590	246,315	13.71
Area F	186,489	335,032	521,522	(21,622)	(25,027)	(46,648)	(3.87)
Area G	331,671	389,846	721,517	68,775	(64,998)	3,777	0.35
Area H	<u>104,297</u>	<u>210,144</u>	<u>314,441</u>	<u>(59,186)</u>	<u>(72,703)</u>	<u>(131,889)</u>	<u>(13.61)</u>
	\$ 1,716,565	\$ 2,439,095	\$ 4,155,660	\$ (0)	\$ (0)	\$ (0)	

APPENDIX II

REGIONAL DISTRICT OF NANAIMO

BYLAW NO. 899.01

**A BYLAW TO AMEND REGIONAL DISTRICT OF NANAIMO
DISTRICT 69 SWIMMING POOL LOCAL SERVICE AREA
ESTABLISHMENT BYLAW NO. 899**

WHEREAS the Regional District of Nanaimo established the District 69 Swimming Pool Local Service Area by Bylaw No. 889, 1993;

AND WHEREAS the Board wishes to amend the apportionment formula in the bylaw;

AND WHEREAS consent of at least two-thirds of the participants as required under section 802(1)(b) of the *Local Government Act* has been obtained;

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 District 69 Swimming Pool Service Amendment Bylaw No. 899.01, 2013".

2. Amendments

"Regional District of Nanaimo District 69 Swimming Pool Local Service Area Establishment Bylaw No. 899, 1993" is amended as follows:

(1) Section 5 "Cost Recovery" is deleted in its entirety and replaced with the following:

"5. Cost Recovery

The annual net costs of the service may be recovered by one or more of the following:

- (a) the requisition of money under sections 805 and 806 of the *Local Government Act* to be collected by a property value tax to be levied and collected under sections 805.1(1) and 806.1(1) of the *Local Government Act*;
- (b) the imposition of fees and other charges that may be fixed by separate bylaw for the purpose of recovering these costs;
- (c) by revenues raised by other means authorized under the *Local Government Act* or another Act;
- (d) by revenues received by way of agreement, enterprise, gift, grant or otherwise."

- (2) Section 6 "Maximum Requisition" is deleted in its entirety and replaced with the following:

"6. Maximum Requisition

The maximum amount that may be requisitioned under section 803(1)(a) of the *Local Government Act* to recover the annual net costs of the service shall be the greater of Seven Hundred and Seventy Thousand (\$770,000.00) Dollars or \$0.434 per \$1,000 of the net taxable value of land and improvements within the service area."

- (3) Section 7 "Apportionment" is deleted in its entirety and replaced with the following:

"7. Apportionment

The costs of providing the service shall be apportioned among the participating areas as follows:

- (a) fifty (50%) percent on the basis of the converted value of land and improvements for hospital purposes; and
- (b) fifty (50%) percent on the basis of the percentage of usage of the service as determined by a survey of usage carried out by the Regional District of Nanaimo.
- (c) the fifty (50%) percent allocation between usage and converted values of land and improvements shall be phased in over five (5) years with ten (10%) percent per year to be incremented to usage as set out in the following table:

Requisition Year	Percentage allocation of requisition to be based on converted value of land and improvements for hospital purposes	Percentage allocation of requisition to be based on a survey of usage carried out by the Regional District of Nanaimo
2014	Ninety percent (90%)	Ten percent (10%)
2015	Eighty percent (80%)	Twenty percent (20%)
2016	Seventy percent (70%)	Thirty percent (30%)
2017	Sixty percent (60%)	Forty percent (40%)
2018	Fifty percent (50%)	Fifty percent (50%)
2019 and thereafter	Fifty percent (50%)	Fifty percent (50%)

Introduced and read three times this day of , 2013.

Received the approval of the Inspector of Municipalities this day of , 2013.

Adopted this day of , 2013.

APPENDIX III

REGIONAL DISTRICT OF NANAIMO

BYLAW NO. 1358.01

**A BYLAW TO AMEND REGIONAL DISTRICT OF NANAIMO
DISTRICT 69 ICE ARENA CONVERSION BYLAW NO. 1358**

WHEREAS the Regional District of Nanaimo established the District 69 Ice Arena services by conversion Bylaw No. 1358, 2003;

AND WHEREAS the Board wishes to amend the apportionment formula in the bylaw;

AND WHEREAS consent of at least two-thirds of the participants as required under section 802(1)(b) of the *Local Government Act* has been obtained;

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 District 69 Ice Arena Amendment Bylaw No. 1358.01, 2013".

2. Amendment

"Regional District of Nanaimo District 69 Ice Arena Conversion Bylaw No. 1358, 2003" is amended as follows:

Section 6 "Apportionment" is deleted in its entirety and replaced with the following:

"6. Apportionment

The costs of providing the service shall be apportioned among the participating areas as follows:

- (d) fifty (50%) percent on the basis of the converted value of land and improvements for hospital purposes; and
- (e) fifty (50%) percent on the basis of the percentage of usage of the service as determined by a survey of usage carried out by the Regional District of Nanaimo.
- (f) the fifty (50%) percent allocation between usage and converted values of land and improvements shall be phased in over five (5) years with ten (10%) percent per year to be incremented to usage as set out in the following table:

Requisition Year	Percentage allocation of requisition to be based on converted value of land and improvements for hospital purposes	Percentage allocation of requisition to be based on a survey of usage carried out by the Regional District of Nanaimo
2014	Ninety percent (90%)	Ten percent (10%)
2015	Eighty percent (80%)	Twenty percent (20%)
2016	Seventy percent (70%)	Thirty percent (30%)
2017	Sixty percent (60%)	Forty percent (40%)
2018	Fifty percent (50%)	Fifty percent (50%)
2019 and thereafter	Fifty percent (50%)	Fifty percent (50%)

Introduced and read three times this day of , 2013.

Received the approval of the Inspector of Municipalities this day of , 2013.

Adopted this day of , 2013.

CHAIRPERSON

CORPORATE OFFICER



CAO APPROVAL		✓
EAP		
COW	✓	
SEP 27 2013		
RHD		
BOARD		

MEMORANDUM

TO: Randy Alexander
General Manager, Regional and Community Utilities

DATE: September 26, 2013

FROM: Mike Donnelly
Manager of Water & Utility Services

FILE: 5500-31-WH

SUBJECT: Westurne Heights Water System– Engineering Design Review Funding

PURPOSE

To seek Board direction regarding funding of the Westurne Heights Water System Engineering Design Review.

BACKGROUND

The Westurne Heights subdivision located in Electoral Area F is supplied with potable ground water owned and operated by 17 properties comprised of three strata's and one fee simple property. Residents of this neighbourhood approached the Regional District of Nanaimo (RDN) in 2012 and asked that the RDN consider taking over the water supply system for operational and administrative reasons.

This request was brought to the Board in November of 2012 at which time the Board directed staff to petition the residents for the costs associated with an Engineering Design Review of the system. This review was estimated to cost \$15,000. With this information RDN staff would be in a better position to develop cost implications to take over the system on behalf of the residents.

This petition was concluded successfully in February of 2013 with the results presented to the Board at the April Committee of the Whole with the recommendation to grant three readings to the following bylaws and subsequently forward them to the Inspector of Municipalities for approval.

1. Westurne Heights Water Service Study Area Establishing Bylaw No. 1677, 2013
2. Westurne Heights Water Service Study Area Loan Authorization Bylaw No. 1678, 2013

The Inspector of Municipalities was unable to approve the proposed borrowing bylaw (No. 1678, 2013) as the costs were not for capital works.

"The borrowing contemplated by bylaw 1678 is for a preliminary study for a service that has not yet been established. This does not conform with our interpretation of section 179 (1)(a) of the Community Charter in that the borrowing is not of a capital nature if it does not involve the acquisition of capital assets that are to be owned by the local government."

Based on this response it is not possible to move forward with a Borrowing Bylaw that would fund the Engineering Design Review and also removes the need for a Service Area Establishing bylaw at this time.

An alternate approach, to fund the Engineering Design Review, has been identified that would provide funding from the Community Works funds. Community Works projects include those that will help to provide cleaner water to residents as well as those that support a community's sustainable development and village planning activities. This project will provide a template that can be used in rural communities for water management plans and capital upgrades to small systems to meet drinking water standards. Given the poor operational conditions of the Westurne Heights water system and the risks residents incur as a result, this project will provide benefit to both this community and the broader region.

ALTERNATIVES

1. That Community Works funds allocated to Electoral Area "F" be utilized up to a maximum of \$15,000 for an Engineering Design Review of the Westurne Heights Water System.
2. That alternate grant funding be sought as it becomes available.
3. That the Board provides alternate direction.

FINANCIAL IMPLICATIONS

Alternative 1 provides for the use of Community Works Funds for the review. There is no direct cost to the residents at this time through property taxes. Should the system eventually be upgraded and a new service established as requested, the costs for the Engineering Design Review would be repaid to the Community Works fund and included in the cost of borrowing for capital upgrades to be borne by the residents of Westurne Heights.

Alternative 2 would involve waiting for other grant funding to become available to fund this review; however, there are limited grant programs available and no assurance of this project fitting within any future funding criteria. Utilizing Gas Tax funds through the Community Works program provides the necessary funding to complete this first phase of the project and the work does fit within Gas Tax funding criteria.

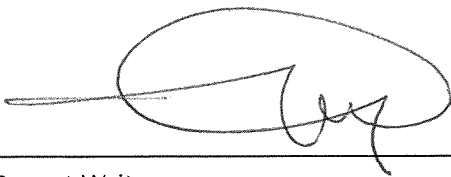
SUMMARY/CONCLUSIONS

The Westurne Heights subdivision located in Electoral Area F is supplied with potable ground water owned and operated by 17 properties comprised of three strata's and one fee simple property. Residents of this neighbourhood approached the RDN in 2012 and asked that the regional district consider taking over the water supply system for operational and administrative reasons.

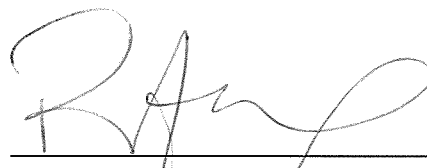
The original funding approach for the Engineering Design Review on the system has not received approval from the Inspector of Municipalities as borrowing for non-capital expenditures is not permitted. In order to move forward with the Engineering Design Review an alternate funding option utilizing Community Works Funds in Electoral Area "F" has been identified. The nature of the work fits within Gas Tax criteria for cleaner water and community planning purposes.

RECOMMENDATIONS

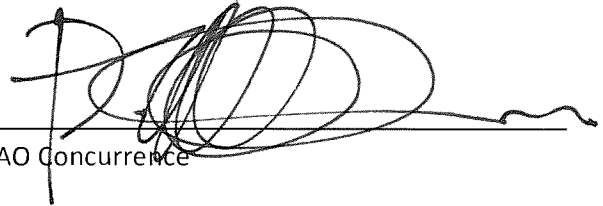
1. That the Board approve funding for an Engineering Design Review of the Westurne Heights Water System, not to exceed \$15,000, be provided utilizing Community Works funds allocated to Electoral Area "F".
2. That the Board approve that the Regional District of Nanaimo "Westurne Heights Water Service Study Area Establishing Bylaw No. 1677, 2013", be abandoned.
3. That the Board approve that the Regional District of Nanaimo "Westurne Heights Water Service Study Area Loan Authorization Bylaw No. 1678, 2013", be abandoned.



Report Writer



General Manager Concurrence



CAO Concurrence



CAC APPROVAL		✓
EAP		
COV	✓	
SEP 27 2013		
RHD		
BOARD		

MEMORANDUM

TO: Randy Alexander
General Manager, Regional and Community Utilities

DATE: September 10, 2013

FROM: Mike Donnelly
Manager of Water & Utility Services

FILE: 5500-22-FC-01

SUBJECT: French Creek Water Service Area – Water Quality Improvement Option

PURPOSE

To obtain Board approval in principle for a proposed water supply option for the French Creek Water Service Area.

BACKGROUND

The French Creek Water Service Area (FCWSA) is operated by the Regional District of Nanaimo (RDN) and serves approximately 570 residents on 238 properties. This system is bounded by Highway 19A, Drew Road, Miraloma Drive and Yambury Road with water systems for the Town of Qualicum Beach and EPCOR Service area to the west and east respectively (See attached service area map).

This water system is supplied by three ground water wells with an additional three wells held in reserve. Water supply volumes are reliable however, water quality has been an issue since the inception of the system. All wells supplying the water system are high in manganese and in some cases, iron as well.

Residents have expressed dissatisfaction with their water quality through complaints to the Water and Utility Services department and have requested that options be explored that would improve water quality. In 2010, a survey was sent to all property owners in the service area to better define the problem and to explore possible solutions. In that survey, there was a strong response in favor of keeping costs for water quality improvements below an annual cost of \$200. Preliminary estimates for pilot testing, design and installation suggest a cost of approximately \$1,000,000 would be incurred to supply treated water to this service area. This would generate costs closer to \$400 to \$500 in annual costs including operations and maintenance of the new plant.

In response to resident’s cost concerns, an alternative water supply that would see the Town of Qualicum Beach provide potable water through a contract with the FCWSA has been discussed with Town of Qualicum Beach staff.

A supply connection to the Town of Qualicum Beach that would provide all of the water supply needs for the FCWSA is technically feasible. There currently exists a connection between the FCWSA and the Town of Qualicum Beach for fire protection purposes. This was installed under agreement with the Town of Qualicum Beach and allowed the FCWSA to avoid the construction of an additional water storage reservoir when one of the two in the system became obsolete.

Typically, demands from the FCWSA represent 4% of the annual total consumed by the Town of Qualicum Beach and 2.7% of demand on a maximum day in the summer months. Whether or not this level of consumption could be supported in such an agreement would need to be reviewed closely however initial discussions with the Town of Qualicum Beach engineering staff have been positive.

A water supply agreement with the Town of Qualicum Beach would be structured to capture any costs the town may incur to supply water to the FCWSA. The Regional District of Nanaimo currently works with the City of Parksville under a similar agreement for the provision of water to the Nanoose Peninsula. The agreement outlines cost recovery and use parameters for average and peak day demands. This agreement has been in place since 2002 and has worked well for both partners.

For the residents of the FCWSA such an agreement could significantly reduce the capital and operating cost impacts associated with water treatment. It would also serve to limit the expansion of capital infrastructure associated with the provision of potable water in the area. Given there are four significant water systems that currently exist within 2.5 kilometres of each other (City of Parksville, EPCOR, FCWSA and the Town of Qualicum Beach). Any integration of service provision would likely reduce future infrastructure needs.

At this time RDN staff are recommending that the concept of a water supply agreement between the Town of Qualicum Beach and the FCWSA be approved in principle by the Board and forwarded to the Town of Qualicum Beach for their consideration. Should the Town of Qualicum Beach be in favor of further exploration of the concept, that staff then be directed to prepare the cost estimates to provide the connection and necessary agreement(s) for the Town of Qualicum Beach Council and Regional District of Nanaimo Board's consideration.

ALTERNATIVES

1. That the concept of a water supply connection from the Town of Qualicum Beach to the French Creek Water Service Area be approved in principle and forwarded to Town of Qualicum Beach for their consideration.
2. That the concept not be approved.

FINANCIAL IMPLICATIONS


There are no financial implications at this stage. Should the concept receive approval from the Board and the Town of Qualicum Beach then cost implications will be determined and staff will report back to the Board and Town of Qualicum Beach Council.

SUMMARY/CONCLUSIONS

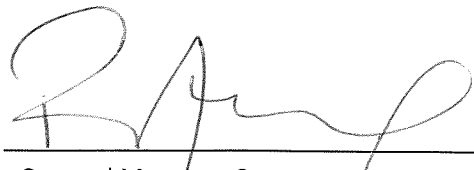
Residents of the French Creek Water Service Area are interested in seeing improvements to their water quality that would reduce manganese and iron in their system without incurring significant costs. This report explores the possibility of a supply agreement with the Town of Qualicum Beach and recommends that staff explore the option further and report back to the Regional District of Nanaimo Board and Town of Qualicum Beach Council.

RECOMMENDATIONS

1. That the Board approve, in principle, the concept of a water supply connection from the Town of Qualicum Beach to the French Creek Water Service Area.
2. That the concept of a water supply connection from the Town of Qualicum Beach to the French Creek Water Service Area be forwarded to the Town of Qualicum Beach Council for consideration.



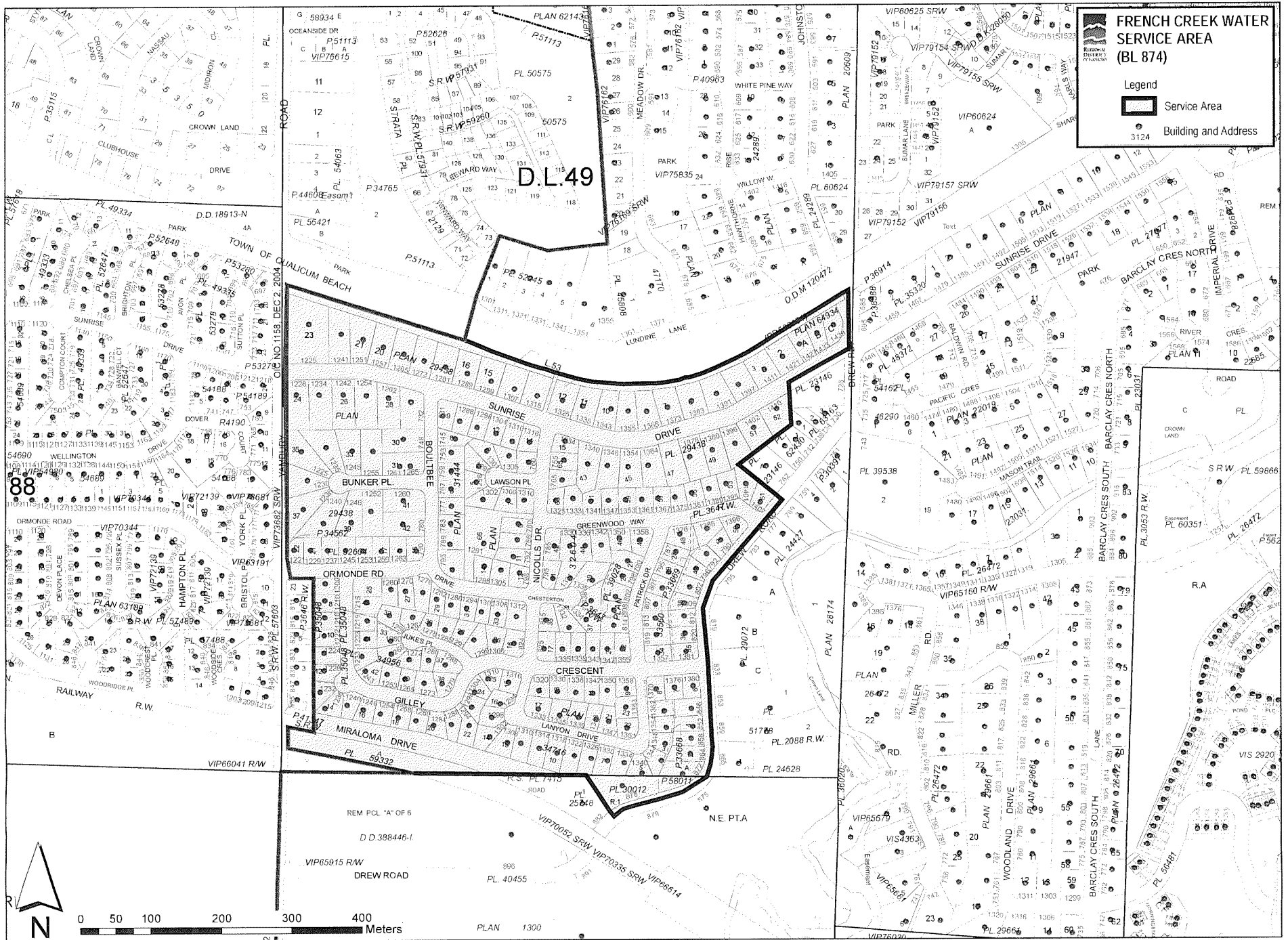
Report Writer



General Manager Concurrence



CAO Concurrence



FRENCH CREEK WATER SERVICE AREA (BL 874)

Legend

- Service Area
- Building and Address

3124



RDN REPORT	
CAO APPROVAL <i>DA</i>	
EAP	
COW	✓
SEP 30 2013	
RHD	
BOARD	

MEMORANDUM

TO: Randy Alexander
General Manager, Regional and Community Utilities

DATE: September 26, 2013

FROM: Mike Donnelly
Manager of Water & Utility Services

FILE: 5500-22-SP-01

SUBJECT: San Pareil Water System and Fire Protection Upgrade Phase 2 – Project Contract Award

PURPOSE

To obtain Board approval to award the contract for the San Pareil Water System and Fire Protection Upgrades project Phase 2, to Windley Contracting Ltd. of Nanaimo.

BACKGROUND

The San Pareil Water System and Fire Protection Upgrade project was initiated to improve key infrastructure components of the water distribution system for fire protection purposes. The system does not meet standards for fire protection, primarily related to flow rates at hydrants and water storage requirements needed in case of a prolonged fire. The project was approved by residents in the fall of 2011 and received Board approval at the November 2011 Board meeting. The estimated cost for the project was \$1,360,000 to be funded through borrowing. Loan Authorization Bylaw No. 1647 for this service was authorized by the Board, January 24, 2012.

The upgrades were planned in two phases. The first phase, which was completed in 2012, consisted of improvements to the distribution piping network and hydrant upgrades where required. These improvements ensured that all residents within the San Pareil neighbourhood were within 1,000 feet of a hydrant and that the piping was sized to convey the water volumes required. The final cost for Phase 1 of the project was \$680,428.

Phase 2, the subject of this report, is the final phase of the project. This phase includes the doubling of the existing storage capacity and the construction of a new pumping facility. The estimated costs provided for this phase including construction costs, engineering support and a contingency was \$552,610. Remaining available funding is \$679,571.

Cost estimates for Phase 2 of the project were provided by two engineering firms, one at the beginning of the public consultation phase in the lead up to the petition process. The second was provided in January of this year in preparation for engineering design. Both engineering estimates, by the two independent firms varied by less than 10%.

Bids for Phase 2 were received on August 15th 2013 and are as follows:

	Bid Amount	Construction Period (weeks)
Windley Contracting Ltd.	\$ 884,783	22
Kinetic Construction Ltd.	\$ 954,500	26
Knappet Projects	\$ 973,600	30
AFC Construction	\$ 974,409	N/A
CMF Construction Ltd.	\$ 974,472	16
Knappet Industries Ltd.	\$ 999,800	22
Paladian Developments Inc.	\$ 1,024,912	31
C&W Campbell	\$ 1,029,465	40
Island West Coast Developments	\$ 1,180,807	20

Discussions with the engineering firm regarding the cost differential between the project estimated cost and the bid amounts identified site construction constraints and incremental equipment requests as contributors to the cost difference with the majority of variance being the result of general construction cost increases. Below is an overview of estimated versus revised costs for both phases.

There were additional costs incurred as a result of upgrades requested by the RDN at final design stage. These upgrades included electrical components and pump configurations that would significantly improve the operation of the pump station. There was also recognition that the San Pareil Water Service Area will likely be required to introduce additional water treatment in the future. To take advantage of this construction in this final phase, and to reduce future costs for treatment, the decision was made to incorporate the electrical components and upgrades to accommodate that future treatment requirement. In total those changes equaled \$89,700 which was seen as achievable given the original engineering estimates and available funds after the completion of Phase 1.

	Original Budget \$1,360,000	Revised Budget \$1,687,353
Phase 1 – Piping and Hydrant Upgrades (Complete)		
Project costs (construction, engineering and contingency)	\$ 675,000	\$ 680,428
Phase 2 – Pump Station and Reservoir Twinning		
Project Costs (construction, engineering and contingency)	\$ 552,610	\$ 1,006,925
Available funds remaining in borrowing bylaw	\$ 685,000	\$ 679,570
Additional Funding Requirements	\$ <u>0</u>	\$ <u>327,355</u>

With the project costs higher than originally estimated there are two alternatives to move the final phase of this project forward. The first option is to re-visit the petitioning process with residents by introducing another petition covering the cost differential and to seek their approval for those additional costs. The second option is to identify alternate funding sources for the shortfall.

Re-Petitioning

This option would include the development of a new petition outlining the costs associated with completing the project, public meetings to discuss the petition and answer questions, submission of the petition results to the Board and any subsequent bylaw amendments. An engineering review would be recommended and re-tendering of the project would be required. This process would take up to 6 months and would incur additional engineering costs and delay the project with no guarantee of what future bid prices may be.

Identifying Additional Funds

The Regional District of Nanaimo (RDN) committed to residents of San Pareil that all opportunities for grant funding would be explored to help in reducing the cost of this project. No grant opportunities have been identified to date that could be accessed in support of the entire project.

However, funds are available through the Community Works Fund program to partially fund aspects of the project. Community Works projects include those that will help to provide cleaner water to residents as well as those that support a community's sustainable development and village planning activities. This project supports those goals by providing infrastructure for future water treatment and a strengthened water system.

Clean Water

Discussions with Vancouver Island Health Authority (VIHA) staff indicate that the need for additional treatment, most likely Ultra Violet light treatment, will be necessary for this system in the near term. Studies carried out over the last three years have shown that there is a possibility of surface water contamination in the San Pareil well field. Regular testing of the water supply hasn't identified any problems to date however additional treatment as a precaution may be required. Providing infrastructure in support of future treatment as part of Phase 2 of this project would reduce future costs by a significant factor.

Sustainable Development

The existing pump station is very old and relies on technology that is over 30 years old. The pumps are inefficient, require significant upkeep and are water cooled, requiring a significant quantity of water to provide that cooling. Upgraded pumping equipment will be reliable and removes the need for water cooling and reduces that wastage factor to zero.

The replacement of a significant amount of the water distribution piping has improved the long term sustainability of this system. The old piping was Asbestos Cement, a type of piping used over 30 years ago. It has a much shorter life cycle than the PVC piping that has replaced it and is subject to a higher frequency of leaks due to deterioration. By upgrading that portion of the piping network residents can rely on the new piping to be serviceable well into the next century thus helping to reduce the long term capital infrastructure costs for the community.

Staff recommend that funding required to meet the additional project costs be obtained utilizing the Community Works Program funding for Electoral Area "G".

ALTERNATIVES

1. That Windley Contracting Ltd. be awarded the Phase 2 San Pareil Fire Protection Upgrade project in the amount of \$884,783 and that Community Works funds allocated to Electoral Area "G" be utilized up to a maximum of \$350,000 in support of this project.
2. That staff be directed to delay award of the contract pending re-petitioning and re-tendering of the project.
3. That the Board provide alternate direction.

FINANCIAL IMPLICATIONS

Alternative 1 will not result in financial implications for the residents of the San Pareil Fire Protection Service area outside of those costs identified in the petitioning process. The contribution from the Electoral Area "G" Community Works Fund would be a maximum of \$350,000. There is currently \$1,039,870 available in the fund. As well, the maximum borrowing authority approved under Bylaw 1647 in January of 2012 for \$1,360,000 would be used with repayment over 20 years. Security issuing and temporary borrowing bylaws are included with this report for approval in order to proceed with this borrowing.

Alternative 2 will result in additional engineering costs associated with updating estimates and re-tendering of the project. This is estimated to be approximately \$15,000. Re-tendering the project introduces a level of variability that may or may not be beneficial from a financial perspective.

SUSTAINABILITY IMPLICATIONS

Providing upgrades to the San Pareil water system for fire protection services has the associated benefit of upgrading a significant portion of the system infrastructure with new, longer lasting, materials and equipment. Any improvements to capital infrastructure that provide longer service life increase the long term sustainability of the system.

SUMMARY/CONCLUSIONS

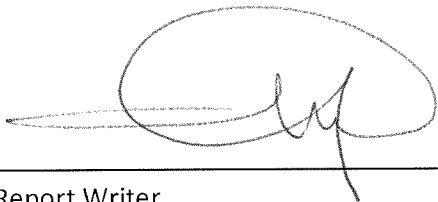
Windley Contracting Ltd. has provided the lowest compliant bid for Phase 2 of the San Pareil Fire Protection Upgrade project in the amount of \$884,783 and have met all requirements of tender documentation. This bid and associated engineering costs are in excess of available funds which currently stand at \$679,571.

Staff recommend that an alternative to re-petitioning residents for the additional funds would be to use Community Works Funds for Electoral Area "G" for the additional costs. Those additional costs including the bid price, engineering and contingency amounts would total up to \$350,000.

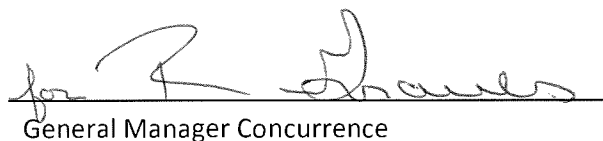
RECOMMENDATIONS

1. That the Board award the San Pareil Fire Protection Upgrade Phase 2 project to Windley Contracting Ltd. in the amount of \$884,783.
2. That the Board approve funding in support of the San Pareil Fire Protection Upgrade Phase 2 project, not to exceed \$350,000, utilizing Community Works funds allocated to Electoral Area "G".

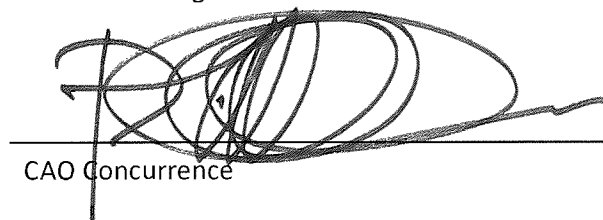
3. That "San Pareil Water System (Fire Protection Improvements) Service Security Issuing Bylaw No. 1689, 2013" be given three readings
4. That "San Pareil Water System (Fire Protection Improvements) Service Interim Financing Bylaw No. 1690, 2013" be given three readings.
5. That "San Pareil Water System (Fire Protection Improvements) Service Security Issuing Bylaw No. 1689, 2013" be adopted.
6. That "San Pareil Water System (Fire Protection Improvements) Service Interim Financing Bylaw No. 1690, 2013" be adopted.



Report Writer



General Manager Concurrence



CAO Concurrence

REGIONAL DISTRICT OF NANAIMO

BYLAW NO. 1689

A BYLAW TO AUTHORIZE THE ENTERING INTO OF AN AGREEMENT RESPECTING FINANCING BETWEEN THE REGIONAL DISTRICT OF NANAIMO (THE "REGIONAL DISTRICT") AND THE MUNICIPAL FINANCE AUTHORITY OF BRITISH COLUMBIA (THE "AUTHORITY")

WHEREAS the Authority may provide financing of capital requirements for regional districts and for their member municipalities by the issue of debentures, or other evidence of indebtedness of the Authority and lending the proceeds therefrom to the Regional District on whose request the financing is undertaken;

AND WHEREAS, pursuant to the provisions of Section 825 of the *Local Government Act*, the amount of borrowing authorized by the following Loan Authorization Bylaw, the amount already borrowed under the authority thereof, the amount of authorization to borrow remaining thereunder and the amount being issued under the authority thereof by this bylaw is as follows:

Regional District	L/A Bylaw No.	Purpose	Amount Borrowing Authorized	Amount Already Borrowed	Borrowing Authority Remaining	Term of Issue (Yrs.)	Amount of Issue
Nanaimo	1647	San Pareil Water System (Fire Protection) Improvements Service	\$1,360,000	Nil	\$1,360,000	20	\$1,360,000

Total Financing pursuant to Section 825

\$1,360,000

AND WHEREAS the Regional Board, by this bylaw, hereby requests that such financing shall be undertaken through the Authority;

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

1. The Authority is hereby requested and authorized to finance from time to time the aforesaid undertakings at the sole cost and on behalf of the Nanaimo Regional District and its municipalities hereinbefore referred to, in Canadian Dollars or in such other currency or currencies as the Authority shall determine so that the amount realized does not exceed One Million Three Hundred Sixty Thousand Dollars (\$1,360,000) in Canadian Dollars and/or the equivalent thereto and at such interest and with such discounts or premiums and expenses as the Authority may deem consistent with the suitability of the money market for sale of securities of the Authority.
2. Upon completion by the Authority of financing undertaken pursuant hereto, the Chairperson and Director of Finance of the Regional District, on behalf of the Regional District and under its seal shall, at such time or times as the Trustees of the Authority may request, enter into and deliver to the Authority one or more agreements which said agreement or agreements shall be substantially in the form annexed hereto as Schedule 'A' and made part of this bylaw (such agreement or agreements as may be entered into, delivered or substituted hereinafter referred to as the "Agreement") providing for payment by the Regional District to the Authority of the amounts required to meet the obligations of the Authority with respect to its borrowings undertaken pursuant hereto, which Agreement shall rank as debenture debt of the Regional District.
3. The Agreement in the form of Schedule 'A' shall be dated and payable in the principal amount or amounts of money in Canadian Dollars or as the Authority shall determine and subject to the *Local Government Act*, in such other currency or currencies as shall be borrowed by the Authority pursuant to Section 1 and shall set out the schedule of repayment of the principal amount together with interest on unpaid amounts as shall be determined by the Treasurer of the Authority.
4. The obligations incurred under the said Agreement shall bear interest from a date specified therein, which date shall be determined by the Treasurer of the Authority and shall bear interest at a rate to be determined by the Treasurer of the Authority.
5. The Agreement shall be sealed with the seal of the Regional District and shall bear the signatures of the Chairperson and Director of Finance.
6. The obligations incurred under the said Agreement as to both principal and interest shall be payable at the Head Office of the Authority in Victoria and at such time or times as shall be determined by the Treasurer of the Authority.
7. If during the currency of the obligations incurred under the said Agreement to secure borrowings in respect of San Pareil Water System (Fire Protection Improvements) Service Loan Authorization Bylaw No. 1647, the anticipated revenues accruing to the Regional District from the operation of the said San Pareil Water System (Fire Protection Improvements) Service are at any time insufficient to meet the annual payment of interest and the repayment of principal in any year, there shall be requisitioned an amount sufficient to meet such insufficiency.

8. The Regional District shall provide and pay over to the Authority such sums as are required to discharge its obligations in accordance with the terms of the Agreement, provided however that if the sums provided for in the Agreement are not sufficient to meet the obligations of the Authority, and deficiency in meeting such obligations shall be a liability of the Regional District to the Authority and the Regional District shall make provision to discharge such liability.
9. At the request of the Treasurer of the Authority and pursuant to Section 15 of the *Municipal Finance Authority Act*, the Regional District shall pay over to the Authority such sums and execute and deliver such promissory notes as are required pursuant to said Section 15 of the *Municipal Finance Authority of British Columbia Act*, to form part of the Debt Reserve Fund established by the Authority in connection with the financing undertaken by the Authority on behalf of the Regional District pursuant to the Agreement.
10. This bylaw may be cited as "San Pareil Water System (Fire Protection Improvements) Service Security Issuing Bylaw No. 1689, 2013".

Introduced and read three times this day of , 2013.

Adopted this day of , 2013.

CHAIRPERSON

CORPORATE OFFICER

Chairperson

Corporate Officer

CANADA
PROVINCE OF BRITISH COLUMBIA

AGREEMENT
REGIONAL DISTRICT OF NANAIMO

The Regional District of Nanaimo (the "Regional District") hereby promises to pay to the Municipal Finance Authority of British Columbia (the "Authority") at its Head Office in Victoria, British Columbia, the sum of _____ in lawful money of Canada, together with interest thereon from the _____, at varying rates of interest, calculated semi-annually in each and every year during the currency of this Agreement; and payments of principal and interest shall be as specified in the table appearing on the reverse hereof commencing on the _____, provided that in the event the payments of principal and interest hereunder are insufficient to satisfy the obligations of the Authority undertaken on behalf of the Regional District, the Regional District shall pay over to the Authority such further sums as are sufficient to discharge the obligations of the Regional District to the Authority.

Dated at _____ British Columbia, this ____ of _____, 20__.

IN TESTIMONY WHEREOF and under the authority of Bylaw No. cited as "San Pareil Water System (Fire Protection Improvements) Service Security Issuing Bylaw No. 1689, 2013", this Agreement is sealed with the Corporate Seal of the Regional District and signed by the Chairperson and the Director of Finance thereof.

Chairperson

Director of Finance

Pursuant to the *Local Government Act*, I certify that the within Agreement has been lawfully and validly made and issued and that its validity is not open to question on any ground whatever in any court of the Province of British Columbia.

Dated this ____ day of _____, 20__.

Inspector of Municipalities of British Columbia

REGIONAL DISTRICT OF NANAIMO

BYLAW NO. 1690

**A BYLAW TO AUTHORIZE TEMPORARY BORROWING
OF MONEY PENDING THE ISSUANCE OF SECURITIES
WHICH HAVE BEEN AUTHORIZED**

WHEREAS pursuant to Section 823.2 of the *Local Government Act* a regional district may, where it has adopted a loan authorization bylaw, borrow temporarily without further assents or approvals, from any person under the conditions therein set out;

AND WHEREAS by "San Pareil Water System (Fire Protection Improvements) Service Loan Authorization Bylaw No. 1647, 2011" ("Bylaw No. 1647"), the Board of the Regional District of Nanaimo was authorized to borrow upon the credit of the Regional District a sum not exceeding \$1,360,000.00 for the purpose of the San Pareil Water System (Fire Protection Improvements) Service capital upgrades;

AND WHEREAS the remaining authorized borrowing power under the said Bylaw No. 1647 stands at \$1,360,000.00;

AND WHEREAS the Board wishes to borrow temporarily before entering into long term debt;

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

1. The Board of the Regional District of Nanaimo is hereby authorized and empowered to borrow temporarily from any person or body corporate, sums not exceeding \$1,360,000.00 solely for the purposes specified in Bylaw No. 1647.
2. The form of obligations, to be given to the lender in acknowledgement of the liability of the said Regional District Board shall be a promissory note, or notes, bearing the Corporate Seal of the Regional District of Nanaimo and signed by the Chairperson and Director of Finance of the Regional District.
3. The proceeds from the sale of debentures or so much thereof as may be necessary shall be used to repay the money so borrowed.
4. This bylaw may be cited as "San Pareil Water System (Fire Protection Improvements) Service Interim Financing Bylaw No. 1690, 2013".

Introduced and read three times this day of , 2013.

Adopted this day of , 2013.

CHAIRPERSON

CORPORATE OFFICER



RDN REPORT	
CAO APPROVAL	
EAP	
COW	✓
OCT 01 2013	
RHD	
BOARD	

MEMORANDUM

TO: Geoff Garbutt, General Manager
Strategic & Community Development

DATE: September 30, 2013

FROM: Tom Armet, Manager
Building, Bylaw & Emergency Planning Services

FILE: CE201300176

SUBJECT: 3272 Roper Road - Electoral Area "A"- Building and Zoning Contraventions (Update)

PURPOSE

To obtain Board direction regarding the enforcement of Regional District of Nanaimo regulations relating to the operation of a business and construction of related structures on the subject property.

BACKGROUND

Following a number of public complaints, Regional District Bylaw Enforcement Staff conducted an investigation regarding the business use of the subject property. It was determined that the owner of the property is operating a business called "YellowPoint Gardens" for hosting special events, weddings, receptions as well as rental accommodation in a second dwelling. The business activities are advertised on various websites.

The 2 hectare property (see map, Attachment No. 1) is zoned Rural 4 (RU4) pursuant to *Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987* which does not permit a second dwelling or the type of business activities being advertised and conducted on the property. Several structures including 2 covered decks and pergolas were constructed without building or development permit approvals. A fully contained dwelling unit was constructed above a detached garage, also without permits. Photos of these structures, rental accommodation and samples of online advertising are shown in Attachment No.2 of this report.

Additionally, the property is subject to Farm Land Protection, Watercourse & Fish Habitat Protection, and Yellow Point Aquifer Protection Development Permit Area requirements pursuant to *Regional District of Nanaimo, Electoral Area 'A' Official Community Plan Bylaw No. 1620, 2011*. The construction of decks and the significant land alteration adjacent to a designated watercourse was undertaken without the required approvals.

Correspondence outlining the bylaw contraventions and instructions to comply with regulations was delivered to the property owner who failed to respond. Further correspondence delivered by the RDN Solicitor also went unanswered. To date, the owner has not responded to Staff or Solicitor requests to engage in resolving these matters and continues to operate the business and rental accommodation in contravention of Regional District regulations.

At the September 10th Committee of the Whole, this matter was tabled to the October Committee of the Whole meeting to provide the property owner sufficient time to discuss these matters with staff. The owner subsequently contacted staff and agreed to an inspection of the property which was conducted on September 24, 2013.

In addition to the previously noted building bylaw contraventions, it was observed that several other structures and buildings had been built without permits. These include a studio building (approx. 20'x30'), gazebo, chicken coop and an addition to the two level garage building (see photos, Attachment No 3). In total, there are six (6) structures and buildings constructed without permits. Staff is continuing to work with the owner however it is unknown at this time when or if the owner will make the appropriate permit applications to bring the property into compliance with RDN regulations.

In accordance with Section 57 of the *Community Charter*, the property owner must be given the opportunity to appear before the Board to respond to the observations and recommendations of staff regarding matters relating to the contravention of regulations. The Board may then consider a resolution that directs the Corporate Officer to file a Notice on the title of a property that results from the contravention of a bylaw, a Provincial building regulation, or any other enactment that relates to the construction or safety of buildings or other structures or work that was carried out without the necessary permit(s). In the event that the property is listed for sale, a Notice on title provides a means for disclosure of the contraventions to prospective purchasers or others having an interest in the property.

ALTERNATIVES

1. Register a Notice of Bylaw Contravention on the title and take further enforcement action as may be necessary.
2. Take no further action in this matter.

FINANCIAL IMPLICATIONS

There are no financial implications for the RDN in the registration of a Notice on title. Once the bylaw contraventions are corrected, the property owner may apply to have the Notice removed upon payment of a \$500 fee in accordance with *Building Regulations Fees and Charges Bylaw No. 1595, 2010*. Should it become necessary to pursue legal action, a Court Order will be required to either remove the structures or compel the owner to comply with building and zoning regulations. The cost of obtaining such an Order can reach several thousand dollars and if challenged by the owner, the costs could escalate further. If successful the RDN may recover a portion of legal costs.

CONCLUSION

The subject property is being used for the operation of a business that hosts special events and vacation rental accommodation contrary to Regional District zoning regulations. An existing detached garage was converted to a dwelling unit and decks and pergolas were constructed, without development and building permit approvals. These non-permitted structures and dwelling unit are being used in conjunction with the business and, despite efforts by Staff and the RDN Solicitor the business continues to operate in contravention of RDN regulations. Accordingly, Staff recommends proceeding with the

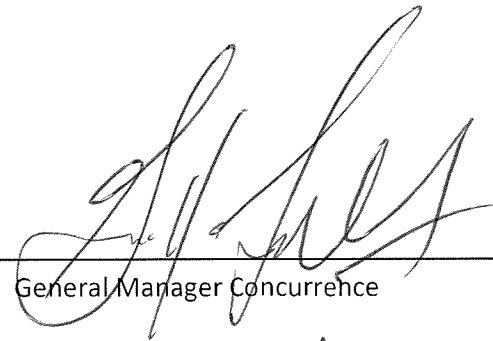
registration of a Notice on Title and further enforcement action as may be necessary to bring the property into compliance with regulations.

RECOMMENDATION

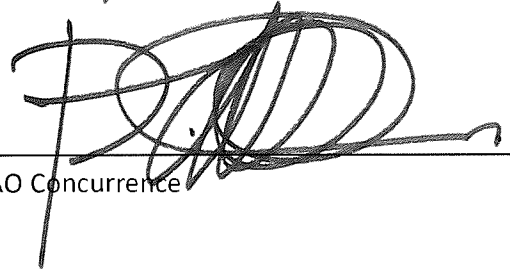
That staff be directed to register a Notice of Bylaw Contravention pursuant to Section 57 of the *Community Charter* on the title of Lot 18, Section 2, Range 6, Cedar District, Plan 27748 (3272 Roper Road) and to take further enforcement as may be necessary to ensure the property is in compliance with *Regional District of Nanaimo Building Regulations Bylaw No. 1250, 2010* and *Regional District of Nanaimo Land Use and Subdivision Bylaw No 500, 1987*.



Report Writer

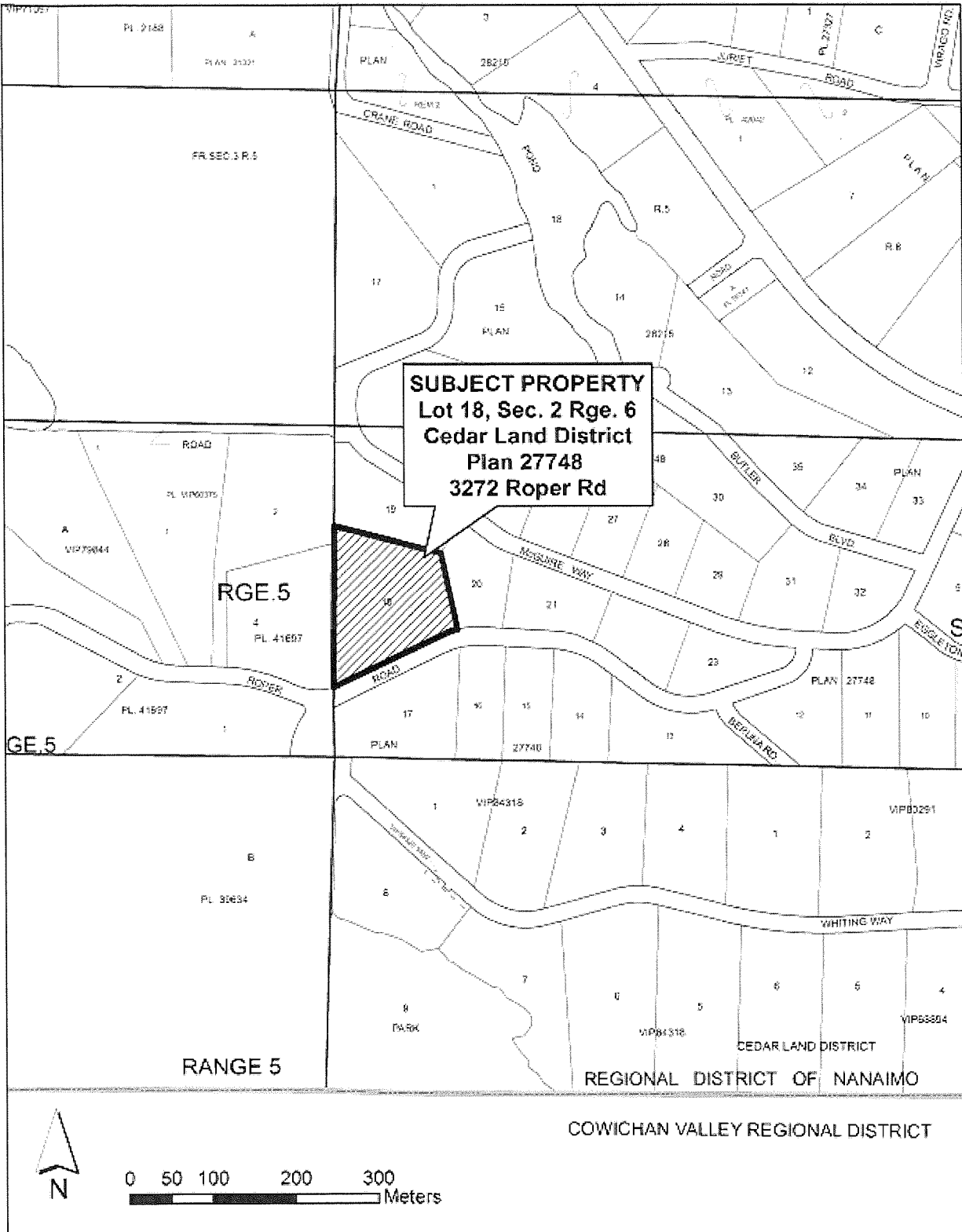


General Manager Concurrence

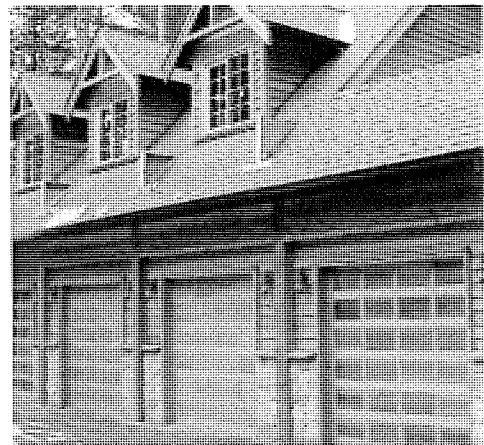
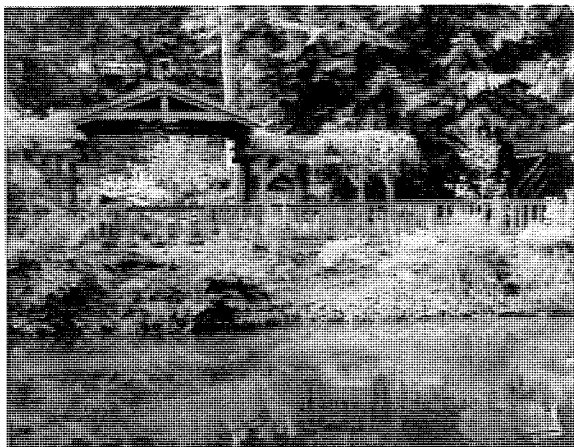
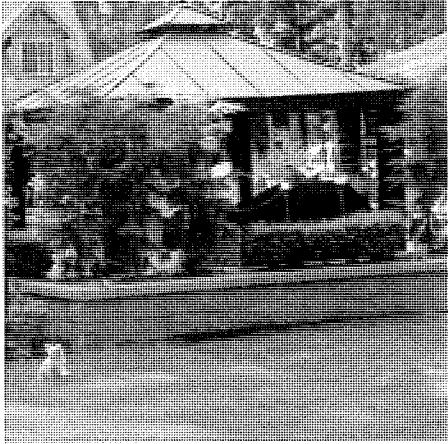


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Attachment No.1



Attachment No. 2




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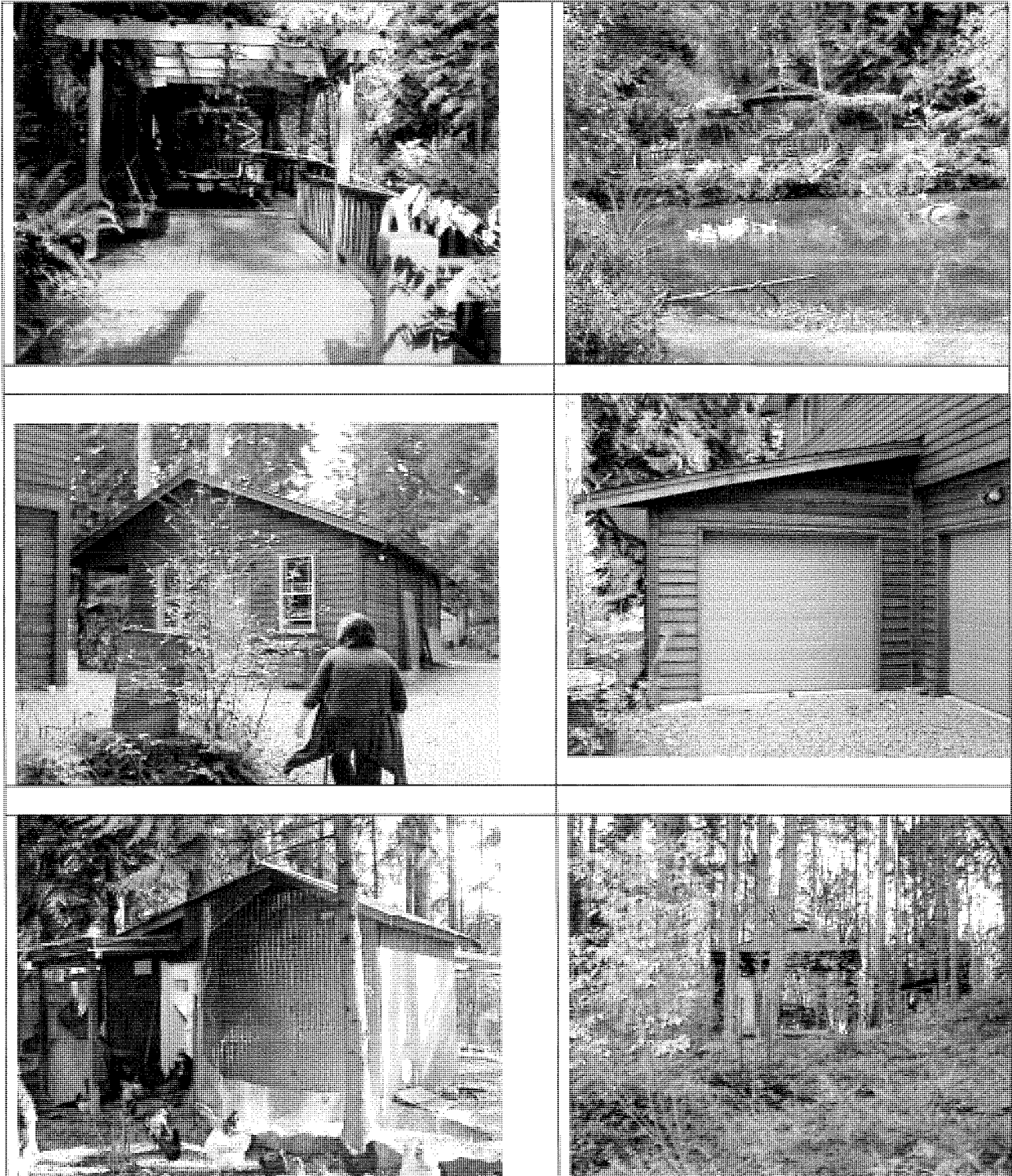
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Attachment No. 3 (September Photos)





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MEMORANDUM

TO: Geoff Garbutt
General Manager, Strategic and Community Development

DATE: September 30, 2013

FROM: Chris Midgley
Manager, Energy and Sustainability

FILE: 6750-01

SUBJECT: Nanoose Bay Community Signage Program

PURPOSE

To consider options for implementing a pilot integrated wayfinding and community signage program in Electoral Area 'E' (Nanoose Bay).

BACKGROUND

At the Northern Community Economic Development (NCED) Select Committee meeting held April 9th, 2013, the committee received an application from Nanoose Community Services (NCS) for an integrated wayfinding and community signage program for Nanoose Bay. The proposal requested \$19,000 in NCED funding to develop a comprehensive signage program to address the lack of adequate signage in and around Nanoose Bay. In the words of the applicant, this lack of signage "limits the ability of visitors, emergency personnel, service workers and others to locate the community, its neighbourhoods and the business services that it offers."

Recognizing the importance of effective and informative signage as a local economic generator and a means to strengthen community identity and pride, the committee awarded the applicant \$5,000 to initiate the development of a comprehensive community signage program for Nanoose Bay.

With these resources, the NCS engaged the services of a sign designer/ manufacturer who produced the design for a sign, as shown in Attachment 1 to this report. The NCS further proposed that this sign occur in two locations, essentially at either end of Northwest Bay Road, at the gateway onto the western peninsula of Electoral Area 'E'. In both instances, the proposed location is on privately held land.

In July 2013, representatives of NCS approached the Regional District of Nanaimo (RDN) requesting an additional \$5,000 to produce and erect the two signs in the proposed locations. This was the first opportunity for the RDN to review progress of the NCS signage program, including the design of the signs and the proposed locations. Both the design and the proposed locations raised concerns.

While generally attractive, the signs incorporated the phrase 'Peninsula of Parks' into their design. This tagline raises concerns for several reasons. Firstly, a community identity and wayfinding signage program should reflect the community as a whole. Electoral Area 'E' consists of almost 75 square

kilometres of total land area, of which approximately 20 square kilometres is the peninsula. Thus the tagline 'Peninsula of Parks' is not truly representative of Electoral Area 'E'.

Secondly the tagline is the type of phrase that would emerge out of a branding exercise. In an of itself, this is non-controversial however there is no evidence that the exercise to develop the tagline 'Peninsula of Parks' involved any community members outside NCS. To have legitimacy, a community branding exercise should be a participatory exercise involving any members of the community wishing to contribute, including neighbourhood and business associations, the community of local artists and artisans, and residents at large. This is a necessary step in developing a community driven, community wayfinding and identity signage program.

The locations proposed for the two signs raise concerns as well. Reiterating the issue of broad representation of the community as a whole, locating the two signs on Northwest Bay Road is narrowly focused on the peninsula portion of Electoral Area 'E'. The proposed locations may be appropriate for signage within a community identity and wayfinding signage program, but not as the primary locations, nor the only locations. More appropriate is to develop an overall strategy with a full complement of locations identified, a hierarchy of sign types appropriate to those locations, and a timeline and budget to implement the strategy. This strategy does not yet exist.

Regarding signs on private parcels, it is apparent that this was intended to avoid the process of applying for signage through the Ministry of Transportation and Infrastructure (MOTI). MOTI is responsible for administering signage programs on rights-of-way in unincorporated areas, and has stringent policies governing the nature of signage programs within provincial rights-of-way. Locating signs on private land would avoid these constraints.

However locating the signs on private parcels presents its own set of challenges. While community identification and wayfinding signage appears consistent with "Regional District of Nanaimo Sign Bylaw No. 993, 1995", such signs could be subject to development and building permits, and would be subject to setbacks, likely distancing any signs on private parcels up to 8.0 metres from the boundary between the private parcel and the MOTI rights-of-way - already several metres beyond the edge of the actual roadway. As such, implementing a community signage program that relies on access to private land would yield a final result likely to meet with the dissatisfaction of local community members and organizations.

The fact that responsibility for signage in unincorporated areas lies with MOTI highlights a very real challenge for developing signage programs in the RDN's Electoral Areas. This is particularly true considering that a community identity and wayfinding signage program as proposed by the NCS and supported by the Northern Community Economic Development Select Committee does not fit neatly within any existing programs provided by MOTI. Nevertheless, since meeting with NCS in July of this year, staff have opened communication with MOTI staff, initiating the process of determining an ideal way forward. This involves a collaborative approach working with MOTI, rather than a unilateral approach aimed at circumventing MOTI.

Thus far, discussions have proceeded slowly. MOTI is revising its policies relating to signage across the province, and are not willing to share future policy direction publicly. Therefore it is not possible to determine whether a community identity and wayfinding signage program as envisioned for Electoral Area 'E' could occupy provincial rights-of-way. One eventuality that has been made clear to MOTI staff is that rejecting a community signage program outright will undermine MOTI aspirations for cleaner, more consistent and consolidated signage by encouraging the proliferation of signage on private lands.

Presently, MOTI staff have signaled a willingness to explore alternatives, and by this report, staff are seeking Board authorization to proceed to work with MOTI to develop and implement a pilot program for community signage in unincorporated areas, using RDN Electoral Area 'E' as a pilot community. Working with local community members and organizations will provide the foundation for such a program.

ALTERNATIVES

1. That the Board support the use of Community Works Funds allocated to Electoral Area 'E' in the amount of \$30,000 for the purpose of developing and implementing a pilot community signage program for Electoral Area 'E' (Nanoose Bay), and that staff be directed to correspond with the Minister of Transportation and Infrastructure on the importance of community signage programs in unincorporated areas.
2. Approve with amendments or provide alternate direction.

FINANCIAL IMPLICATIONS

Significant resources are necessary to develop and implement an integrated community identity and wayfinding signage program. Based on the need for broad community engagement and consultation, as well as funds to design, manufacture and erect signs, it is estimated that \$30,000 be allocated to this process. This excludes staff time dedicated to coordinating the process.

It is possible to access resources in this amount through the Community Works Fund apportioned to Electoral Area 'E'. Present estimates show that \$413,510 is available for eligible projects in Electoral Area 'E'. The community signage program is considered an eligible project in the capacity building category on the grounds that it would strengthen implementation of the Regional Growth Strategy and the local Official Community Plan by encouraging greater awareness of local rural village centres and the businesses and community amenities located there. With the use of resources from the Community Works Fund, no funds would be requisitioned from the taxpayer.

Ongoing costs relating to maintenance, repair or replacement of installed signage would likely be borne by Electoral Area 'E' taxpayers. This amount has not been determined but as part of the process, advice from RDN Parks Services staff will inform an appropriate amount to reserve, based on their experience. Requisitioning these revenues poses a challenge given that there is no present function within the regional district relating to community signage. Determining how to raise ongoing costs relating to maintenance and repair would form part of the proposed pilot project.

STRATEGIC PLAN IMPLICATIONS

Generally, a community signage program in Electoral Area E supports the strategic priorities of self-sufficiency, regional collaboration and economic viability. Addressing the desire to develop a signage program that highlights local communities and neighbourhoods encourages greater awareness about one's Electoral Area, and the amenities located there. The result will be a more cohesive community understanding about Nanoose Bay. As a collaborative exercise with MOTI, RDN staff will work to develop a project that is mutually beneficial for the RDN and the Province, and potentially lay the foundation for future projects in other Electoral Areas.

SUMMARY/CONCLUSIONS

At the Northern Community Economic Development (NCED) Select Committee meeting held April 9th, 2013, the committee awarded \$5,000 to Nanoose Community Services (NCS) to initiate an integrated wayfinding and community signage program for Nanoose Bay. With those resources, NCS proceeded to develop a design for two signs that would be erected on private land at either end of Northwest Bay Road. Recognizing that they did not have the resources to manufacture and install the two signs, NCS contacted RDN staff requesting an additional \$5,000.

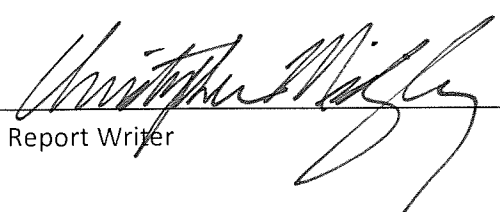
Upon receiving the request for additional funds, it became clear that design of the sign and the proposed locations presented challenges. The proposed locations were narrowly focused on the peninsula portion of Electoral Area 'E', and on private land. A community based signage program should be inclusive of the community as a whole, therefore additional or alternative locations are necessary, and the proposal to locate the signs on private lands would require adherence to "Regional District of Nanaimo Sign Bylaw No. 993, 1995", including applications for development and building permits, and consideration of setbacks from property lines. This approach is likely to produce a result that is unsatisfactory to the community.

The Ministry of Transportation and Infrastructure has jurisdiction over road rights-of-way in unincorporated areas, and applies very stringent policies regarding signage. A community identity and wayfinding signage program does not fit neatly with MOTI policies, however MOTI staff have signaled a willingness to consider a more collaborative approach for Electoral Area 'E'. RDN staff have stressed that doing so presents the opportunity for a mutually beneficial process that meets the needs of both organizations, while avoiding a worst case scenario for both organizations, namely the proliferation of signage on private land. It remains to be seen whether the MOTI will actually be receptive to the community's wishes for a signage program, but to proceed efficiently, a clear strategy is necessary.

Funding the development and implementation of such a strategy is possible through the Community Works Fund, both in terms of eligibility and availability of adequate resources, should the project be endorsed by the Area Director, and supported by the Regional District of Nanaimo Board of Directors.

RECOMMENDATIONS

1. That the Board support the use of Community Works Funds allocated to Electoral Area 'E' in the amount of \$30,000 for the purpose of developing and implementing a pilot community signage program for Electoral Area 'E' (Nanoose Bay); and
2. That staff be directed to correspond with the Minister of Transportation and Infrastructure on the importance of community signage programs in unincorporated areas.

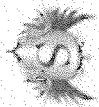

Report Writer


General Manager Concurrence

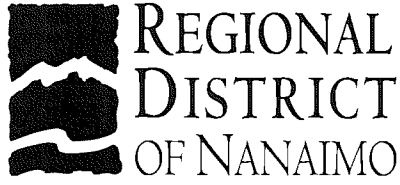

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Attachment 1 Sign Design

- Signs at 48"x72"x3" thick HDU single sided
- Letters to be incised
- Tree to be 3 dimensional profiled
- Posts are 10"x10" cedar with natural stain
- Brackets are aluminum powder coated black hardware is all galvanized
- Overall height of sign is 72"
- Overall width of sign system is 98"
- Proposed clearance of grade is 18"
- Posts to be secured in ground with concrete



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MEMORANDUM

TO: Paul Thompson
Manager of Long Range Planning

DATE: September 27, 2013

FROM: Lisa Bhopalsingh
Senior Planner

FILES: PL2011-060

SUBJECT: Status Update Regional Growth Strategy (RGS) and Official Community Plan (OCP) Amendment Application No. PL2011-060 – Baynes Sound Investments Ltd.
Lot A, District Lots 1 and 86, Newcastle District, Plan 48840;
Lot B, District Lots 1 and 86, Newcastle District, Plan 38643;
Lot C, District Lot 86, Newcastle District, Plan 38643, Except That Part in Plan VIP52642 Electoral Area ‘H’

PURPOSE

To update the Board on the status of information requested for Regional Growth Strategy (RGS) and Official Community Plan (OCP) Amendment Application No. PL2011-060 and to consider alternatives for next steps in the application review process.

BACKGROUND

On April 23, 2013, the Regional District of Nanaimo (RDN) Board supported a review of an application by Baynes Sound Investments Ltd (BSI) to amend the Electoral Area ‘H’ OCP and the RGS to create a new Rural Village Centre in Deep Bay (see Map in Attachment 1). As part of the application review process, the RDN Board adopted a Consultation Plan on July 23, 2013. Implementation of the Consultation Plan was contingent upon “receipt of outstanding information” by the Applicant’s selected date of July 31, 2013.

Prior to the August 27th Board meeting, RDN staff took part in a teleconference with the applicant on August 16th to advise them that should they not provide the requested information in support of the application by September 19th that the RDN Board would consider withdrawing its support to proceed with the RGS amendment. Confirmation in writing of what was discussed during the teleconference was subsequently sent to the applicant.

On August 27, 2013, the RDN Board received a staff report noting the Applicant’s failure to meet their July 31, 2013, deadline for provision of outstanding information. The staff report summarized the information received and identified whether or not it was adequate. The report concluded that much of the requested information was either missing or inadequate. The RDN Board subsequently adopted the following motions:

That the Board not proceed with public consultation for Application No. PL2011-060 at this time and that should the process proceed, a new Consultation Plan with revised timelines be considered for approval.

That a deadline of September 19, 2013, be established for receipt of all required information to the satisfaction of the RDN for Application No. PL2011-060.

That the Applicant be advised that failure to provide all required information to the satisfaction of the RDN by September 19, 2013, will result in the Board reconsidering the application.

The purpose of this report is to provide the Board with an update on the information submitted as of September 19, 2013. This includes a preliminary evaluation of whether or not the information appears to meet RDN requirements. Depending upon Board direction, a more detailed evaluation of all the information provided by the Applicant will be conducted. A letter was sent to the applicant advising them of the Board resolutions on August 28th.

Although the RDN received most of the requested outstanding information by September 19, 2013, the Applicant was not able to provide the following key information:

- Confirmation of water service from the Deep Bay Improvement District (DBID) for household use and fire protection.
- Confirmation of a railway crossing to facilitate highway access to the proposed development.

Based on a very preliminary review, most of the information received appears to be adequate (see Attachment 2). While rail access is important, lack of water confirmation remains a major issue for moving forward with this review process.

Confirmation of water service is an essential part of the RDN's due diligence for considering a change of this magnitude to the RGS and Area 'H' OCP. This information is also of great importance to the public consultation process. Since September 19, 2013, the RDN has received confirmation that the DBID requires the Applicant to pay for additional field tests and studies in order for them to have enough information to confirm ability to service the proposed development. Based upon recommended timing for conducting aquifer field tests along with other monitoring studies, it will likely take at least a year for the Applicant to provide DBID with this information.

Following the September 19, 2013, deadline, the RDN received written confirmation that the DBID is requiring further information and detail from the Applicant in order to determine impacts on the response capacities of the Deep Bay Volunteer Fire Department. It is understood that the DBID intend to first confirm water for fire protection prior to addressing fire response capacity. A substantial amount of time and effort involving both the Applicant and the RDN to work with the Island Corridor Foundation (ICF) as well as other stakeholders is also needed to determine the likelihood of providing a rail crossing to the proposed development.

Since the decision to support a review of the application, the Board has received numerous presentations and written submissions from residents for Electoral Area 'H'. The RDN Board indicated at its meeting of August 27, 2013, that failure to meet the deadline of September 19, 2013, will result in the RDN Board reconsidering support of the application.

ALTERNATIVES

1. Withdraw support for a review of Application No. PL2011-060 and not allow it to proceed through the process to amend the RGS and Area 'H' OCP and:

- a. Discuss options with the Applicant about developing the site consistent with the RGS and Area 'H' OCP.
 - b. Work with Vancouver Island University (VIU) to explore creative alternatives that support the objectives of the Deep Bay Marine Field Station. This includes working with ICF, VIU, Ministry of Transportation and Infrastructure (MoTI) and the Applicant to find a solution to improve access to the Deep Bay Marine Field Station through a rail crossing allowing access from Highway 19A.
2. Continue to support the review of Application No. PL2011-060 and postpone public consultation until all the required information is provided to the satisfaction of the RDN, and once information is provided:
- a. Conduct a detailed assessment of all the information provided for Board review.
 - b. Develop a new Consultation Plan with a revised timeline for approval by the Board.

FINANCIAL IMPLICATIONS

This section addresses financial implications for the RDN relating to the alternatives presented above.

Alternative 1

This alternative would have the least costs to the RDN in the immediate and long term. This would enable staff resources to be redirected back to the 2013 Long Range Planning work plan items. This alternative also allows for the RDN to work with the Applicant to explore options for developing the subject property within the parameters of existing RDN Bylaws. The interests of VIU's Deep Bay Marine Field Station can also be addressed through further discussions with RDN staff. This includes working with the ICF and MoTI to resolve access to the subject property and the Deep Bay Marine Field Station.

Alternative 2

This alternative has the greatest financial impact in both the short term and long term. As the Electoral Area Planning Committee (EAPC) chose to sponsor the application, the RDN incurs all costs not covered by application fees related to processing the bylaw amendments. As outlined in the March 27, 2013, staff report, processing an application to amend the RGS requires a significant amount of staff time. This is particularly the case for a major amendment where public interest is high.

To date a substantial amount of staff time has been spent on processing this application and should the process continue, it is evident that ongoing delays in receiving the required information will result in ever increasing costs to the RDN in staff time and resources not covered by the application fees.

Should the Board proceed with this alternative, RDN staff will have to provide the Board with a revised Consultation Plan and a detailed assessment of all the information submitted by the Applicant. Staff propose that a revised consultation plan be provided to the Board only after the RDN has received all outstanding information. This will prevent added costs involved with having to continually revise the Consultation Plan in the event that the Applicant cannot provide information by a set date.

LAND USE AND SUSTAINABILITY IMPLICATIONS

The March 27, 2013, staff report provides a detailed discussion of the implications for land use, sustainability, the environment, and servicing that provides a solid background to this report. This report is provided in Attachment 3. Since March 27, 2013, the Applicant has provided additional information that shows how the proposed development will address impacts on the aquifer and watershed function and that wastewater treatment and disposal is feasible within Provincial regulations that address the environmental impacts of wastewater.

The Applicant has provided a revised layout to accommodate the location of a wastewater treatment plant and dispersal fields. The revised layout also shows proposed boundary adjustments related to discussions with adjacent property owners. No changes to the number of residential units or RV lots have been made as a result of the revised layouts. However, there have been modest reductions in the proportion of land designated as Open Space/Park.

Based on a preliminary review of the additional information staff still concur with the conclusion in the March 27, 2013, staff report that:

“There is no currently demonstrable evidence that a development of this scale with wastewater treatment will have less impact on the environment (including marine ecosystems) than the level of development currently allowed. Particularly given the existence of a variety of policies and legislation to ensure that currently allowed land uses adhere to measures to mitigate impacts on the environment including water quality. This includes the opportunity to amend the Area ‘H’ OCP to accommodate Alternative Forms of Development.”

It is believed that there is in fact the potential for the level of development allowed under existing regulations to have much higher environmental values and a lower impact on watershed function and the marine environment than the proposed traffic and footprint involved with 386 residential units and 292 RV lots.

Furthermore, concerns about improving access to neighbouring properties like the VIU Deep Bay Marine Station and emergency access and traffic reduction for the wider neighbourhood can be addressed as part of the standard land use and subdivision processes under existing regulations.

Should the Board continue to support the application, staff will provide a detailed assessment of the implications for land use, sustainability, the environment, and servicing once all of the requested information is received.

Public Consultation Implications

Since the Electoral Area Planning Committee meeting of April 9, 2013, the RDN Board has received numerous presentations and written submissions from Area ‘H’ residents. This includes a total of 50 submissions/presentations made by 22 people (this excludes presentations and submissions by the applicant). The Board also received 268 responses to a questionnaire handed out by an Area ‘H’ resident between April and July 2013. The majority of respondents indicated that they were not in support of the proposed development.

Consistent with legislative requirements, the Board adopted a Consultation Plan on July 23, 2013. Following the Applicant's failure to provide information needed for consultation by their selected date of July 31, 2013, the Board made a motion on August 27, 2013, to not proceed with public consultation and provide the Applicant with a new deadline of September 19, 2013. It was made clear that should the process continue that, a new Consultation Plan with revised timelines be considered for approval. As per Board direction, the applicant was immediately advised *"that failure to provide all required information to the satisfaction of the RDN by September 19, 2013, will result in the Board reconsidering the application"*.

The Applicant has failed to meet the extended deadline of September 19, 2013, to provide all outstanding information. Either allowing the Applicant another extension or attempting to proceed with the public consultation in the absence of key information is likely to cause frustration on the part of community members. Proceeding with incomplete information is not considered a viable option and will lead to increased costs for the RDN associated with having to repeat consultation activities as information becomes available.

Should the RDN Board wish to provide the Applicant with an unlimited time frame for submitting information then a new Consultation Plan would have to be drafted once it is confirmed that all the information needed for consultation has been received.

SUMMARY/CONCLUSIONS

The Applicant for the RGS and OCP amendment application in Deep Bay has not met the revised deadline of September 19, 2013, to provide all outstanding information. Based on a preliminary review most of the outstanding information submitted appears to be adequate. However, confirmation of water and fire protection services from DBID remains outstanding. This is the one of the most critical elements for the RDN's due diligence in considering an application that involves a major change to the RGS and Area 'H' OCP.

The DBID have indicated that they need further information based on additional testing and field study in order to determine whether or not they can confirm service for the proposed development. Due to the need for suitable groundwater testing conditions, it appears likely that it will be at least a year before the Applicant is able to supply additional groundwater information required by DBID.

The Applicant has also been unable to provide confirmation that a railway crossing from the ICF is supported. Gaining ICF confirmation of a railway crossing is likely to involve a significant amount of time and resources on the part of the RDN and the Applicant involving a broader region-wide approach to crossings.

To date, the RDN has spent a significant amount of time and resources related to this application. The majority of these costs are not recoverable. Costs involved with reviewing this application are high and will continue to increase with ongoing delays in receiving key information as well as with proceeding with the application in general.

The interests of Vancouver Island University's adjacent Deep Bay Marine Field Station have been raised in relation to this application. It is emphasized that these interests along with other community interests (including alternate highway access, marina parking and desire for a high level of protection of

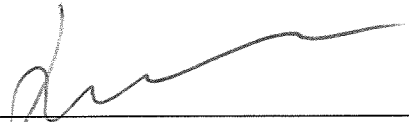
the marine environment) can be addressed through other processes and through existing RDN regulations and policies that allow for a number of creative solutions to be applied.

As per Board direction, the Applicant was advised *“that failure to provide all required information to the satisfaction of the RDN by September 19, 2013, will result in the Board reconsidering the application”*.

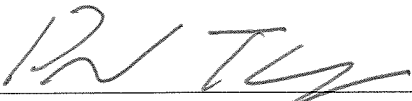
In light of the information presented in this report staff recommends the Board choose Alternative 1.

RECOMMENDATIONS

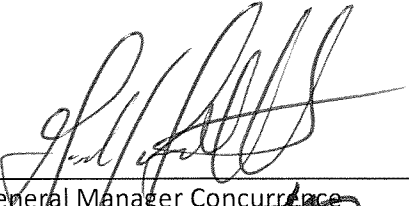
1. That support for a review of Application No. PL2011-060 be withdrawn and the application not be allowed to proceed through the process to amend the RGS and Area 'H' OCP.
2. That staff be directed to discuss options with the Applicant about developing the site consistent with RGS and OCP direction.
3. That staff be directed to work with Vancouver Island University to explore creative alternatives that support the objectives of the Deep Bay Marine Field Station. This includes working with ICF, VIU, MoTI and the Applicant to improve access to the Deep Bay Marine Field Station.



Report Writer



Manager Concurrence

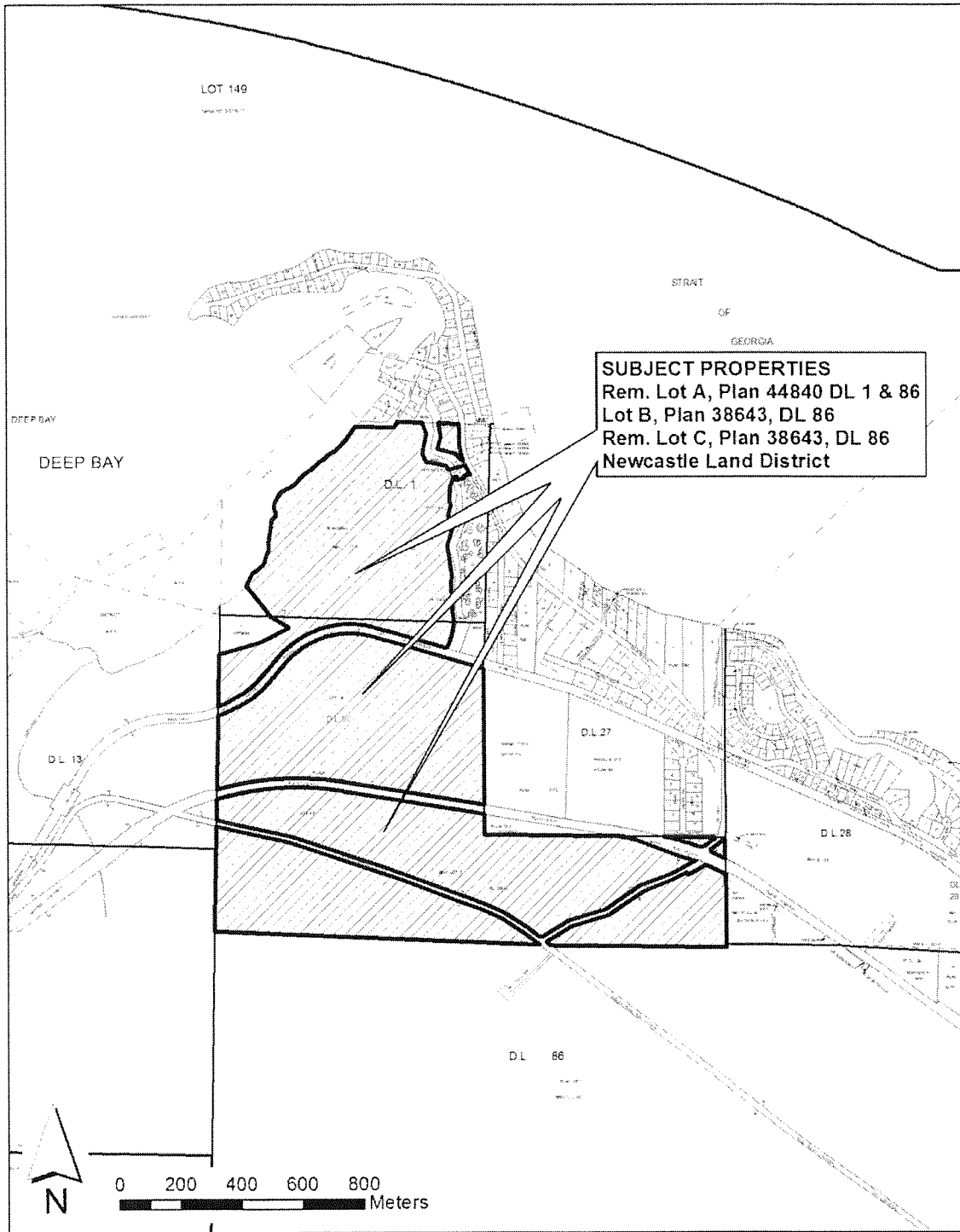


General Manager Concurrence



CAO Concurrence

Attachment 1
Location of Subject Properties in Deep Bay Development Proposal



Attachment 2
Status and Preliminary Evaluation of Requested Information as of September 19, 2013*

*For information considered adequate prior to September 19, 2013, please refer to the Staff Report dated August 15, 2013 (as considered by the RDN Board on August 27, 2013)

Information Requested	Status – September 19, 2013 and Adequacy for Proceeding with Public Consultation
<p>1. A land inventory demand and supply analysis that shows there is a need to include additional land inside the Growth Containment Boundary (GCB).</p>	<p>Received Aug 6, 2013, (with minor revisions submitted in a document received September 19, 2013) <i>RDN Capacity Review & Deep Bay Impact Study, G.P. Rollo & Associates, September 2013</i></p> <p>Adequate The study does provide a residential land inventory demand and supply analysis. However, staff have concerns with the methodology used and concluded that it fails to provide justification for a new village centre.</p>
<p>2. An analysis of the potential impacts from the proposed development on the development of land inside GCBs located elsewhere in the region. In particular those Rural Village Centres (RVC) in Electoral Area 'H' and the Urban Areas of Parksville and Qualicum Beach.</p>	<p>Received Aug 6, 2013, (with minor revisions submitted in a document received September 19, 2013) <i>RDN Capacity Review & Deep Bay Impact Study, G.P. Rollo & Associates, September 2013</i></p> <p>Received September 19, 2013 <i>Deep Bay Commercial and Tourism Market Analysis & Impact Study, G.P. Rollo & Associates, September 2013</i></p> <p>Adequate The Capacity Review and Impact Study presents the potential impacts from the proposed development on other lands within the GCB from a housing perspective, forecasting a low impact from the proposed development. As noted above staff do not agree with the methodology used.</p> <p>The Commercial and Tourism Market Analysis addresses the anticipated impacts of the proposed development on surrounding retail/commercial businesses focusing on a 10 minute drive time trade area which includes the Bowser RVC. The study concludes that the development would have limited impact on existing retail/commercial in the Oceanside Area including Electoral Area 'H'.</p> <p>The need for another RV park is also discussed and the study anticipates no negative impacts of this land use on other RV parks in the Oceanside Area. This conclusion is</p>

	<p>based partly on anticipating that the proposed RV resort will meet demand for RV's that cannot be accommodated by existing RV parks. The study notes that these findings are based on qualitative information.</p> <p>Based on a preliminary review, staff have concerns about the strength of the analysis due to:</p> <ul style="list-style-type: none"> • Information provided by the same Consulting Company in the RDN's Rural Village Centres Study in January 2013 that indicates that any new commercial development in Deep Bay will have negative impacts on Bowser. • Lack of information on the retail/commercial businesses anticipated in the development that may compete with similar businesses in nearby Area H Rural Village Centres like Bowser. • Reliance on anecdotal information due to lack of quantitative data for RV accommodation demand.
<p>3. Additional information on the method of sewage treatment and wastewater disposal including more detail on the location of facilities and the measures that will be taken to protect the aquifer, surface water and the marine environment. An environmental impact assessment as recommended in the feasibility report.</p>	<p>Received Aug 6, 2013 <i>Wastewater Management Preliminary Feasibility Report-Draft</i> by Mangat Environmental Solutions, dated July 31, 2013 Revised document received September 19, 2013 <i>Wastewater Management - Feasibility Report</i>, Mangat Environmental Solutions, dated September 19, 2013</p> <p>Adequate Based on a preliminary review, the applicant appears to have addressed most of the concerns identified by RDN staff report presented to the Board on August 27, 2013.</p> <p>The Applicant presents two options for wastewater treatment. Option 1 involves an onsite treatment plant and ground discharge for the subject property, with provision for tie in for 72 existing homes on the Deep Bay Spit and 30 existing units in a neighbouring strata development. Option 1 is the focus of the revised report given the uncertainty involved with pursuing Option 2 as described below.</p> <p>Option 2 involves a combined treatment system with properties in Option 1 and others in the Bowser Village Centre. This option involves an off-site wastewater</p>

	<p>treatment plant and marine disposal. The report indicates that there would be some cost savings involved in Option 2 but indicates that the logistics of a combined system are unclear due to a number of factors out of the Applicant's control. This includes the RDN getting commitment from Bowser stakeholders and securing funding, confirming access to land for a combined system and, uncertainty about the timing to address all of these factors.</p> <p>Preliminary 'screening' level Environmental Impact Studies (EIS) are presented for both options. The assessment for Option 1 indicates that it would be feasible to do onsite ground disposal that would meet the requirements of the Municipal Wastewater Regulation (MWR). The MWR includes a variety of requirements aimed at protecting the environment including ground and surface water.</p> <p>The EIS for Option 2 indicates that it would be feasible to have a marine outfall that would meet the requirements of the MWR. It should be noted that this EIS is not conducted in as much detail due to the focus on Option 1 for the reasons described earlier.</p> <p>It should be noted that as a result of the change in approach to an onsite wastewater treatment and ground disposal system, the proposed development layout has been adjusted and a revised layout submitted to the RDN.</p>
<p>4. A report on the measures that will be taken and the potential impacts of the development on watershed function including recharge capacities and surface runoff.</p>	<p>Received September 19, 2013 <i>Deep Bay Development Stormwater Management Report</i>, Newcastle Engineering Ltd., September 2013</p> <p>Adequate This report replaces information in the <i>Wastewater Management Preliminary Feasibility Report-Draft</i> by Mangat Environmental Solutions, dated July 31, 2013 (received August 6, 2013).</p> <p>Based on a preliminary review, this report provides a specific stormwater management approach for the proposed development. This includes identifying and quantifying potential impacts on the subject aquifer resulting from the proposed development. The report details the measures that will be taken to address these</p>

	<p>impacts. It presents a stormwater management system to "recharge groundwater and maintain watershed function at their current status within the project site". It also addresses protection of stream beds from erosion due to heavy rainfall and potential impacts on downstream shellfish beds.</p>
<p>5. An evaluation of the impacts of the proposed development on the provision of emergency services.</p> <p><u>NOTE</u> - This report needs to include: an evaluation of the impacts on community vulnerability to disasters and impacts upon the provision of emergency services; (as per RGS Policy 4.3)</p>	<p>Received September 19, 2013 <i>Emergency Impacts Due to Deep Bay Development – Rev. B</i>, by Boulevard Transportation Group, dated September 19, 2013</p> <p>Not Adequate This report replaces the letter from Boulevard Transportation Group dated July 22, 2013, and received by the RDN August 6, 2013. The updated report is greatly improved in terms of what was originally expected (by identifying relevant hazards, some expected impacts and some mitigation of risks particularly for interface fire).</p> <p>The main reason that this report is deemed inadequate is that, there is no confirmation of the anticipated impacts of the proposed development on the response capacity of Emergency support services with fire service being of great significance.</p> <p>Of particular importance is a decision made by the Deep Bay Improvement District (DBID) Board on September 18, 2013, that "there is not currently sufficient information to provide written confirmation of water availability for the proposed development". This includes water for fire protection.</p> <p>Confirmation of this decision was received by e-mail on September 19, 2013, and followed up with further correspondence from DBID received on September 24, 2013, indicating that "there is not currently sufficient information or detail regarding the proposed development to be able to determine any impacts on the response capacities of the Deep Bay Volunteer Fire Department at this time".</p>

<p>6. An inventory of aggregate deposits within the subject properties.</p> <p>Note: the Applicant is not proposing mining of aggregates. The request for aggregate information is part of the RGS requirements for GCB expansions and a requirement of the LGA to maintain access to known sources of aggregates.</p>	<p>Received Aug 6, 2013 <i>Preliminary Aggregate Survey Report, July 30, 2013, Lewkowich Engineering & Associates Ltd.</i></p> <p>Update Received September 18, 2013 <i>Preliminary Aggregate Survey Report, September 9, 2013, Lewkowich Engineering & Associates Ltd.</i></p> <p>Adequate The report provides an inventory of the aggregate deposits on the subject properties and provides a clear recommendation about whether or not the deposits should be mined. Based on their preliminary studies the report concludes that <i>“given the nature of the material found, the anticipated shallow groundwater table, and the potential risk of aquifer contamination, it would not appear that mining these parcels of land is economically feasible or environmentally prudent.”</i></p>
<p>7. Confirmation that the Ministry of Transportation and Infrastructure (MOTI) will accept the proposed connection to Highway 19A.</p>	<p>Received July 4, 2013</p> <p>Adequate MOTI e-mail confirms acceptance of the proposed connection to Highway 19A at the location identified, and site data included in the <i>Traffic Impact Assessment for Deep Bay Development on Highway 19A</i>, January 14, 2011, Boulevard Transportation Group.</p>
<p>8. Need written confirmation that Deep Bay Improvement District (DBID) can provide water and fire service for the proposed development.</p>	<p>Not Provided as of September 19, 2013</p> <p>Information on water and fire service is central to the review of this application and proceeding with public consultation. Water provision and impacts of the development on water supply is of high interest to community members.</p> <p>The DBID commissioned a Third Party Review of the Kala Geosciences Groundwater Feasibility Study provided to them by BSI. This review was done to assist DBID in responding to BSI’s June 2013 request for confirmation of water. The review prepared by Guiton Environmental Consulting (GEC) was presented to the DBID Board on September 18, 2013.</p> <p>Based on this report the DBID Board <i>“determined that there is not currently sufficient information to provide</i></p>

	<p><i>written confirmation of water availability for the proposed development and that additional field tests and studies will need to be conducted.”</i></p> <p>The GEC review indicates that there is a limited window of opportunity this year to conduct additional field tests. It is recommended that testing is done when groundwater levels are typically at their lowest towards the end of September/early October. Should field testing not be done this year then it would be another year for testing to take place under suitable conditions. There is also the suggestion that longer term well monitoring take place to understand the aquifer behaviour.</p> <p>Should DBID require these recommendations be met then it would be at least a year before they have the information they require to be able to consider BSI’s request.</p>
<p>9. Confirmation from Island Corridor Foundation (ICF) regarding Railway Crossing.</p>	<p>Not Provided as of September 19, 2013</p> <p>ICF have provided the Applicant with a letter dated September 3, 2013 indicating that they are <i>“very reluctant to grant railroad crossings”</i>. However, they indicate in this letter and subsequent correspondence with the Applicant that there is the possibility of the Applicant working with ICF and the RDN to identify “an existing crossing that could be removed” in exchange for granting one for the proposed development.</p> <p>It appears that moving forward on determining the possibility of ICF allowing a rail crossing could be a lengthy process involving substantially more work on the part of both the Applicant and also the RDN.</p>

Attachment 3
RDN Staff Report March 27, 2013



EAP	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
COW	<input type="checkbox"/>	<input type="checkbox"/>
APR 02 2013		
RHD	<input type="checkbox"/>	<input type="checkbox"/>
BOARD	<input type="checkbox"/>	<input type="checkbox"/>

MEMORANDUM

TO: Paul Thompson
Manager of Long Range Planning

DATE: March 27, 2013

FROM: Lisa Bhopalsingh
Senior Planner

FILES: PL2011-060

SUBJECT: Reconsideration of RGS and OCP Amendment Application No. PL2011-060 – Baynes Sound Investments
Lot A, District Lots 1 and 86, Newcastle District, Plan 48840; Lots B, District Lots 1 and 86, Plan 38643; Lot C, District Lot 86, Plan 38643
Electoral Area ‘H’

PURPOSE

To re-consider an application to amend the Regional Growth Strategy (RGS) and the Electoral Area ‘H’ Official Community Plan (OCP) to include a new Rural Village Centre (RVC) within the Growth Containment Boundary (GCB) for a proposed development in Deep Bay.

BACKGROUND

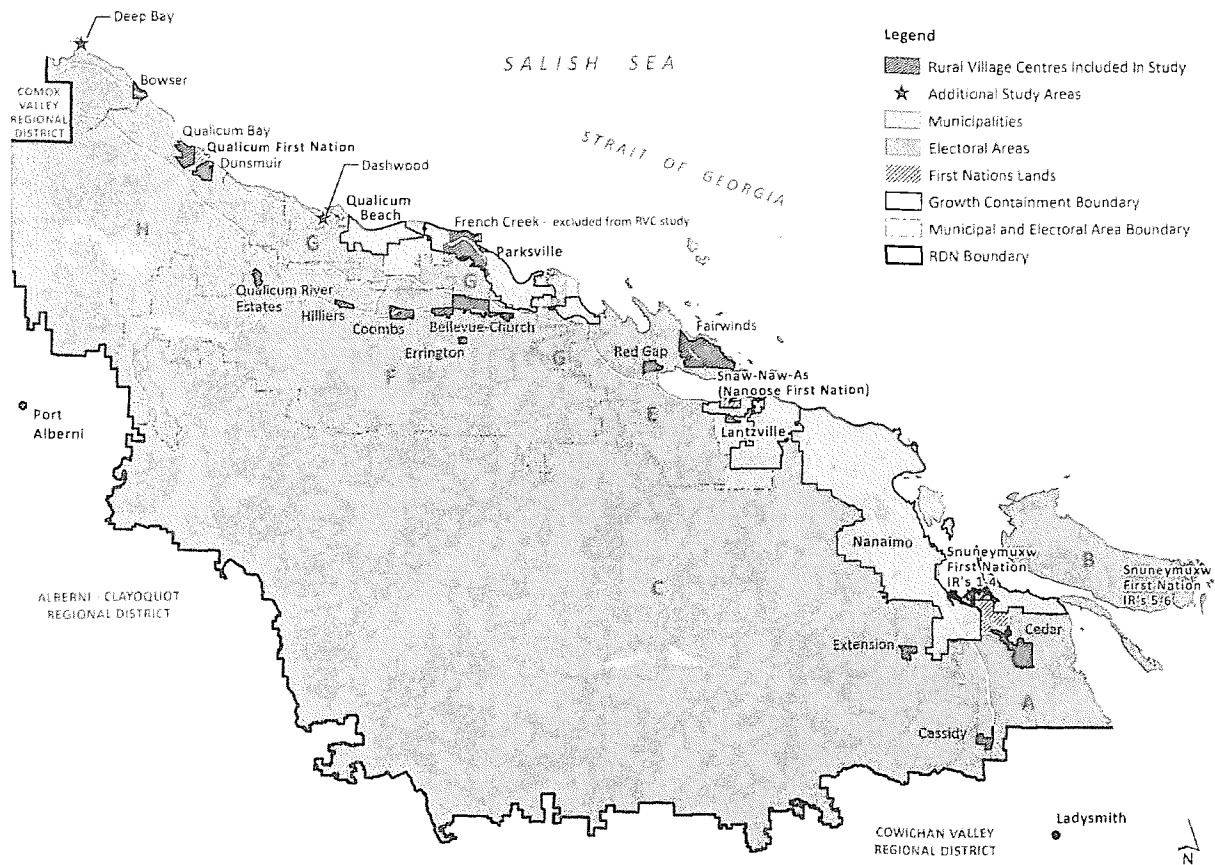
On October 4, 2011 the RDN Board considered an application for a development (see attachment 1 for subject property map) that requires amendments to the Area ‘H’ OCP and RGS to allow a new Rural Village Centre in Deep Bay. The designation of a new Rural Village Centre is necessary to support the density of development proposed for a resort community involving 76 ha of land. This includes a mix of 386 single and multi-family residential units, 6,975 m² of commercial land and 292 recreational vehicle spaces (see attachment 2 for concept plan). The RDN Board directed staff to include the proposal for a new Rural Village Centre in Deep Bay in a region-wide study of Rural Village Centres and put the application on hold pending completion of the study.

The Rural Village Centre study fulfills direction in the Regional Growth Strategy (Policy 4.11) by investigating concerns that some RVCs may never reach their intended function as mixed-use, compact, complete communities. This work will aid the Board and respective communities in prioritizing the investment needed to provide community water and sewer, and transit.

Including Deep Bay in the study allowed for the area to be considered objectively as part of a technical evaluation in order to show how it performs relative to existing RVCs in the study and within a larger regional growth management context. The study also provides potential implications of designating an additional RVC in Deep Bay upon neighbouring RVCs in Electoral Area ‘H’. The Rural Village Centre Study was received by the RDN Board on March 26, 2013. Now that the study has been completed, the RDN Board can reconsider the application for a new RVC at Deep Bay within the context of the information provided by the study.

The RVC study included 13 of the 14 existing Rural Village Centres (see Map 1) in the Regional Growth Strategy¹. Deep Bay was included as an additional Study Area (SA) along with Dashwood in Electoral Area 'G'. In order for the study to determine what is required for each RVC and SA to grow from where it is now to the ideal mixed-use centre as envisioned in the RGS, the study established a baseline for the evaluation based on existing conditions. As well, projections for future growth were based on existing OCP policies. As such it did not take into account any future development proposals for any of the RVCs or SAs including the application under discussion.

Map 1 – Existing Rural Village Centres



The RVC study shows how close/far each of the included RVCs and study areas are from becoming complete, compact, mixed-use communities based on the established criteria. By doing so it highlights each area's strengths and weaknesses. While the study looked at certain characteristics based on current conditions it also provides a projection of future retail demand by analyzing development and market viability based on projections for each RVC as well as anticipated growth and distribution of population throughout the region. The study gives a clear indication of what it would take for each RVC to reach optimum levels of performance.

¹ French Creek RVC 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.

The RVC study ranked the Deep Bay study area (which includes the land that forms part of the Bayne Sound Investment Ltd. application) amongst one of the mid to lower performing areas based on the study criteria with a ranking of 5 on a scale of 1-6 (with 1 being the best and six the lowest) along with Dashwood, Dunsmuir, Extension and Hilliers (see attachment 3). The RVC study provides an indication of what would need to happen at Deep Bay in order for it to perform better as a future RVC that would benefit Area 'H' and the region as a whole.

This report provides a discussion of the implications of considering the application which requires the creation of a new RVC at Deep Bay. The results of the RVC study are used to provide context for the application including the need for additions to the Growth Containment Boundary in the Region. Further details on the RVC Study are included in the staff report received by the RDN Committee of the Whole (COW) on March 12, 2013.

ALTERNATIVES

1. That the Electoral Area Planning Committee supports a review of the application by Bayne Sound Investments (BSI) for a new RVC in Deep Bay and that the application proceed through the process to amend the Electoral Area 'H' Official Community Plan and the Regional Growth Strategy.
2. That the Electoral Area Planning Committee recommends that the application be held in abeyance until the completion of the next Electoral Area 'H' Official Community Plan review.
3. That the Electoral Area Planning Committee does not support a review of the application by BSI for a new RVC in Deep Bay and that the application be denied.
4. That the Electoral Area Planning Committee provide an alternate recommendation for the application by BSI for a new RVC in Deep Bay.

FINANCIAL IMPLICATIONS

The financial implications for the RDN, regional communities and Electoral Area 'H' residents vary greatly depending on RDN Board direction. This section of the report addresses financial implications for the RDN. A discussion of longer term economic impacts is included under the section addressing the RGS economic goal.

The staff report received by the Board in October 2011 indicates that if the RDN Board supports amending the RGS and OCP to allow a new RVC at Deep Bay, the potential subdivision that could result would not result in *"any direct short term infrastructure costs for the RDN"*. The report further states that *"the capital cost for the development of local road improvements and community services would be borne by the applicant. The applicant proposes to construct an advanced wastewater treatment system that will be owned and maintained by the strata corporation"*. However it was noted that there would be financial implications if the RDN was asked to take over a wastewater treatment system in the future.

The application includes a preliminary study indicating that the Deep Bay Improvement District (DBID) aquifer has sufficient water to supply the development. The feasibility study specifies that upgrades to water storage capacity and the DBID piping network will be needed to service the proposed

development. The recovery of any capital costs related to supplying water to the proposed development would be the responsibility of DBID to negotiate with the developer.

In the long term there are a variety of unknown potential long term costs, liabilities and risk for the RDN associated with future maintenance of infrastructure such as wastewater treatment, water, sidewalks, parks and rainwater management/stormwater infrastructure.

In terms of staff time and impacts on other ongoing projects, the financial implications of the different alternatives presented in this report are outlined below. Some of these financial implications are the same for the alternatives presented in the staff report to the EAPC on September 2, 2011 and to the RDN Board on October 4, 2011:

Alternative 1 has the greatest immediate impact. Processing an application to amend the RGS requires a significant amount of staff time that would normally be spent on other projects. The RGS establishes criteria under which proposed amendments can follow one of two processes depending upon whether or not the amendment is deemed minor². Based on these criteria, if the RDN Board supports the Baynes Sound Investments Ltd. application proceeding as an amendment application, it would not be considered a minor amendment. The application would have to follow the regular RGS amendment process for land in an electoral area as outlined in Attachment 4. This process reflects steps required under the *Local Government Act* to amend a Regional Growth Strategy.

By supporting the application to amend the RGS, the Electoral Area Planning Committee (EAPC) effectively becomes a sponsor of the application and as such, the RDN incurs all costs associated with a bylaw amendment not covered by application fees. At the time that the application was submitted the only fees applicable were for amending an OCP as there were no provisions to recoup costs specific to amending the RGS³. As a result, for this application, the RDN will have to absorb the additional costs of processing the RGS amendment application beyond the \$800 OCP amendment fee collected in April 2011. As well, staff time spent on this application means that work on other projects in the 2013 Work Plan may have to be deferred.

Alternative 2 would have the greatest financial impact in the near to medium future. An OCP review requires an extensive amount of staff time and other resources. A project of this scale must be included in the yearly budgeting and work plan process and could cost upwards of \$200,000. Depending on the scope of the OCP review there will be costs associated with resources for staff time, studies by professional consultants, committees and public consultation. An OCP review can be expected to take a minimum of one year, however more recent experience suggests OCP reviews take much longer to complete (over 2 years). An OCP review for Electoral Area 'H' has not been included in the 2013 departmental work plan.

Alternative 3 would have the least financial impact as no additional staff time would be required for this application. Costs related to **Alternative 4** are unknown and would depend on the nature of the direction provided to RDN staff.

² Regional Growth Strategy, Bylaw No. 1615, November 22, 2011 Page 4.

³ Amendments to RDN Bylaw No. 1259 (A Bylaw to Establish Fees for Planning Related Products and Services) in November 2011 now require applicants to pay for an RGS amendment in addition to the application fee for the OCP amendment.

LAND USE IMPLICATIONS

Growth Management Implications

The application involves proposed amendments to the Electoral Area 'H' OCP as well as the RGS to add a new Rural Village Centre in Deep Bay. The previous staff report to the Board (received on October 4, 2011) states that growth management implications "*must be considered at the regional level as well as the site level. At the site level the main considerations are design and layout, providing for a mix of uses, efficient servicing and the measures taken to protect environmentally sensitive areas.*"

The previous staff report on the application refers to the 2003 RGS that was in place at the time. This has since been replaced by an updated RGS adopted by the Board in November 2011. The updated RGS carries forward much of the same growth management direction from the 2003 RGS with additional emphasis and new goals addressing climate change and energy consumption, affordable housing, economic resiliency, and food security. The application is discussed below in relation to the goals of the 2011 RGS.

The application includes an extensive amount of information justifying the development. This information is available upon request. An additional submission titled *Deep Bay; A Rural Village Centre* summarizes the applicant's perspective on why the application should be supported (see Attachment No. 6).

At the site level, the development concept put forward in the application demonstrates many of the desirable characteristics specified by the RGS for Rural Village Centres to be compact, complete communities with efficient servicing. This includes a mix of uses, range of housing types and a compact arrangement that supports walking. The application also shows consistency with other RGS Goals to protect environmentally and archaeologically sensitive areas through dedication of green space and strategies to mitigate the impacts of the development on surface water (including the ocean) and groundwater.

Regional level considerations are discussed below with reference to the updated RGS goals and the technical results of the RVC Study. The RGS provides direction on what must be considered when considering changes to the Growth Containment Boundary. *At the regional level the main considerations are:*

1. Have they demonstrated that there is a need for a new village centre;
2. What are the impacts on other established village centres; and
3. Does it contribute to regional goals for urban containment, transportation, GHG emission reductions, affordable housing, agriculture, the economy and protection of rural and resource lands.

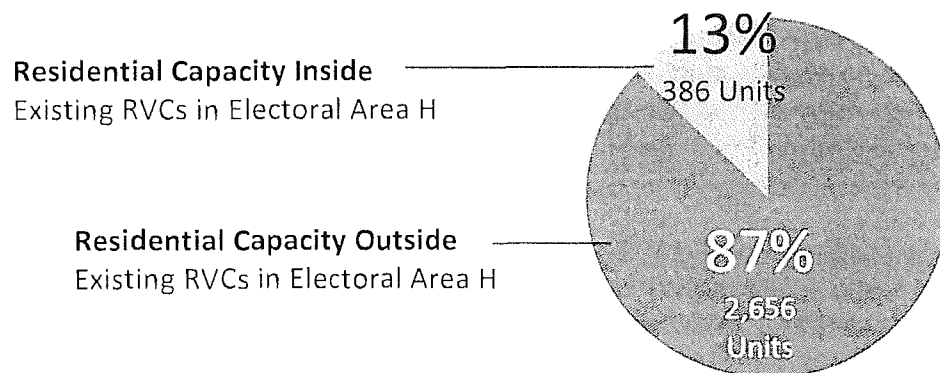
1. Demonstrated need for a new village centre

The RVC study and staff report received by the Board is a resource to help the Board evaluate the 'bigger picture' regional growth management implications of proposals for changes to the GCB in electoral areas including this application that requires a new RVC at Deep Bay.

The results of the RVC study combined with details of the 2011 Census results and the RDN's 2007 Land Inventory and Capacity analysis show that from a housing needs perspective there is ample land to accommodate anticipated growth in the region for the next 30 years. This includes ample capacity to accommodate growth in existing RVCs in Area 'H' as well as in the RGS Rural Residential Land use designation outside of RVCs.

The 2011 Census count for Electoral Area 'H' was 3,509 people. This reflected an increase of 1% or 35 people for the five years between 2006 and 2011 Census. With the exception of Electoral Area B, Electoral Area H had the slowest growth of all the RDN's electoral areas. This fact reinforces the findings of the RDN's 2007 Land Inventory and Capacity Analysis that, subject to some dramatic change in current and projected growth, there is adequate land to accommodate future demand for residential growth in Electoral Area 'H' until 2036 if not beyond.

The RDN's 2007 Land Inventory and Capacity Analysis calculated capacity for an additional 3,042 residential units in Electoral Area 'H' based on OCP land use⁴. With an average Census household size of 2.4 this means that there is the potential to accommodate an additional 7,300 people based on existing land use policies. While some of this residential capacity (13%) is within existing Rural Village Centres the majority (87%) of the residential growth potential is outside RVCs and mostly on lands designated Rural Residential.



The significant growth potential outside of the existing RVCs in Electoral Area 'H' is an important consideration in evaluating the need for another RVC in Electoral Area 'H', particularly when the existing RVCs continue to struggle to maximize their potential due in part to the ample development potential outside their boundaries.

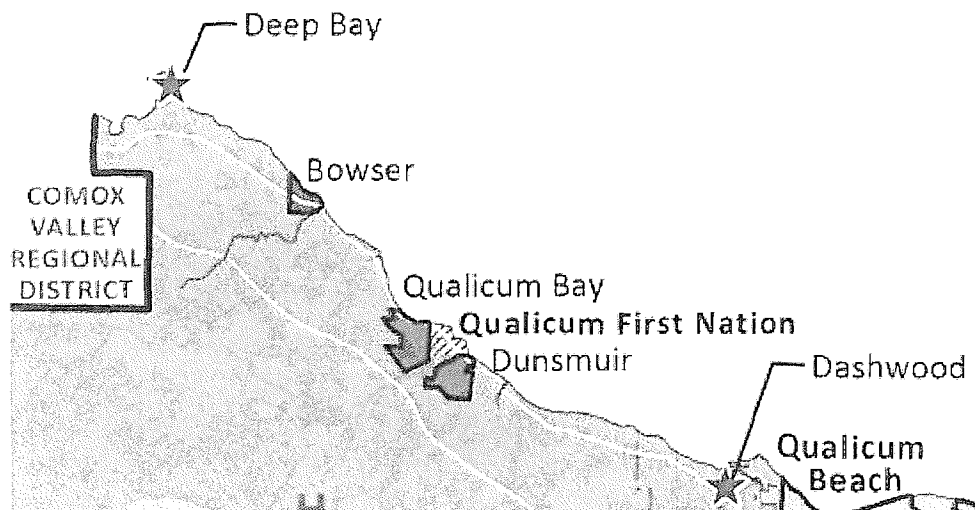
Based on future demand for housing, there is currently no demonstrated need at either the local or regional level for a new RVC at Deep Bay. The proposal mentions a planned expansion of oyster production for a specific company within the shellfish industry and the role of an adjacent Centre for Shellfish Research in drawing "a large number of people to the community for various programmed events". However, no details are given about what this means in terms of an increased demand for housing and commercial space and how the proposed development would accommodate these needs.

⁴ This calculation for the 3 Area 'H' RVCs was based on existing levels of servicing and prior to the completion of the Bowser Rural Village Centre Plan. With wastewater treatment systems in place there would be greater residential capacity within the existing RVCs.

Since the RDN Board put the application on hold, changes to the RGS now allow OCPs to include policies that allow more flexible density based rural residential development rather than the standard parcel size based form of development. The 2011 RGS now allows for OCPs to include policies that support “Alternative Forms of Development” on lands designated Rural Residential. A suite of potential options for communities to consider in their OCPs are outlined in the study received by the Board. The intent of these options is to provide creative solutions to mitigate the environmental impacts of ongoing fragmentation of rural lands currently allowed through the traditional subdivision process. This would allow for clustering of development (without any increase in allowed density) in order to preserve environmentally and archaeologically sensitive areas as well as hazardous lands. Alternative forms of rural development also promote opportunities to service land more efficiently with roads, water and wastewater systems.

2. Impacts on other established village centres

Electoral Area ‘H’ has three designated RVC’s - Bowser, Qualicum Bay and Dunsmuir. Bowser, the closest RVC to the proposed development, is recognized as the commercial centre in Electoral Area ‘H’ with the greatest variety of commercial services and amenities. In contrast to the mostly residential land uses in Dunsmuir, Qualicum Bay has a greater mix of uses and distinct character with its established tourism focus and location of key community amenities serving Area ‘H’ (including the Lighthouse Community Hall, Ambulance and Fire Station).



Bowser performs well in the RVC study evaluation categories both regionally and compared to the other areas included in the study for Area ‘H’ (see Attachment 3). Region-wide Bowser performs the second best in all the evaluation categories behind Cedar RVC which is ranked the highest overall. Qualicum Bay, Dunsmuir and the Deep Bay study area ranked mid to low in all the evaluation categories with Qualicum Beach ranking fourth place and Dunsmuir and the Deep Bay study area ranking fifth. Arguably if Deep Bay were developed according to the concept included in the application it would score higher based on having a more walkable, compact design and wastewater services.

The RVC study indicates that commercial development at Deep Bay “would likely negatively impact some sales from Bowser” noting that “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” (RVC

Study pages 61, 63 and 67). The study does not speak to negative impacts of the proposed Deep Bay development on Qualicum Bay and Dunsmuir. That being said, the RV Park included in the proposed development at Deep Bay is likely to have an impact on similar tourist accommodation businesses like the RV parks in the Qualicum Bay area as well as the smaller resorts in Bowser.

3. Does it contribute to Regional Goals?

At the site level, the layout and design of the proposed new village centre at Deep Bay as shown in the concept plan has many of the desirable characteristic the RGS outlines for compact, complete communities. This includes a mix of uses, range of housing types, and community gathering spaces organized to create a compact and walkable community. The proposed layout aims to protect the environment by setting aside 41 ha of the development as dedicated parkland in order to protect significant ecological sites and provide community amenities (including trails, parks and community gardens).

With respect to the specific goals of the RGS, the following discussion outlines how the proposed application contributes to the goals of the 2011 RGS:

1. Prepare for Climate Change and Reduce Energy Consumption

From an energy perspective the applicant indicates that they support the use of LEED principles and promote the use of Alternative Development Standards that use building design, landscaping and site design to reduce infrastructure costs and reduce energy consumption. Onsite rainwater management techniques, walking trails, bike paths, recycling and waste reduction measures are all cited as ways of reducing greenhouse gas emissions.

In terms of including adaptive measures to prepare for the impacts of climate change, the proponents indicate that design elements will be used to help mitigate the impacts of the urban heat island. The proposal indicates that an integrated water management plan will be developed that includes onsite rainwater management and technologies to reduce and re-use water. Furthermore, the intent to retain green space and set back any development from coastal waterfront can also be viewed as an adaptive measure given the increased risks of erosion and landslide associated with more extreme weather events and sea level rise that is anticipated as a result of climate change.

The biggest challenge for the proposed application, from an energy reduction standpoint, is that although the development concept includes a compact, well connected layout that supports walking and cycling and reducing energy consumption, the densities are not high enough to support a truly walkable and transit supported community. The application does not clearly show how it will help reduce energy consumption given that the proposed residential and employment densities are not close to what is needed to support transit or walkability (in terms of going beyond recreational needs to meeting daily employment, retail, educational and other service needs).

2. Protect the Environment

According to studies submitted with the application, the site has been heavily disturbed through logging activities resulting in damage to watercourses. The proponents commit over 50% of the development site area to park and open space with areas set aside for conservation and rehabilitation.

The proposed development concept includes day lighting streams and habitat enhancement to encourage restoration of fish habitat.

The proposal indicates that best practices will be used to conserve, reduce and re-use water as well as for treating wastewater (although it does not say specifically how this will be done). Water for the proposed development would be supplied by the Deep Bay Improvement District (DBID) which uses groundwater supplies. Preliminary studies provided by DBID indicate that there is sufficient capacity to provide water to the Development. The developers indicate that a variety of alternative development standards would be used to reduce the amount of impermeable surfaces.

The impacts of the proposed development versus what would be allowed under current regulations on groundwater re-charge and the marine environment are at this stage unclear. On the one hand there are indications that higher levels of groundwater vulnerability and negative impacts on the marine water quality tend to coincide with the location of development and intensity of human activity. However there appears to be limited research on which types of human activity are most damaging because it is very difficult to identify the source point of contamination.

The proposed development would require a community wastewater treatment system. Benefits to the shellfish industry are mentioned several times in relation to providing a community wastewater treatment system that could be eventually extended to existing neighbourhoods. If a community wastewater treatment system is built and local residents are willing to invest in infrastructure to access community wastewater treatment then this could potentially address issues of ageing and failing septic systems. More study is required to determine the feasibility of this and understand the financial implications for the RDN and local residents.

Details about the method of wastewater treatment are not fully defined. There are preliminary indications that land based disposal would be considered with potentially some spray irrigation for agricultural use and re-use of treated water to enhance stream flows. Additional detailed information is required to fully determine potential impacts arising from this proposal.

Concerns about the impacts of the currently allowed type and level of development upon shellfish aquaculture have been cited as a rationale for supporting the higher levels of development serviced by a wastewater treatment system as proposed in the application. The RDN's recently completed Agricultural Area Plan (AAP) notes the potential conflicts between aquaculture and agriculture as well as the impacts of urban development on both forms of land use. The AAP supports a variety of actions that resolve these conflicts.

There is no demonstrated evidence that more intensive urban development of 386 residential units, 292 RV units, commercial and recreational buildings along with roads and paved recreation areas (tennis courts, basketball courts) serviced by a community sewage treatment system would be any better than the scale of development that is currently allowed. More details on the proposed wastewater treatment system and disposal options are needed to ascertain the environmental impacts of higher density development on a community wastewater treatment system versus lower density development using modern individual or package treatment systems.

3. Coordinate Land Use and Mobility

The proposed development is compact, fitting well into a 5-10 minute walking radius (200-400 metre distance) with the majority of residential use within close walking distance of the proposed commercial/retail centre and a variety of recreational opportunities.

At the site level the proposed development concept effectively links land use to inter-connected trails and road networks. This includes separate biking and walking paths, and traffic calming that promotes a range of transportation choices including walking, cycling, rail and car use.

The developer indicates that once the development is *“fully realized there is an economic potential for a shuttle bus service to be developed for residents and visitors”*. Deep Bay currently has bus transit service one day a week. This service has not been well used in Electoral Area ‘H’ since it was introduced in March 2012. Although the development if fully built out would result in a significant increase in current residential density, both the residential and employment densities proposed by the development are too low to support a regular transit system that is economically viable.

A preliminary road transportation study provided by the developer indicates that the development will not have a major impact on existing road networks though there will be a need for improvements to allow for a new highway access to the development site. An additional positive aspect of the proposal is that it would provide road access to the Deep Bay Marine Station that currently does not have dedicated highway access.

4. Concentrate Housing and Jobs in Rural Village and Urban Growth Centres

The proposed development aims to concentrate housing and jobs through the creation of a new Rural Village Centre. As a new RVC the development proposal if realized would provide opportunities for a variety of housing types, recreation opportunities and some potential longer term employment through the commercial/retail space.

The number of permanent jobs that the proposed development is anticipated to support at build out is quite low (27 direct Full Time Equivalent (FTE) and 5 indirect FTEs) in contrast to the potential number of residents (approximately 926) that could live in the development at build out. While it is arguable that potential residents might have a home based business, the lack of major growth in local employment suggests that the main market for the development would be retirees or those commuting to workplaces outside the area.

Despite the proposals design concept and expressed intentions to follow a variety of sustainability concepts, including Smart Growth Principles, its green field location outside of the existing GCB remains contrary to the intent of the RGS to concentrate growth within existing mixed use centres within the GCB.

In recognition of the significance of considering changes to the GCB, the RGS (Policy 4.3) requires several criteria to support proposed expansion of GCBs. These criteria and the extent to which they are addressed through the proposal received by the RDN Board are discussed in the Summary/Conclusion.

5. Enhance Rural Integrity – Protect and Strengthen the Region’s Rural Economy and Lifestyle.

The proposed development is primarily on lands designated Rural Residential in the Electoral Area ‘H’ OCP. The RGS recognizes that one of the challenges to increasing the proportion of growth within GCBs is the extensive potential for large lot development in rural areas particularly on land designated Rural Residential. Residential development outside of the GCB continues to fragment ecosystems and lands valued for groundwater recharge and aquifer protection as well as resource uses (agriculture, aquaculture, and forestry).

To address this issue the RGS does not support the designation of more Rural Residential land and provides policies intended to minimize the impacts of development that is currently allowed. The RGS also allows for OCPs to be amended to include alternative forms of development on Rural Residential land that would allow smaller minimum parcel sizes outside the GCB providing there is no overall increase in density or the potential number of new lots (RGS Policy 5.13). This is intended to reduce the fragmentation of land and allow for more land to be conserved in order to mitigate the ecological and economic impacts of residential development of rural lands.

The RDN Board received a study on November 27, 2012 that presented a range of options to minimize the impacts of development of Rural Residential lands. This study of Alternative Forms of Rural Development provides a suite of options that can be considered by communities as amendments to their Official Community Plans.

Should the RDN Board decide not to proceed with considering the application to amend the RGS there would be an opportunity for the applicant to request that the Area ‘H’ OCP be amended to include options for alternative forms of development that would better meet RGS goals to protect the environment and rural areas while supporting community appropriate levels of development.

6. Facilitate the Provision of Affordable Housing

The development proposal includes: 84 single family attached units, 136 single family detached units, 120 multi-family residential units and, 46 seniors housing units. A range of housing types caters to a variety of life stages from singles, to families to seniors. The proposal indicates that the developer will work with the RDN to explore options including *“the provision of secondary suites and live/work studios and apartments above the commercial space”*. Rental suites can help make housing more attainable for owners and renters. Well designed and adaptable suites can also support the ability of housing to adapt to changing needs of individuals and families.

The application states that a range of price points and tenure types will be available but does not specify what these will be. The application also notes that through the development of comprehensive zoning *“the opportunity is provided to increase densities that allows for the negotiation of public amenities including affordable housing”*. Future negotiated agreements will be required to guarantee that the development will meet the thresholds for affordability that make housing attainable for a range of income levels.

Reliance on owning a private automobile is another factor for housing affordability particularly in more rural areas. The development lacks the densities needed to support an efficient transit service. This means that housing costs will be compounded by transportation costs associated with the need to own a private vehicle to access jobs, schools, retail, medical and other daily needs.

Given the significance of the proposed change, should the Board decided to proceed with considering the application then it would be wise to consider OCP policies to ensure that a proportion of the proposed units in the development meets the intent of RGS Goal 6 and structure agreements so that the provision of affordable housing units are secured and tied to the land irrespective of future changes in ownership.

7. Enhance Economic Resiliency

One of the challenges for local governments is evaluating the full costs of development by weighing anticipated economic benefits with the long term costs of providing services and amenities to low density populations. This level of analysis is rarely undertaken given the complexity of factors involved and the way costs are distributed amongst different levels of government. In rural areas of the RDN this includes ongoing servicing and maintenance of rural roads and storm water infrastructure that are paid for through provincial taxes.

Another challenge is the role of local government in considering the market viability of proposed developments and the financial stability of developers to undertake projects. There are many examples of projects both within the RDN and neighbouring regional districts that have been approved at the OCP level and that have stalled or been scaled back due to lack of market demand or inadequate funds to follow through on the development.

Some may argue that market viability and financial stability of proposals should not be a consideration for local governments in making substantial changes to land use bylaws to accommodate growth. However, a failure to consider market conditions may see local governments undertake processes that are resource intensive and require a high level of community engagement only to be left with lands that remain undeveloped or underdeveloped due to lack of demand for many years. In such cases the lands may change hands multiple times over many years before being fully developed. The result is any anticipated benefits to the community of accepting significant land use changes may not be realized.

Should the Board support the development proceeding, the applicant's economic study⁵ estimates that from project start-up to build out "total government revenue from the project is expected to be \$14.3 million by 2025" of which \$8.4 million would be generated by regional property tax and \$1.66 million from RDN permits and fees. The RDN is estimated to benefit from over \$925,000 in anticipated annual tax revenues once the project is fully build out.

The applicant puts forward estimates for employment generated during the construction phase and resulting from the commercial development after build out is completed. Forecasts for retail expenditures by residents of the proposed development are also provided with estimates of \$25 million being generated by build out. This is based on an anticipated 60% average occupancy rate of the RV

⁵ Deep Bay Benefits Analysis, G.P. Rollo & Associates, Land Economists Ltd, January 2010, Section 8, page 13, Deep Bay Development Concept.

park. The commercial space if built out is estimated to create 27 FTE direct jobs plus and an additional 5 FTE indirect jobs.

The RGS supports the provision of new tourism facilities and developments that attract new tourists and increase length of stay (Policy 7.11). In keeping with this policy, the proposal includes RV Resort Units with 292 spaces and a range of amenities intended to attract longer term visits. Increased tourism would benefit local businesses including the proposed retail on the site. Like retail, employment in service industry jobs related to tourism are typically not high paying. Nevertheless there would be spin-off opportunities for small business to capitalize on tourism traffic.

It is not currently known whether or not there is demand for an RV park of this scale and to what extent a new RV park in this location would impact business for existing RV parks in electoral Area 'H' and other tourist accommodations like bed and breakfasts, motels or resorts. Although not intended, the RV park may also potentially be used as a form permanent housing. This is difficult to regulate and occurs in other areas of the region where RV parks are allowed.

8. Enhance Food Security

The RDN Board adopted the region's first Agricultural Area Plan (AAP) on October 23, 2012. The AAP was created with the input of a diversity of stakeholders including agricultural and aquaculture producers, processors, retailers and consumers.

One of the AAP's Goals is to "Support Agriculture and Aquaculture in Land Use Regulations and Policies". A specific action identified under this goal is to "continue to work with member municipalities to encourage the efficient use of existing urban and future urban lands as identified in the RDN's Regional Growth Strategy" (7.1E page 53 AAP).

Both the RGS and AAP support aquaculture and agriculture. The AAP recognizes the potential sources of conflict between agriculture and aquaculture, in particular citing "*issues of water use and the potential effects of runoff from agricultural and urban land uses into aquaculture sites*" (AAP page 2). This includes coordinated actions to address surface water issues and concerns (4.2B) such as strengthening the RDN's development approval process to consider the water-related impacts of new development on both aquaculture and agriculture (7.1D).

In keeping with RGS policies, the majority of the ALR lands on Lot C within the development proposal are not identified for subdivision or development aside from a portion identified for commercial along Highway 19A. The ALR lands on Lot C are identified as being potentially suitable for wastewater disposal using spray irrigation.

9. Celebrate Pride of Place

The proposed development includes a variety of initiatives that support Goal 9 of the RGS. This includes:

- Protection of the waterfront areas that include archeological and environmentally sensitive sites.
- Public access to the waterfront and recreational areas through parks and trails.
- Extensive areas set aside to preserve ecologically sensitive areas.
- A community centre and amenities that are intended to be accessible to the wider community beyond the development.

The proposed development site is in an area of great historic and cultural significance to First Nations particularly Qualicum and K'ómoks First Nation. The application includes a summary of Archaeological Studies, Future Requirements and Opportunities for the site that states *"the archaeological site on the property may be one of the most significant in British Columbia"*. The summary references an Archaeological Impact Assessment (AIA) that was finalized in 2007 (also included in the application) that clearly maps out a site on the northwest coastal boundary of the site which shows signs of *"long-term prehistoric human occupation"*. The summary notes that if this site (identified as DiSe 13) can be avoided then no further archaeological studies will be required.

It should be noted that the AIA was done using an early development concept that is not part of the current application. In keeping with the RGS policies to protect important historic and cultural resources and cultural sites (Policy 9.1), the proposed development concept appears to dedicate the majority of this DiSe 13 area as *"natural open space"* however, there appears to be proposed trails and possibly residential development either within or close to the DiSe 13 boundary. If the Board allows the application to proceed then the AIA mapping should be updated to show how the proposed development concept will affect the archaeological areas identified.

10. Provide Services Efficiently – Provide Efficient, Cost-Effective Services and Infrastructure.

The RGS does not support the provision of *"new community water and/or sewer services to land designated as Rural Residential"* with the possibility of exceptions *"in situations where there is a threat to public health or the environment due to the domestic water supply or wastewater management method being used"* (Policy 10.2).

The RGS also supports new community water and wastewater systems that are publically owned (Policy 10.3). The proposed development would tie into the water services provided by the Deep Bay Improvement District (DBID). The proposal includes a preliminary servicing report that indicates that the DBID aquifer has enough water to supply the development (along with existing development). However, the water system does not have sufficient capacity (water storage volume and piping network) to provide the flows needed for water consumption and fire protection.

As there is no nearby community wastewater treatment system, the proposed development requires a new system. Based on RGS policies this would have to be publically owned. The servicing report indicates that the *"entire wastewater system will be privately owned, operated and maintained by the strata corporations set up during the development"*. Should the application proceed, further

information regarding the provision of wastewater treatment and ownership would need to be resolved.

The RGS also includes a policy (10.7) about not rezoning lands to implement OCP policies for higher density development until community water and sewer services can be provided. Given the significance of water and wastewater treatment on the ability to develop to the densities proposed, if the Board supports the development application to proceed then proof of water and wastewater treatment will be required as part of the RGS and OCP amendment process.

Consistent with the RGS (Policy 10.10) the application indicates that the developer will work with the RDN to develop a system for three streams of onsite solid waste recycling. This includes providing facilities for recycling, composting and a section for re-use of household goods.

11. Enhance Cooperation Among Jurisdictions

The decision about whether or not to proceed with reviewing this development application has implications for relationships with the development industry and private land owners with regard for supporting the growth management goals of the RGS. Considering an application of this magnitude sets a precedent that other applications to consider major changes to the GCB will be considered in rural electoral areas. If the RGS is continually challenged and amended, this will compromise attempts to get support for a coordinated approach to growth management and 'buy in' to the RGS.

Allowing the application for proposed development in Deep Bay to proceed does not necessarily mean the RDN Board will approve the development. It does however establish an expectation for considering future applications for developments that require significant amendments to the Growth Containment Boundary to create new RVCs.

Official Community Plan Implications

Lots A and B are currently designated Rural Lands in the OCP with a minimum parcel size of 4.0 ha (10 acres). Lot C is within the ALR and designated in the OCP as Resource with a minimum parcel size of 8.0 (20 acres). A small portion of Lot C, located to the north of Highway 19A, is proposed for commercial development. To allow the proposal as currently expressed, the rural designated properties would need to be amended to the village centre designation. The portion on the northeast corner of Lot C would also need to be included in the new village centre designation as the OCP requires (Policy 2, Section 5.5 – Village Centres) that *“commercial sites shall only be located in areas designated as village centres”*. This proposed commercial area would also need to be removed from the ALR.

OCPs are created for and by the community. They are policy documents that reflect community expectations regarding future land use and development for a defined area. Significant changes to OCP policies require comprehensive public consultation with the community. The public consultation section of the proposal outlines a lengthy list of meetings and discussions with consultants, local individuals, groups, commercial interests, RDN staff and other stakeholders undertaken in the development of this proposal. Although there appear to be a few Open Houses providing information to the community, as a whole the Electoral Area 'H' community (and the RDN Board) has not had the opportunity to fully discuss, debate and understand the implications of a new rural village centre. Furthermore, as the

designation of a new rural village centre has region-wide implications there have also been no opportunities for the regional community to provide input.

The Board will recall the lengthy and comprehensive process to develop the Bowser Village Centre Plan involving the Electoral Area 'H' community. A similar process for the Cedar Village Centre in Electoral Area 'A' was initiated in 2011 and is still underway (Cedar Main Street Project). These planning processes provide community members with an opportunity to 'flesh out' the detail of community expectations for development in rural village centres that already exist and that are recognized within an electoral area OCP and the RGS. Given the significant changes expected and required by the creation of a new rural village centre, from an OCP perspective, consideration of such a proposal would benefit from a full community consultation process along the lines of the periodic full OCP review.

Sustainability Implications

As with the growth management implications, the sustainability implications must also be considered at the site level and the regional level. At the site level, the applicant is proposing to take several measures to make the development more sustainable. Among the measures focused at the site level: a compact walkable community, a mix of housing, local shops and services, green buildings, preservation of greenspace, the potential for local food production, narrower streets, on-site rainwater management and servicing.

At the regional level however, the proposal requires that a new rural village centre be created in a location that is not currently intended as a developed area. RVCs are intended to accommodate smaller amounts of growth in keeping with their rural settings. To date there is no information that supports a demonstrated need for a new RVC in this location particularly when adjacent RVCs and surrounding rural areas have ample land for future residential growth.

There are aspects of the proposed development at Deep Bay (including the full servicing of development) that set it apart from many of the existing RVCs that continue to struggle with implementation. The benefits of a fully serviced development could possibly be extended to existing development in Deep Bay. However, more information is needed to fully understand the implications to the RDN and community members if the RDN is asked to be responsible for the wastewater treatment system in this area.

Public Consultation Implications

The RGS and 2013-2015 Board Strategic Plan both support transparency in decision making and involving community members in decisions that affect them. The *Local Government Act* requires opportunities for public consultation regarding amendments to Official Community Plans and the Regional Growth Strategy.

To date, the Area 'H' Community and the wider RDN regional community have not had an opportunity to fully discuss and understand the implications of the proposed changes put forward in the application. As per the statutory requirements, the Board must approve a public consultation plan for RGS amendments considered under both regular and minor amendment processes. The plan will identify meaningful opportunities for the public to speak to the amendment in relation to the regional sustainability goals of the RGS.

Considering the scale of the amendment and the provisions in the OCP for comprehensive consultation with the community, it would be necessary to consider a more extensive process than undertaken for previous RGS amendment applications. As outlined in the Financial Implications of this report, this consultation process is both yet to be fully outlined and is not part of the departmental work plan established in the 2013 Business Planning and Budgeting process.

Inter-governmental Implications

A decision to alter the Growth Containment Boundary would be of interest to member municipalities who have jurisdiction over lands intended to receive the majority of the Region's future growth along with adjacent regional districts and their member municipalities as well as First Nation governments.

Should the EAPC support bringing the application forward and the Board agree to consider it as an amendment to the RGS then it will proceed as a 'regular' amendment to the RGS and follow a legislated process as outlined in the *Local Government Act* (see Attachment 4). If the addition of a new RVC at Deep Bay is approved through a full Electoral Area 'H' OCP review process then it can be considered as a 'minor amendment' to the RGS. This means that it can proceed through a relatively less onerous RGS amendment process. *Attachment 5* shows the steps involved in a minor amendment process.

As outlined in the 'regular' and 'minor' RGS amendment process (Attachment 4 and 5), consideration of the application will require referrals to each member municipality and adjacent Regional District. Referrals will also be provided to provincial and federal agencies and First Nations. Section 857 of the *Local Government Act* requires that before an RGS amendment can be adopted by the Board, it must be accepted by each member Municipal Council and adjacent Regional Board during an established referral period. If one or more local governments do not accept the amendment, then the Minister of Community, Sport and Cultural Development will establish a dispute resolution process between the affected parties.

SUMMARY/CONCLUSIONS

Following the completion of a region-wide study of Rural Village Centres, the EAPC can now re-consider an application to create a new Rural Village Centre at Deep Bay in Electoral Area 'H'. An amendment to the RGS is required to support the proposed development which involves including an area of 76 ha inside the GCB .

The development proposal must be examined from both the site level and the regional level. At the site level, the proposal is to create a master planned resort community based on compact residential neighbourhoods that are walkable to a central commercial area that includes small retail, a community building and public gathering spaces. The applicant proposes 51% of the land be designated for park land and open space, being used for trails to connect the community and for conservation of the undisturbed natural areas of the site. The proposal also envisions development that is fully serviced by the local water district and a strata operated sewage collection and treatment system. While it does have a mix of uses and range of housing types, the proposed densities are low for a newly designated village centre.

From a regional growth management perspective, the proposal does not fit with the RDN's established growth management strategy which is aimed at containing growth within existing designated urban areas and village centres. Indeed, the proposal presents significant competition to existing RVCs that are not yet fully realized or able to reach their own potential as desired under the RGS and respective OCP.

While the proposal provides for positive action on a number of goals established in the Regional Growth Strategy it does not address in a comprehensive way the established RGS policy requirements for a GCB expansion.

Requirement for GCB Expansions (RGS Policy 4.3)	How well requirements are addressed by the application
<ul style="list-style-type: none"> A land inventory demand and supply analysis that assesses the need for additional land to be included within the GCB and the impact the proposed expansion would have on the development of land inside GCBs located elsewhere in the region; 	<p>The application does not show a demand for the proposed residential or tourist development. Nor does it provide an evaluation of the impacts upon other developable land inside the GCB located elsewhere in the region.</p> <p>The last region-wide residential land inventory demand and supply analysis done in 2007 showed that there was ample land in the region and in Area 'H' to accommodate anticipated growth. Since then the 2011 Census showed that growth was slower than anticipated and predominantly occurring within the GCB in Urban Centres like the City of Nanaimo. There has also been a significant increase in land included in the GCB.</p> <p>The RVC study reinforces findings that there is ample development capacity in existing RVCs and discusses the impacts of the proposed RVC in Deep Bay upon Bowser.</p> <p>An updated land inventory would be useful to verify information that strongly suggests that there is no need for additional land to be included in the GCB.</p>
<ul style="list-style-type: none"> A land use concept plan; 	<p>The application includes a well-developed land use concept plan.</p>
<ul style="list-style-type: none"> An environmental impact assessment that identifies environmentally sensitive areas; 	<p>The application includes an "Ecology and Wildlife Assessment" that identifies environmentally sensitive areas including wetlands, riparian areas along with nesting and perch trees. It is noted that this assessment was used to guide the development of the land use concept.</p>
<ul style="list-style-type: none"> A surface water or hydro-geological study that assesses the availability and quality of water to service the proposed development with a community water system, and the potential impacts of development on watershed function, including recharge capacities and surface runoff, as well as, on long term water supply to existing development and undeveloped lands located within GCBs; 	<p>The application includes a "Ground Water Feasibility Study". The study provides information about the long term capacity of aquifers in the Deep Bay Improvement District to supply water to the development in addition to existing development.</p> <p>Also included is an "Aquatic Resource Environmental Assessment Report" which provides a list of objectives that it is recommended that the development meet. More detail is needed about the measures that will be taken and the potential impacts of the development on watershed function including recharge capacities and surface runoff.</p>

Requirement for GCB Expansions (RGS Policy 4.3)	How well requirements are addressed by the application
	Further study that includes the use of a water balance model would help understand the impacts of the proposed development concept on rainwater management and the watershed as a whole.
<ul style="list-style-type: none"> A study that identifies how wastewater disposal will be addressed and what the impacts will be on the capacities of existing treatment facilities; 	<p>The application includes a "Wastewater Treatment and Disposal Considerations Feasibility Report" that discusses potential options but does not specify how wastewater treatment and disposal will be addressed.</p> <p>This is a preliminary report that indicates the need for a proper Environmental Impact Summary to be done to establish the impacts of the selected option for wastewater treatment and disposal. This information is needed to evaluate the environmental impacts of the proposed development.</p> <p>There are no nearby treatment facilities for the proposed development to connect to or have an impact upon so this information is not needed.</p>
<ul style="list-style-type: none"> An evaluation of the impacts on community vulnerability to disasters and impacts upon the provision of emergency services; 	<p>The application includes a 2005 Geotechnical Report that recommends the suitability of the site for residential use provided appropriate setbacks (10-5 meters) are used for waterfront and riparian channel slopes that have a higher risk of failure due to seismic events or erosion.</p> <p>This report does not include an evaluation of the proposed developments impact on community vulnerability to disasters and the impacts upon the provision of emergency services (police, fire, ambulance). Further study would be required should the application proceed.</p>
<ul style="list-style-type: none"> An inventory of aggregate deposits within the proposed boundaries of the GCB; 	There is no inventory of aggregate deposits provided with the application. This would be required should the application proceed.

Requirement for GCB Expansions (RGS Policy 4.3)	How well requirements are addressed by the application
<ul style="list-style-type: none"> • A transportation study that identifies: • Existing road traffic conditions; • Downstream impacts of additional traffic resulting from the proposed development;; and • Demand for transit service. 	<p>The proposal includes a “Traffic Impact Assessment” conducted in January 2011 that focuses on vehicular traffic by looking at existing conditions and forecasting anticipated changes based on the build out of the development.</p> <p>The traffic assessment indicates that the developer should provide a new intersection for an access road to the development from Highway 19A. The assessment concludes that such an intersection would be able to accommodate the anticipated peak traffic flows post build out with a stop control until 2020. The study concludes that additional traffic resulting from the development will have little impact on the adjacent roads and the intersection of Gainsberg Road/Highway 19A.</p> <p>The traffic impact assessment does not discuss the anticipated demand for transit although the application mentions the possibility of a shuttle bus service and working with the RDN to provide transit. This information would be required should the application proceed.</p>

From an OCP perspective a proposal of this scale and scope necessitates a broad and comprehensive community review, such as that typically undertaken during the review of an Electoral Area OCP. At this time a review of the Electoral Area ‘H’ OCP is not included in approved departmental work plans nor is such a review expected to be considered in the near term.

Considering the housing and RVC needs of Electoral Area ‘H’ and the region as a whole there is no demonstrated need to designate a new Rural Village Centre given the following factors:

- Adequate undeveloped land in the RDN’s existing RVC’s and Rural Residential designated lands to accommodate future growth;
- Existing capacity to absorb future population growth in the region’s Urban Centres including large proposed developments in Nanaimo;
- Potential impact from proposed developments in the adjacent Comox Valley Regional District including a large development in Union Bay which may affect the successful implementation of the proposed development plan;
- Potential negative impacts on the Bowser RVC if there is additional retail growth in Deep Bay to compete for the same pool of residents;
- Potential negative impacts on small resorts, tourist accommodation and RV Parks in Bowser and Qualicum Bay as the proposal will provide significant competition to existing operators; and
- Likely negative impacts on the residential growth in Bowser due to competing development potential.

There is currently no demonstrable evidence that a development of this scale with wastewater treatment will have less impact on the environment (including marine ecosystems) than the level of

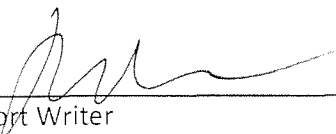
development currently allowed. Particularly given the existence of a variety of policies and legislation to ensure that currently allowed land uses adhere to measures to mitigate impacts on the environment including water quality. This includes the opportunity to amend the Area 'H' OCP to accommodate Alternative Forms of Development.

Should the EAPC and RDN Board support the application proceeding staff recommend that the applicant be required to provide further information to fulfill the requirements for proposed RGS amendments and better demonstrate the need for a change of this magnitude to the Area 'H' OCP and RGS.

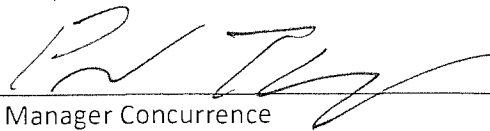
In light of the information presented in this report Staff recommends the Board consider Alternative 3.

RECOMMENDATIONS


1. That the Electoral Area Planning Committee not support the Deep Bay development application by recommending that the Board deny the application.
2. That staff be directed to discuss potential options with the applicant about developing the site consistent with RGS and OCP direction.



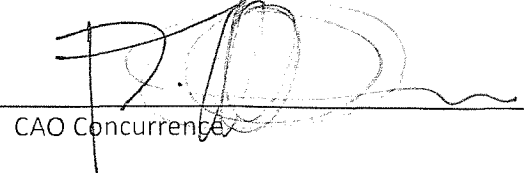
Report Writer



Manager Concurrence

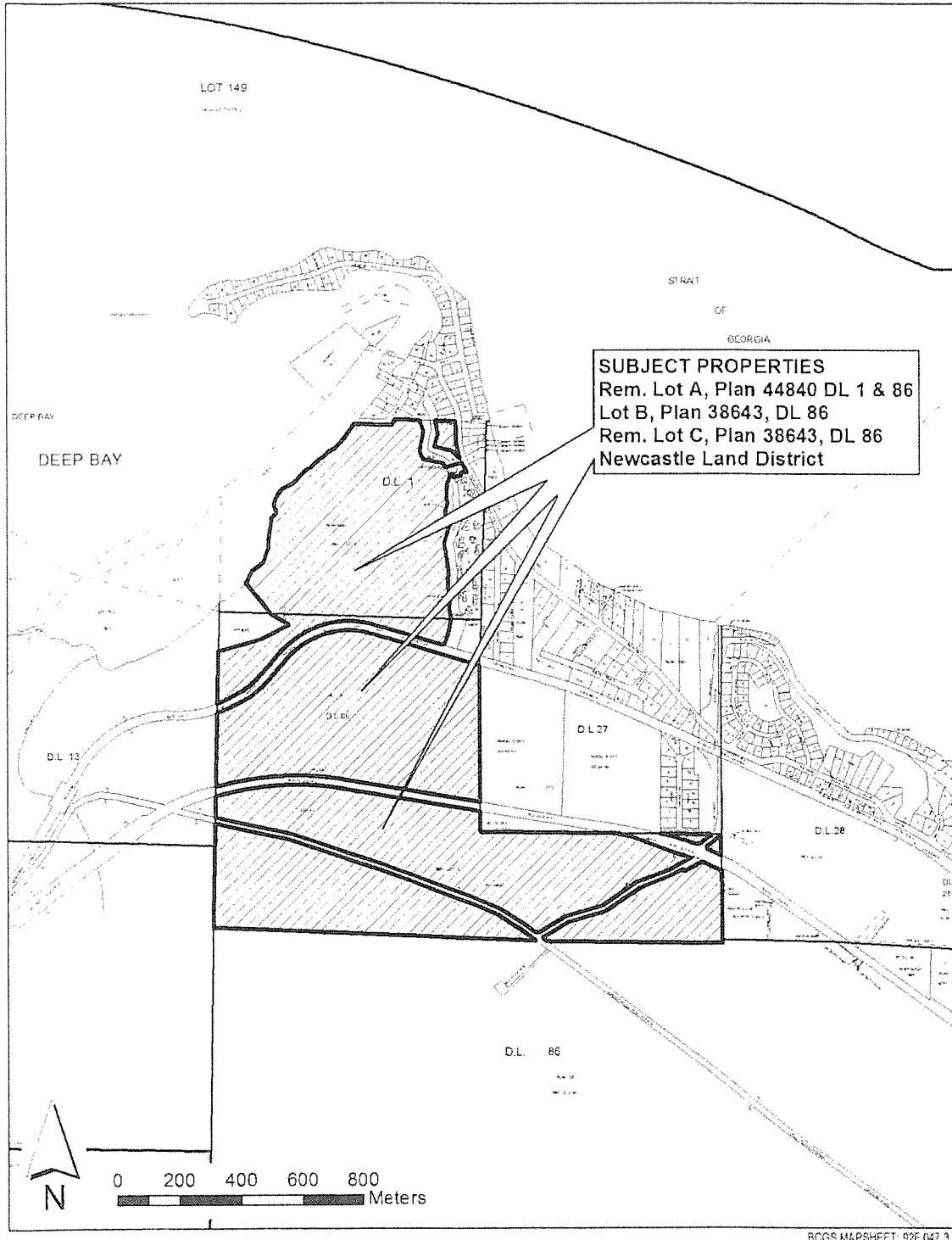


General Manager Concurrence

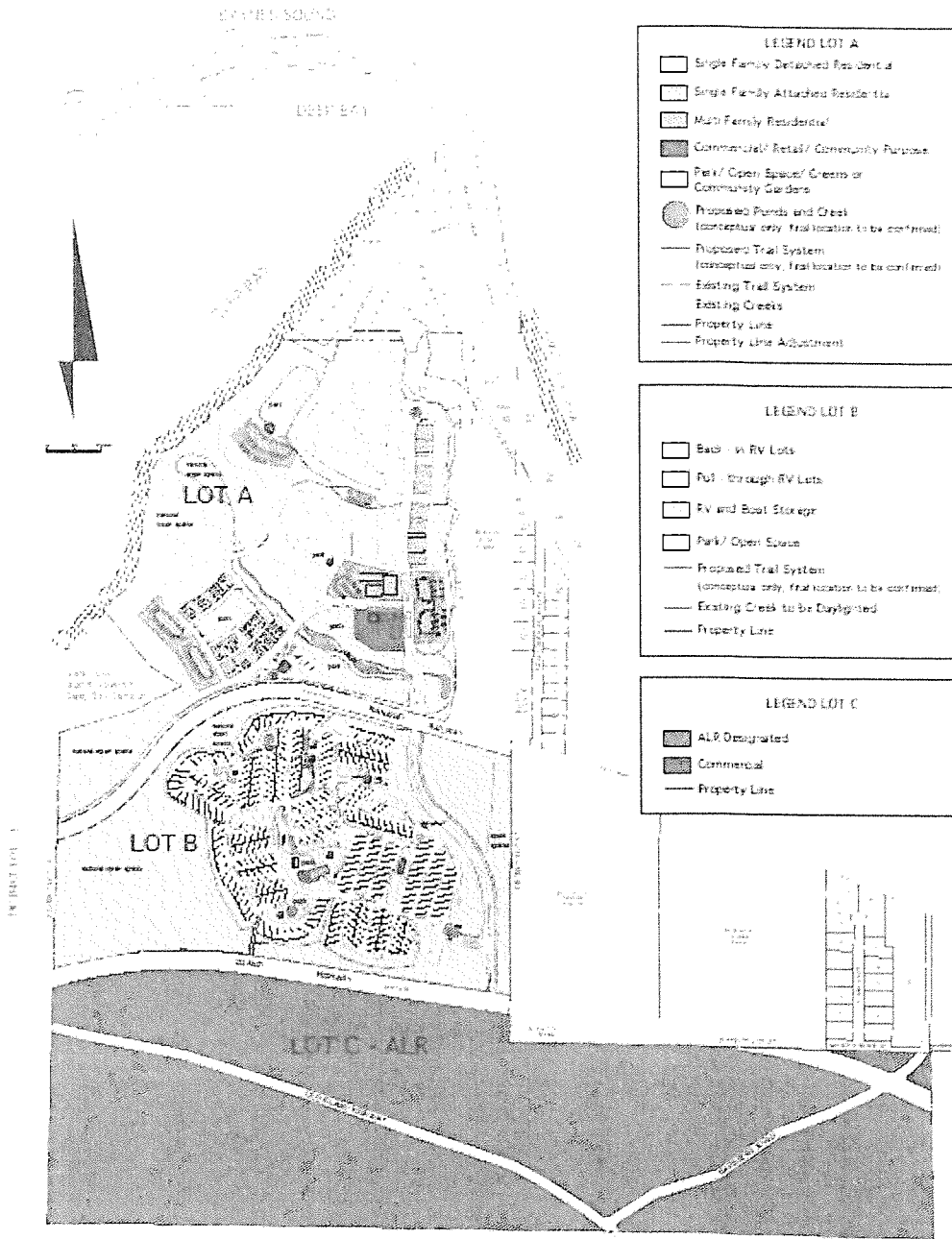


CAO Concurrence

Attachment 1
Location of Subject Properties in Deep Bay Development Proposal



Attachment 2
Concept Plan



DEEP BAY DEVELOPMENT

Proposed Development Layout

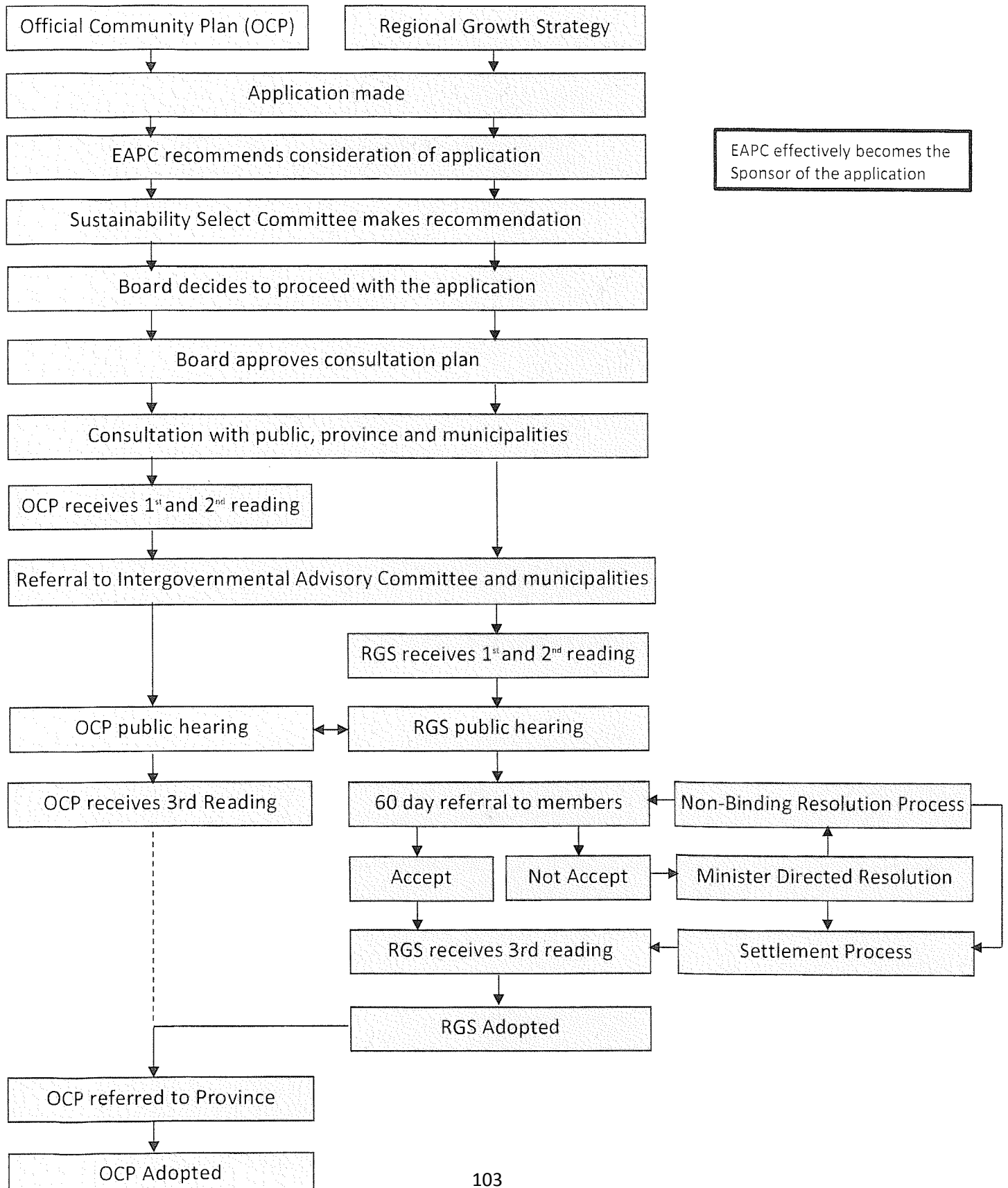


Attachment 3

The table below shows how the RVC's are ranked relative to each other for each evaluation category and for all three categories combined.

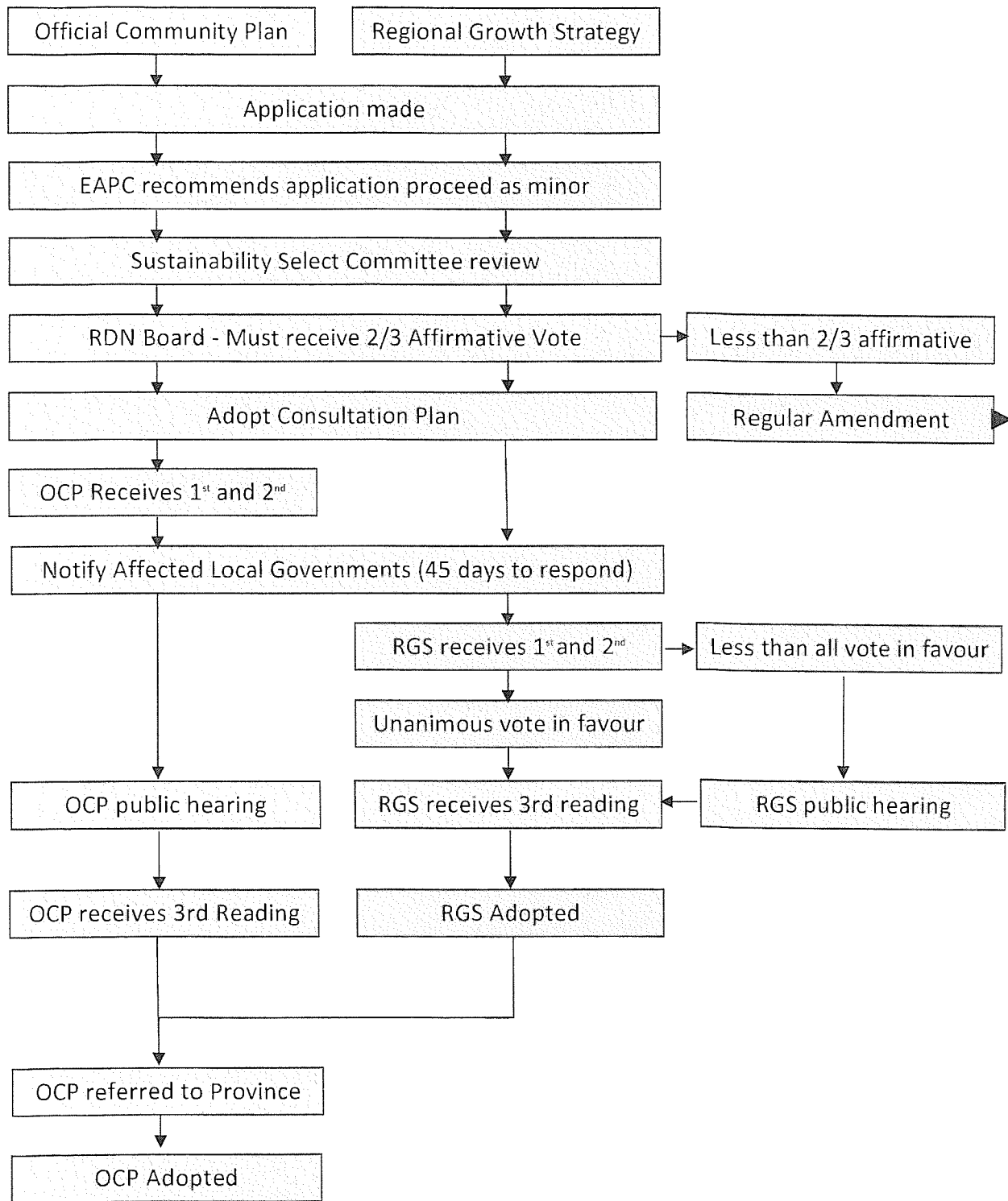
OVERALL EVALUATION SUMMARY WITH RVC'S RANKED					
Electoral Area	RVC/SA	Community Structure & Land Use	Development & Market Viability	Water & Wastewater Infrastructure	RANKING (lowest is best)
A	Cedar	1	1	1	1
H *	Bowser	1	1	2	2
E	Red Gap	1	1	2	2
F	Coombs	1	1	3	3
E	Fairwinds	2	1	1	3
F	Bellevue Church Road	2	1	2	4
A	Cassidy	2	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

Attachment No. 4
Regular Amendment Process for the Regional Growth Strategy – Electoral Area



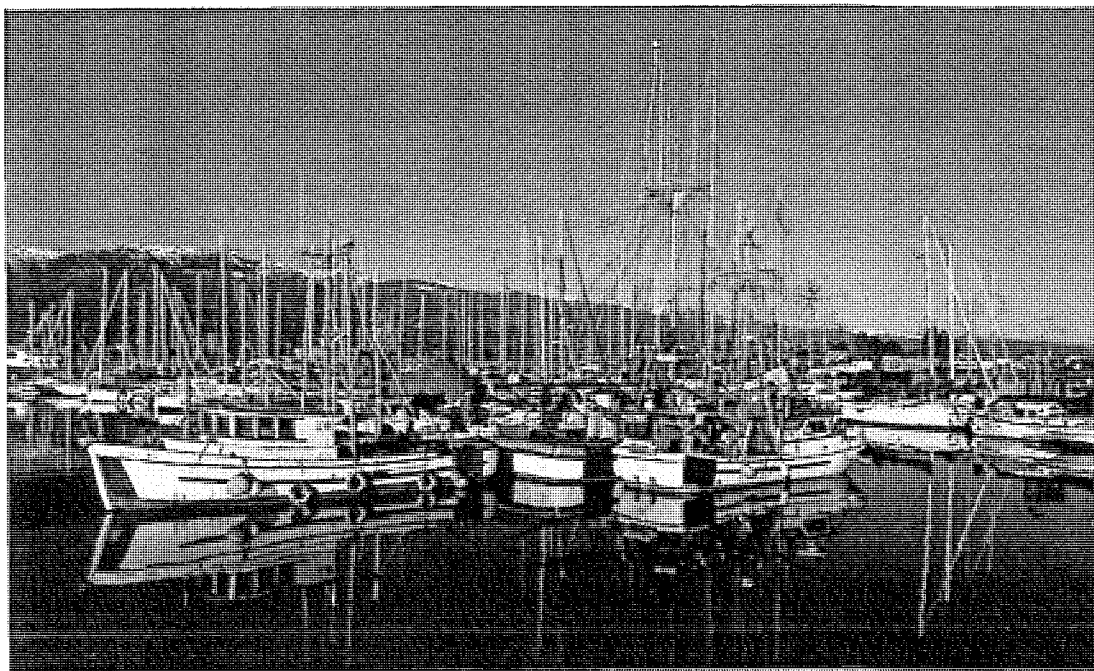
Attachment 5

RGS Minor Amendment Process Triggered by OCP Amendment Application in Electoral Area



Attachment 6

Applicants Submission Supporting the Proposed Development
Deep Bay; A Rural Village Centre



Deep Bay, a Rural Village Centre

Submitted to the Regional District of Nanaimo
by Baynes Sound Investments Ltd.

May, 2011

Deep Bay, a Rural Village Centre

Baynes Sound Investments Ltd.
May, 2011

Background

Baynes Sound Investments Ltd. has submitted an application to the Regional District for the proposed nodal residential development within the community of Deep Bay. As the subject site is currently zoned for large acreage lots, the Electoral Area 'H' OCP will have to be amended designating Deep Bay as a Rural Village Centre creating the zoning for a higher density.

Located in the most northeast section of the Regional District of Nanaimo, Deep Bay is part of a grouping of small village communities along the Island's east coast referred to as Lighthouse Country (www.travelbritishcolumbia.com). The largest community within a 50 mile [80 km] radius of Deep Bay is Nanaimo, located about 42 miles [67 km] to the southeast has a population of 84,549 (BC Statistics 2006 estimate). The next largest community is Campbell River, located about 44 miles [70 km] to the northwest of Deep Bay and that has a population of 31,940 people (census 2006).

The community of Deep Bay is both an existing success story and an opportunity for the future. In the early 1800's settlers began to arrive in the Deep Bay area drawn to the logging and fishing opportunities. At the turn of the century a cannery and reduction plant were the prominent industries in the area until 1951 when the cannery closed.

Today the community is home to approximately 1200 residents, has an established Fire Department, and supports it's own water system. The Deep Bay Waterworks District services approximately 594 connections and provides fire protection to 639 properties (DBID Annual Report April 13, 2010). Under the administration of the Deep Bay Harbor Authority, the harbor is the homeport to approximately 300 commercial and pleasure boats during the busy spring and summer seasons, and now has immediate plans for expansion and is undertaking a long term planning study (May 2011).

The Shellfish Industry is the largest employer in the RDN Electoral Area H, specifically within Deep Bay. The expansion to double the oyster production was recently announced by Keith Reid at Stellar Bay Shellfish Ltd. The community of Deep Bay is in the center of one of the most protected shellfish growing areas on the Pacific Coast and is now home to the Region's brand new Vancouver Island University (VIU) Deep Bay Marine Field Station.

The VIU Deep Bay Marine Field Station is located on a seven acre site at the southwest corner of Lot A of the proposed Deep Bay Development. Developed as

a 'green design' facility with anticipated LEED® Platinum accreditation to promote and showcase practical applications of alternative technologies for energy and water usage, the Field station building has recently been awarded the 2011 SAB award, a National Green Building Award for Sustainable Architecture and Building.

The mandate of the Field Station is to cluster scientific, environmental, economic and public engagement programming into one facility thereby creating a centre of excellence and innovation to support sustainable shellfish aquaculture development and preservation of coastal ecosystems (viudeepbay.com). Sustainable Development is the foundation of the Field Station.

The proposed Deep Bay Development fully supports the VIU vision for a more sustainable world and has been designed fully embracing the tenets of Sustainable Development. The proposed development embraces the principles of smart growth and the tenets of triple bottom line sustainability. Our approach has been firmly anchored within this combined philosophy, fully realizing the integration of the social, economic and environmental pillars into land use planning and decision-making.

The design team adhered to the project goals, objectives and principles as well as a specific set of sustainability initiatives. A sustainability matrix and design guidelines will track our goals and ensure that the development is built using the best practices throughout the design and construction. These measures are in keeping with the Regional planning goals for creating sustainable nodal development communities and they fully support the sustainability goals of the VIU Marine Field Station.

Regional Policy

In the document *Nodal Development: Creating Compact, Complete Mixed-use Communities* the RDN states that in order to help manage population growth and keep the Region sustainable, the Regional growth strategy establishes four clear goals:

- to prevent costly and environmentally damaging sprawl;
- to protect rural areas and farmland;
- to reduce municipal servicing costs; and,
- to improve regional transportation options and connections.

The document further states that one of the most important planning concepts is nodal development (*Nodal Development: Creating Compact, Complete Mixed-use Communities, RDN, pg. 1*).

"A nodal development is a complete compact, mixed use community that includes places to live, work, learn, play, shop and access services.

These communities are called nodal developments because they act as nodes, or hubs, for both the residents living in the centre itself and for the people in nearby communities" (Nodal Development: Creating Compact, Complete Mixed-use Communities, RDN, pg. 2).

While nodal development tends to be focused within existing urban areas to increase density and create specific communities within the larger urban fabric, the Regional District identifies Village Centres as one form of nodal development. Rural Village Centres are part of the RDN's Regional Growth Strategy focus of managing growth in order to achieve sustainability goals, and which serves to benefit the rural areas of the Region.

The RDN defines Village Centres as "nodes in rural areas in unincorporated electoral areas. With a semi-rural, rustic character, they are intended to provide for limited development of service centers outside of existing urbanized areas and are considered urban enclaves in the midst of more rural communities" (*Nodal Development: Creating Compact, Complete Mixed-use Communities, RDN, pg. 6*).

"Village Centres are intended to provide for limited development of services centres outside of existing urbanized areas. Lands within the Village Centre designation are intended to be developed into mixed use communities that include places to live, work, learn, play, shop and access services" (Summary VPAG Mtg #8 Apr 15 2009 FINAL.doc, pg.8).

A sustainable future for Deep Bay will mean planning for growth in a manner more consistent with the RDN Regional Growth Strategy (RGS) at the Village Centre level.

Benefits of Rural Village Centres

The RDN's Nodal Development: Creating Compact, Complete Mixed-use Communities document states that rural Village Centres create conditions that increase opportunities to live, work, learn and play, and while these Centres are compact and complete, they increase the feasibility of providing cost effective servicing and amenities by concentrating demand.

The benefits to creating a rural Village Centre nodal development include social, environmental, public health, and economic benefits, not only for the Village community but also for the larger Regional community.

Village Centres provide mobility linkages integral to the health of the residents, both physically and emotionally, and to the health of the environment. Bicycle paths, pedestrian walkways, senior and handicapped accessible scooter pathways linking neighborhoods and amenities increase opportunities for healthy, energy efficient modes of transportation, and reduce private vehicle use.

Directing and encouraging denser development within rural Village Centres helps to protect and enhance the rural qualities of life and the interrelated environmental values.

Economic opportunities can be realized through the Village commercial/retail centre, opportunities for home based businesses, enhanced tourist and recreational opportunities and the ripple effect of development: construction related jobs, tax income, etc.

Key planning goals to be achieved within a Rural Village Centre include: increased public transit viability; less driving for daily needs; efficient servicing; expanded housing choices; increased economic opportunity and viability; and the retention of green spaces and ecosystems.

Proposed Deep Bay Development

The proposed Deep Bay Development is a master planned **nodal community** development with an aggregate area of **341 acres (138 hectares)**. At build out, the development will provide **386** residential units consisting of single family detached, attached, multi family and senior's housing units; 6,975 square meters (75,078.275 square feet) of commercial land with an approximate **1,254 square meter building footprint**; a community building that will house a fitness facility with basketball and tennis courts; a passenger train station; a future transit bus loop; a first class RV resort that will include **292** RV units spaces with **222** back in units and **70** pull through lots along with a **full range of amenities** to support the RV Resort including a clubhouse with pool, laundry facilities, small convenience store, general office, lap pool, golf green, children's play facilities, secured pet areas, washroom facilities, horseshoes, tennis, basketball, badminton and bocce ball.

The proposed Deep Bay Development is committed to preserving **102 acres (41 hectares)** of the total development to parkland/open space/conservation, and community gardens, comprising of over **50%** of the total site developable area*. * This calculation includes the two small proposed commercial designations in the northeast section of Lot C –north of the Island Highway - but does not include the road dedications and the ALR designated lands within Lot C).

Both, the residential area and the RV Resort of the proposed development have been designing for an intergenerational population and the design team specifically incorporated our design principles and features into the layout to accommodate an aging population.

Proposed Development within RDN Policy Context

A sustainable future for Deep Bay will mean planning for growth in a manner more consistent with the RDN Regional Growth Strategy (RGS) at the Rural Village Centre level. Designating Deep Bay as a Rural Village Centre will allow for a higher density mixed-use development to support a variety of sustainability goals and objectives including providing a range of housing types and prices for an aging population, providing community amenities, providing opportunities for reduced automobile use and decreased infrastructure and utility costs, protecting natural open space and habitat areas, protecting ocean and aquifer water quality, and providing economic opportunities.

Policy Alignment

Nodal Structure:

The proposed Deep Bay Development is a mixed-use development that provides the opportunities to live, work and play, and allows the opportunity to age in place. The proposed development promotes a sense of public community not only through its pedestrian friendly character and a range of public spaces and buildings, but through being inclusive, providing affordable housing and amenities for all age groups, and through sensitive and informed design.

Rural Integrity:

The proposed Deep Bay Development, has adhered to the guiding principle to respect the rural integrity and has applied the universal principles of compact, walkable and complete neighborhoods, and has captured a scale and character appropriate to the rural context and respects the integrity of the surrounding rural community.

Environmental Protection:

The proposed Deep Bay Development concept reflects a deep commitment to the over-arching principles of triple bottom line sustainability and smart growth. The design team has adhered to the commitment of preserving over 50% of the lands to park and open space. We have worked extensively to protect the water supply of the Deep Bay area.

The development will implement best practices into our design for stormwater management, sewage treatment and water systems. With on-site servicing utilizing sustainable and innovative technologies, the proposed Deep Bay Development will not burden the water systems or pose a threat to the existing shellfish industry as is a current concern when implementing the currently

permissible rural large lots serviced with septic technologies.

Pollution from municipal sewage and storm water outfalls, faulty septic fields, agricultural run-off, or discharge from vessels resulted in closures of 121,200 hectares, including shellfish habitat, in 2007, which is a slight decrease in closed area from 2005. There is potential for additional foreshore to be closed each year and the level of contamination in growing waters remains a serious issue. This issue is significant to the commercial fishery because new closures mean a loss of available beach to fish on openings.

In the Baynes Sound area, which is heavily tenured, the aquaculture industry and B.C. Ministry of Agriculture and Lands have worked with the Department CFIA, and EC to develop a management plan to do extra monitoring of water and shell stock quality to meet CSSP requirements. This initiative is called the **Baynes Sound Management Plan**. The Baynes Sound Management Plan allows for the area to be open at times when rainfall levels are low. The shellfish farming industry must do regular sampling of water quality and have a plan in place to contact shellfish growers when the rainfall exceeds acceptable levels and the area closes. This initiative is a special management plan to allow harvesting in an area with identified fecal contamination under certain circumstances such as heavy rainfall events. Similar initiatives may need to be developed with stakeholders in other areas to address fecal contamination problems.

The Canadian Shellfish Sanitation Program continues to be audited by both the US Food and Drug Administration and the European Union (EU) for assurances that exported commercial product is wholesome and from approved areas. As issues arise with respect to classification of growing waters, harvesting opportunities may be reduced or specific controls put in place. **INTEGRATED FISHERIES MANAGEMENT PLAN INTERTIDAL CLAMS, JANUARY 1, 2010 TO DECEMBER 31, 2017.** Fisheries and Oceans Canada

Improved Mobility:

The proposed Deep Bay Development is a walkable and bike-friendly community with enhanced opportunities for hiking. The development provides opportunities for transit links and has allowed for a future transit loop in the design. With the goal of providing alternative modes of transportation, the design includes a passenger train station for the community to easily access the Nanaimo Railway transportation opportunities.

The residential blocks have been designed in short rectangular forms promoting a walkable neighborhood design for all ages. In the residential neighborhood of Lot A, sidewalks, set back from vehicular flow, will be wide enough for both persons with walkers, strollers or tricycles, and will be graded with minimal slopes. Seating opportunities will be provided every 100 meters along every walkway of extended

length. Crosswalks will be raised and clearly delineated with contrasting pavement markings making it easy to identify for both seniors and young children. Parks of varying sizes have been incorporated into each neighborhood, preserving green space while providing opportunities for social gathering, and both passive and active recreation. The landscape plantings within the park areas will be a mixture of both evergreen and deciduous native and naturalized hardy species, which not only benefit the environment but also help the elderly as studies indicate that the seasonal transitions within the natural environment are beneficial to a large portion of the elderly population.

A Vibrant and Sustainable Economy:

The proposed development provides an enhancement of the tourist and recreational economy as well as opportunities for home based businesses, the inclusion of a commercial/ retail centre, Live/Work opportunities and the ripple effect of development: construction related jobs, etc. The Deep Bay Development will significantly contribute to the Regional economy. The project will be developed and marketed over the next ten years, with a value of \$225 million, almost \$25 million will be generated within the local economy through retail, and over \$14.3 million in Regional Tax Revenues as a result of the development over 15 years.

Efficient Services:

The proposed development promotes Alternative Development Standards, which are proven to lower costs of development (environmental and economic), improve quality of life, improve affordability, reduce greenhouse gases, preserve natural habitats and ecosystems and allow for integrated stormwater management techniques and sewer treatment. The development will employ innovative technologies to reduce and re-use water throughout the development, with waste reduction and recycling programs as well as the use of rain gardens and stormwater ponds within the integrated water management plan.

Cooperation Among Jurisdictions:

The Deep Bay Development team has undertaken extensive consultation within the Regional Community. It has the support of the Vancouver Island University as well as the Shellfish Industry. Public open houses have provided very positive and supportive feedback, as well as suggestions that were incorporated into the final concept plan.

Ongoing dialogue with the First Nations continues to build a strong and supportive relationship.

Why Here? Why Now?

- In 1996 Bowser, Dunsmuir, and Qualicum Bay were designated as Villages "in recognition of their existing and anticipated future role in concentrating retail, service, institutional, recreational and tourist activity". While it was decided to focus on developing a plan for Bowser Village Centre¹ first, the majority of the Village Planning Advisory Group agreed that the Deep Bay Area should be reviewed along with Qualicum Bay and Dunsmuir when considering the role and status of other Village Centres in Electoral Area 'H'.
- Deep Bay currently has a population of 1200.
- Deep Bay has an established Fire Department.
- Deep Bay has it's own water system.
- The Shellfish Industry is the largest employer in Area H, specifically within Deep Bay, and is planning an expansion to double the oyster production, as was recently announced by Keith Reid at Stellar Bay Shellfish Ltd.
- Vancouver Island University has a new seven (7) acre satellite campus in Deep Bay, which is dedicated to the research, development, and conservation of the Shellfish Industry. This Center for Shellfish Research, the Deep Bay Marine Field Station, supports the competitive, social and environmental sustainability of the B.C. Shellfish aquaculture industry.
- The programming for the Centre includes scientific, environmental, economic and public engagement. This new facility is expected to draw a large number of people to the community for the various programmed events.
- Currently the Deep Bay Harbor moors approximately 300 commercial and pleasure boats, under the administration of the Deep Bay Harbor Authority.
- The Harbor Authority has approved plans for immediate expansion, and is undertaking a long term planning study (May 2011).
- Deep Bay has it's own yacht club.

¹ The Bowser Village Plan was completed in 2010. Bowser has a population of approximately 300 residents and has a small commercial/retail centre.

- Tourism within Deep Bay is currently centered on the nautical activities in the Deep Bay Harbor. However, the VIU Center for Shellfish and Marine Research program will soon provide added tourism opportunities.
- The proposed Deep Bay Development will increase tourism opportunities through the proposed **first class RV Resort**.
- Currently, there is no high-end resort in the area for tourists, and there is an overall lack of tourist accommodation available in the area, therefore the proposed Development at Deep Bay will help fill this void.
- The proposed Baynes Sound Investments Ltd. Deep Bay Development will add an environmentally friendly, sustainable development to the existing Deep Bay community. The planned Development is centered on the principles of sustainability, supporting the planning direction of the Regional District, as well as the foundation of the Centre for Shellfish Research.
- The Deep Bay Development proposes a mix of residential units, seniors housing, retail and commercial space, a community centre with recreational opportunities, parks and open spaces, a first class RV Resort with supporting amenities and a dry land storage facility, all of which will provide the much needed accommodation and amenities for students, working people, retirees, and tourists, as well as the members of the existing community.
- The proposed Development **provides attainable housing** and a variety of housing **choices** into the market.
- Deep Bay Development will provide an **accessible connection** of people, land, water, and wildlife.
- The proposed Development **protects the coastal shoreline** and provides public access to the water views.
- The proposed Development provides opportunities for residents to live, work and play and **promotes health & wellbeing** by promoting an active lifestyle.
- The Deep Bay Development has been **designed for an intergenerational population** and **encourages walking and cycling**. Designed as a

pedestrian friendly neighborhood community the Development provides interconnectivity to the larger neighborhood and the Region through providing extended pedestrian trails, connections to existing trails, and a bike lane system.

- The Deep Bay Development encourages alternative modes of transportation and **encourages pedestrian movement to a commercial node.**
- The Development provides well-connected streets, incorporating boulevards and **traffic calming measures** with planted street edges, **rain gardens**, planted medians, and **raised crosswalks** with textured pavement.
- The proposed Development preserves & enhances environmental areas, providing over **50% of the site for park and open space.**
- The proposed Development **protects water corridors, restores and enhances damaged aquatic and riparian systems, daylights culverted streams and exceeds regulated riparian setbacks.**
- The proposed Development provides a **comprehensive** approach to **stormwater management** through a connective, multi-functioning infrastructure for **harvesting water, restoring biodiversity, and enhancing the community's sense of place and identity.**
- The proposed development removes servicing operations and responsibility from the Regional District, **reduces infrastructure costs** required to service the development, and proposes a **comprehensive approach to the management and disposal of sewage.**
- The Deep Bay Development provides **long-term economic benefits** to the Regional District through an **enhancement of the tourist and recreational economy** as well as opportunities for home based businesses, the inclusion of a commercial/ retail centre, Live/Work opportunities and the ripple effect of development.
- The proposed Development will be implemented and marketed over the next ten years, with a value of \$225 million, almost **\$25 million will be generated within the local economy** through retail, and **over \$14.3 million in Regional Tax Revenues** as a result of the development over 15 years.

- The proposed Deep Bay Development will also **provide a new entrance to Deep Bay from Highway 19A and provide a second emergency exit.**

Conclusion

In summary, both the recent and proposed developments within the community of Deep Bay fully support an amendment to the OCP allowing for the designation of Deep Bay as a Rural Village Centre within Electoral Area 'H'.

A sustainable future for Deep Bay will mean planning for growth in a manner more consistent with the RDN Regional Growth Strategy (RGS) at the Rural Village Centre level. The proposed Deep Bay Development fully supports a sustainable future.



RDN REPORT	
CAO APPROVAL	<input checked="" type="checkbox"/>
EAP	<input type="checkbox"/>
COW	<input checked="" type="checkbox"/>
OCT 01 2013	
RHD	<input type="checkbox"/>
BOARD	<input type="checkbox"/>

MEMORANDUM

TO: Board of Directors

DATE: October 1, 2013

FROM: Paul Thorkelsson
Chief Administrative Officer

SUBJECT: Regional District of Nanaimo - Operational and Efficiency Review

PURPOSE

The report and attachments outline the proposed Services Review project at the Regional District of Nanaimo (RDN) for consideration by the RDN Board.

BACKGROUND

At the May 23, 2013 Executive Committee meeting the CAO was given direction from the Committee to investigate the process for undertaking a “bottom-up” service review at the Regional District of Nanaimo. This direction followed significant discussion and review of “core service review” projects from a variety of jurisdictions within British Columbia and in other Canadian provinces. Evident in the review of completed “core service reviews” was the significant cost of those projects and the concerns raised by both elected officials and the general public in the various communities of the benefits arising from the review versus those costs.

Other jurisdictions have noted that the gaps in knowledge and understanding by external consultants in local government operation and community priorities has also dampened the effectiveness of the traditional top-down approaches. In a number of jurisdictions these concerns have resulted in the organizations abandoning their traditional external consultant based “core review” for well-developed bottom-up service reviews (see Attachment 1 for example from the City of Abbotsford).

The CAO outlined for the Executive Committee the general terms and process for a bottom-up services review at the RDN at the May 23 meeting, and provided example material from the City of Port Moody which has taken a bottom-up approach.

In September 2013 a report on a proposed approach to an Operational and Efficiency Review at the RDN was presented to the Executive Committee. The Executive Committee approved the staff recommendation to proceed with the review as outlined in the proposal. That recommendation has been forwarded to the RDN Board under the In Camera agenda and minutes from the meeting of the Executive Committee.

Since that time the CAO has met with the President of CUPE Local 401, Mr. Blaine Gurrie, to present and outline the proposed approach. The approach to the Operational and Efficiency Review endorsed by the Executive Committee was well received by Mr. Gurrie who has expressed the Union’s support and interest in participating in the review process.

ALTERNATIVES

1. To approve the undertaking of an Operational and Efficiency Review at the Regional District of Nanaimo as proposed and detailed in this report and attachments.
2. To provide alternate direction to the Chief Administrative Officer.

DISCUSSION

The purpose of the review is to identify opportunities to streamline service delivery where possible, achieve cost efficiencies, improve service delivery and effectiveness, reduce duplication, enhance services where required and appropriate, and facilitate ongoing performance measurement and analysis. The review is expected to strengthen the link of service delivery to the strategic priorities of the RDN.

The CAO of the RDN has been tasked with the development of a “bottom-up” approach to a review that will engage the corporate planning group (senior management team), the management team, and CUPE staff in review teams to undertake the examination of efficiencies, effectiveness and deficiencies in each department and their respective service areas.

Some concerns were raised by individual Executive Committee members during previous discussions with regard to the internal nature of a review undertaken by staff - the concern being that staff may lack the necessary objectivity to effectively evaluate operations. This aspect is the primary responsibility and role of the CAO to ensure that the review has the best interests of the Regional District, taxpayers, and stakeholders in mind (not personal interests or pre-conceived biases) and that all options for changes and improvements to the organization are considered and evaluated.

Directors will note through your consideration of the proposed process that this review, while undertaken with an internal focus through the established staff review teams, will have a significant external focus on assessing community and citizen satisfaction with current service levels, will directly engage external ‘stakeholders’ in the process through both the direct interview process and via the proposed Citizen Survey and will also assure ‘unbiased’ review through the engagement of advisory external Subject Matter Experts.

Review Process

The overall review process is outlined in the attached Operational Efficiency and Service Review Process document (Attachment 2). As described, the review at its core will focus on the direct review of operations through the interviews of staff, elected officials and appropriate stakeholder groups by the established review teams. A review team will be established for each respective department and be responsible for the review of that department or service area(s). As outlined in the process documents there may also be the requirement for multiple review teams within departments as the review of individual service areas within the respective departments may be better served by focused review teams.

The draft templates for the interview process are attached to this report for the information of the Board (Attachment 4).

Citizen Survey

The information collected by interview will be supplemented by a survey of the residents of the RDN regarding their use, experiences and satisfaction with existing services, service levels and performance of RDN services. A professional polling agency will be engaged to undertake Citizen Satisfaction Survey interviews across the Regional District of Nanaimo. Of prime importance in engaging a 'pollster' will be experience and availability of proprietary comparison data for municipalities on Vancouver Island.

Where possible survey interview questions and survey samples will be developed to permit comparison to current BC local government norms and benchmarks to provide additional context and insight to the review on both a regional and electoral area basis.

The conduct of a citizen survey of the necessary sample size and scope does not come without significant cost. Since the presentation of the proposed approach to the Executive Committee staff has received additional information that indicates that the cost of undertaking an appropriate survey will cost in the range of \$40-45,000. The additional cost is directly associated with the stated desire to undertake a survey that will provide reliable results on an electoral area basis as well as a regional basis. While significant in cost the benefit of this information to both the operational review, and in general to the RDN, in staff's view outweighs the costs. In addition to its contribution to the operational review the information gathered through the survey will also be of significant value to the Board for strategic planning purposes. The timing of the survey in late 2013 is excellent preparation material and information for strategic planning efforts that would follow the 2014 election.

While not included in the 2013 budget or workplan, there are adequate funds available in an existing reserve account, previously established for RDN service reviews, to accommodate this cost this year.

Due to the importance of comparisons and benchmarking with other jurisdictions as part of this review, staff recommends that the Board approve the sourcing of the survey work to an agency that has significant and established data on local government performance and norms for comparison purposes. The capability to provide direct comparison to other Vancouver Island local governments is recognized as being particularly important.

As outlined in the process document survey results will also be presented to the RDN Board and made available to the community separate from their use as part of the review.

Subject Matter Experts

As indicated above, and in the Process document, the review will engage SMEs in advisory roles to ensure that best practices are considered in the review and evaluation of current RDN work. SMEs would be expected to advise the review team leaders on aspects of the review including:

- Comment on identified local government best practices for particular service areas;
- Review and comment on current service levels within particular service areas against their knowledge of best practices;

- The review of survey questions used for Staff and Stakeholder interviews in the review process;
- Comment on results from the interview process;
- Review and comment on recommendations arising from the review and evaluation of particular service areas.

The engagement of SMEs will be accomplished through the Local Government Management Association's (LGMA) TeamWorks program. This program has been established by the LGMA to provide professional advice and aid to local governments at little cost. The program calls on volunteer professionals working in local governments to work with the requesting jurisdiction on specific projects, reviews, evaluations, etc. Attachment 3 included with this report provides the call for volunteers that will be used through the LGMA to attract and engage SMEs.

Expectations

The review is expected to investigate and respond to the full range of areas and questions expected in an in-depth operational and service review for each department or service area reviewed. Typical questions to be asked and answered by the Team through the review include, but are not limited to:

Alignment – What is the industry standard level of service? What level of service are we exceeding/lacking? Should we be doing the work or is it more effective for others to do the work? Should we be in the business at all? Is the work of the department or service adequately aligned with the Board Strategic Plan?

Financial / Budgeting – Is the budget reflective of the work performed? Are staff following policies and procedures? Are true costs captured in the budget? Are costs accurately related to the services provided (benchmarking)? Are we measuring the right things?

Organizational Structure – Is there an appropriate amount of supervision and span of control? Are employees capable of performing the required work, as listed in job classifications? Is the organization capable of flexibility, as situations dictate? Is there enough staff resources to complete priorities/too many? Are there barriers to hiring the right personnel for the positions?

Process Improvements / Efficiencies – Can technology create more efficiencies? Is there a business case to do the work? How can we partner with other departments/organizations? How can we streamline services? Are we meeting expectations of the community and our stakeholders? Are there opportunities to become more accountable to citizens/taxpayers? Is there the potential to combine resources with another service area to create efficiencies?

Staff Morale – Are employees satisfied in what they contribute to the Regional District? Do employees understand their roles and responsibilities? Does staff feel they are supported by the organization? How does sick time in the department/service area compare to other areas/organizations? Does staff work safely?

Final Deliverables

The process document outlines the structure and expected content of the final reports issued by each department or service area reviewed. Due to the structure of the organization an individual department may produce a number of final reports and recommendations depending whether the review is undertaken department wide or by service area or combination of service areas. Regardless, the final recommendations and implementation plans will be presented to the Board for review and approval

with responsibility for the implementation of approved recommendations subsequently turned over to the senior management team.

The proposed review process includes a Final Report template (Attachment 5) that lays out what the Board should expect in terms of the general contents of the final report.

FINANCIAL IMPLICATIONS

The only significant cost implication for the Operational and Efficiency Review as proposed is the costs associated with the Citizen Survey proposed as part of the review process. As outlined in the report the survey carries an estimated \$40-45,000 cost, which can be accommodated by existing reserves for RDN service reviews. The costs associated with the participation of external SMEs in the process are minimal. As these are fully voluntary roles any costs will be limited to reimbursement of out-of-pocket expenses, these are expected to be minimal and can be accommodated within existing budgets. It is worth noting the costs of undertaking the review as proposed is significantly less (approximately 1/5th) than the estimated costs for a “top-down” external consultant based approach.

STRATEGIC PLAN IMPLICATIONS

The proposed Operational and Efficiency Review is well aligned with the Board’s established Strategic Plan. Part of the intent, and expected outcome, of the review is to ensure that existing services, service levels, and resourcing are all strongly linked to the established strategic priorities. More specifically the review works toward greater progress in three of the four Strategic Priority areas - Self-Sufficiency, Economic Viability and Monitoring and Adaption.

SUMMARY/CONCLUSIONS

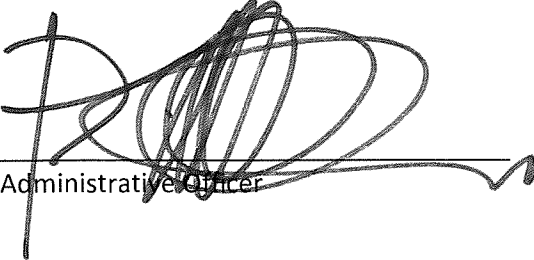
This report details a proposed approach to an Operational and Efficiency Review at the Regional District of Nanaimo as requested by the RDN Board and Executive Committee. The Purpose of the Review is to identify opportunities to streamline service delivery where possible, achieve cost efficiencies, improve service delivery and effectiveness, reduce duplication, enhance services where required and appropriate and facilitate on going performance measurement and analysis. The review is expected to strengthen the link of service delivery to the strategic priorities of the RDN.

This report outlines a unique approach to “core review” in local government, that builds on the bottom-up review work that has been successfully undertaken in other jurisdictions, and provides a framework for the review that will engage the organization and the community in an examination of efficiencies and effectiveness of each department of the RDN and their respective service areas.

This is an innovative approach to the review of local government services which will enable the RDN to meet future challenges in an equally innovative, effective and efficient fashion.

RECOMMENDATION

That the Board direct the Chief Administrative Officer to undertake an Operational and Efficiency Review at the Regional District of Nanaimo as proposed in the staff report and attachments.



Chief Administrative Officer

ATTACHMENT 1

Abbotsford scraps Core Review and puts P3 on hold

Thursday, April 25, 2013 03:45 AM

By Peter Ewart

Abbotsford City Council, acting on the advice of new city manager George Murray, has decided to scrap its Core Services Review. The Core Services Review would have cost over \$200,000 for this municipality of 133,000 residents.

In what appears to be a carefully phrased statement, the city manager noted in his report to Council that "a number of other local governments, including Penticton, Prince George, Summerland, Fraser Valley Regional District and Mission have undertaken Core Services Reviews of late. While these Core Services Reviews all produced measurable improvements, the local governments have mixed reviews about the actual 'return on investment' derived from the reviews".

Instead, as an alternative, city manager Murray will conduct an internal service review himself. Mayor Bruce Banman fully supports the city manager's proposal. He notes that "Part of his [the city manager's] regular duties would be to go through every single department and budget within the city anyway... We can save the taxpayers about 250 thousand dollars by having him doing the work rather than an outside firm" (*Country 107.1, April 15*).

The idea of municipalities conducting internal service reviews of their own is not new, of course, having been done in Williams Lake and other centres in previous years. Indeed, the idea was also put forward as an alternative to the recent City of Prince George Core Services Review. But PG Council decided to go ahead with an external Review, carried out by the consulting firm KPMG, for a cost of \$328,000. As Ben Meisner has pointed out in a previous article (*250News, April 10, 2013*), so far the results of the Prince George Core Review, despite the hefty cost, have not been impressive.

In a related development, George Murray has also announced that a multi-million dollar P3 project put forward two years ago has been postponed indefinitely by City Council pending the outcome of the internal services review. The \$35 million project was aimed at building a new recreation facility for Abbotsford and would involve a P3 agreement between the City of Abbotsford and the Vancouver YMCA. The City of Abbotsford was supposed to contribute up to \$17.5 million to the project. However, it has received opposition in the community from some residents. Murray says, "Money is always an issue ... Part of my review is 'can the city afford it?' We still haven't answered that question" (*Abbotsford Times, April 11*).

Mayor Banman was elected mayor of Abbotsford in 2011. An important plank of his campaign was opposition to a proposed \$291 million P3 privatization of the city's water supply which was supported by the previous mayor and the federal government. To pay for the controversial project, the City would have had to borrow a whopping \$230 million. In the 2011 vote, Banman won the mayoralty position and the privatization proposal was voted down (74% of voters were against).

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ATTACHMENT 2

Regional District of Nanaimo Operational Efficiency and Service Review

Process

1. Phase 1 - Preparation

1.1. The Purpose of the Review

The purpose of the review is to identify opportunities to streamline service delivery where possible, achieve cost efficiencies, improve service delivery and effectiveness, reduce duplication, enhance services where required and appropriate, and facilitate ongoing performance measurement and analysis. The review is expected to strengthen the link of service delivery to the strategic priorities of the RDN.

This review, while undertaken with an internal focus through the established review teams, will have a significant focus on assessing community and citizen satisfaction with current service levels and will directly engage external 'stakeholders' in the process. This is an innovative approach to the review of local government services and it is anticipated that this review will enable the RDN to meet future challenges in an equally innovative fashion.

1.2. Establish Service Review Priorities

- 1.2.1. It is expected that the review(s) in individual departments and/or service areas will be largely undertaken concurrently such that results and recommendations arising from the review(s) can be comprehensively presented to the Board and acted on in a timely manner. However, the Corporate Planning Committee (CPC) may review and prioritize areas for review based on existing issues/concerns and direction and advice received from the RDN Board. Reviews may be undertaken singularly as a department wide review or as a collection of multiple service area reviews within a department. The approach undertaken will be individualized for each department as determined by the CPC and the review Team Leads.

1.3. Establish the Service Review Teams

- 1.3.1. It is important to create a balanced team that includes external Subject Matter Experts (SMEs) and non-traditional leaders specific for each department or service area review in addition to management and staff directly engaged in the work of the area.

The team must have the best interests of the Regional District, taxpayers, and stakeholders in mind and not personal interest or pre-conceived biases. Optimum team size is four but up to six is acceptable. The team should be selected from management and staff but, in specific circumstances, consideration should be given to consulting assistance where subject matter expertise is needed or desirable.

The Corporate Planning Committee (CPC) will determine the make-up of the team a minimum of 4 weeks before the start of the formal review. The CPC will work with the CUPE Local President to identify appropriate union staff appointees to the review teams.

- 1.3.2. Team members must commit to attending all meetings, excepting emergency circumstances. The strength of the review is in the team approach to determining current conditions and recommendations for improvement.
- 1.3.3. A Team Lead (department General Manager or Director) will be assigned to ensure that a fair and consistent approach is taken to review(s) and to ensure that commitments and timelines are met. Depending upon the approach undertaken by the department, a Team Lead may be responsible for multiple review teams.

The Team will be responsible for the direction and nature of the analysis and the Lead will be the author of the final report for the respective department or service area. Review Team members will be expected to 'sign-off' on the final report prior to its submission to the CPC and RDN Board.

1.4. Subject matter Experts (SMEs)

- 1.4.1. The CPC will determine the requirement for SMEs for particular departments or service areas for the review process.
- 1.4.2. SMEs will be recruited and engaged through the Local Government Management Association (LGMA) 'TeamWorks' program, or directly from other agencies as appropriate.
- 1.4.3. SMEs will act as advisory members of the respective Review Teams through the review process as outlined in the TeamWorks Call for Volunteers (Attachment 3) and any agreements established between the RDN and SMEs from participating local governments. It is anticipated that the time commitment for SMEs in the process would be 10-20 hours over the review.

1.5. Community Satisfaction Survey

- 1.5.1. A professional polling agency will be engaged to undertake Citizen Satisfaction Survey interviews across the RDN. Of prime importance in engaging a 'pollster' will be experience and availability of proprietary comparison data for municipalities on Vancouver Island.
- 1.5.2. Survey questions will be developed in consultation with the polling agency and approved by the CPC aimed at gauging residents' views and opinions regarding RDN services in the Electoral Areas and Municipalities.
- 1.5.3. Where possible survey interview questions will be developed to permit comparison to current BC local government norms and benchmarks to provide additional context and insight to the review.
- 1.5.4. Polling agency to undertake the survey interviews in the Fall of 2013.
- 1.5.5. Survey results including comparisons and benchmarking with other jurisdictions and local government norms will be compiled by the polling agency and provided to the Team Leads.
- 1.5.6. Collected data will be used to inform the internal review that follows and the recommendations arising from the review process.
- 1.5.7. Survey results will be presented to the RDN Board and made available to the community.

1.6. Compile Critical Information

- 1.6.1. Financial Services to provide current year department or service area budget, financial history (past 5 years), service area sick time and leave reports, and payroll costs. Information to be presented in spreadsheet format to allow for data manipulation by the review team.
- 1.6.2. Department or service area to provide any pertinent historical information relevant to the key services provided.
- 1.6.3. Department or service area to provide an organizational chart showing all positions and classifications.
- 1.6.4. Human Resources to provide pay scale and job description specifications for each position within the department or service area.
- 1.6.5. Department or service area to provide current service levels.
- 1.6.6. Department or service area to provide Industry Best Practices. As necessary SMEs for the department or service area will provide input on Best Practices.
- 1.6.7. Team Lead to establish interview list of staff and stakeholders appropriate to the respective department or service area review.

1.7. Schedule Meetings – Preparation for Initial Meeting

- 1.7.1. Team Lead to block off and schedule team members for the review period that will effectively allow for interviews, meetings, discussion, and final report preparation.
- 1.7.2. Team Lead to collect all background information and prepare for initial meeting with overall team.
- 1.7.3. Team Lead to schedule key interviews, at least one week prior to engagement, with key personnel and stakeholders, assigning team members for each interview.

Consider interviews with key decision-makers (Elected Officials), stakeholders, and staff that interface with the department or service area.

2. Phase 2 – Formal Review

2.1. Initial Team Meeting

- 2.1.1. Team to meet and reinforce key objectives and process details. Initial discussion should suggest key areas or “hot points” that will need to be addressed. Department Manager should provide a summary of the key activities, purposes, and challenges within the department or service area. Information gathered through the community survey may be used by the Team to make adjustments to and finalize the interview questions.
- 2.1.2. Assign Team responsibilities for determining current state and for leading discussion on: service alignment; organizational structure; staff morale; process improvements/efficiencies; and financial/budgeting.

2.2. Interviews

- 2.2.1. Team to complete initial interviews with employees, stakeholders and elected officials using the interview templates (Attachment 4). All efforts will be made to ensure, where practical, that each and every full-time employee in the organization is interviewed.

NOTE: The interview templates are **draft** – Interview questions to be finalized by the Review Teams.

2.3. Follow-up Team Meeting

- 2.3.1. Team to discuss interviews and initial findings.
- 2.3.2. Team to determine work required before intermediate meeting(s), and assign responsibility as appropriate.
- 2.3.3. Between follow-up meeting and intermediate meeting(s), focus areas are to be addressed by assigned team members. Typical questions to be asked and answered by the Team through the review include:

Alignment – What is the industry standard level of service? What level of service are we exceeding/lacking? Should we be doing the work or is it more effective for others to do the work? Should we be in the business at all? Is the work of the service adequately aligned with the Board Strategic Plan?

Financial / Budgeting – Is the budget reflective of the work performed? Are staff following policies and procedures? Are true costs captured in the budget? Are costs accurately related to the services provided (benchmarking)? Are we measuring the right things?

Process Improvements / Efficiencies – Can technology create more efficiencies? Is there a business case to do the work? How can we partner with other departments/organizations? How can we streamline services? Are we meeting expectations of the community and our stakeholders? Are there opportunities to become more accountable to citizens/taxpayers? Is there the potential to combine resources with another service area to create efficiencies?

Organizational Structure – Is there an appropriate amount of supervision and span of control? Are employees capable of performing the required work, as listed in job classifications? Is the organization capable of flexibility, as situations dictate? Is there enough staff resources to complete priorities/too many? Are there barriers to hiring the right personnel for the positions?

Staff Morale – Are employees satisfied in what they contribute to the Regional District? Do employees understand their roles and responsibilities? Do staff feel they are supported by the organization? How does sick time in the department/service area compare to other areas/organizations? Do staff work safely?

2.4. Intermediate Team Meeting(s)

- 2.4.1. Update on follow-up work/research. Discussion on key areas of concern with brainstorming about possible solutions and/or options for improvements. Include team decisions on what process, organizational and functional improvements can and should be made.
- 2.4.2. Record first comments in preparation for final report.
- 2.4.3. Schedule additional Team meetings, as required.

- 2.4.4. In preparation for Final Meeting, each team member to prepare final report draft comments for wrap-up meeting.

2.5. Final Meeting - Wrap-Up

- 2.5.1. Open discussion on final considerations for report.
- 2.5.2. Review comments for each department and service area and sign-off by team members.
- 2.5.3. Report to be formatted and finalized by support staff.
- 2.5.4. Final comments should consider:
 - Impact on the applicable Collective Agreement;
 - Impact on staff;
 - Potential changes to service levels;
 - Organizational alignment;
 - Rescheduling shifts, work schedules, positions required;
 - Process efficiencies;
 - Improving morale;
 - Combining services with other departments;
 - Performance measurement and comparison to similar organizations;
 - Board Strategic Plan.

3. Phase 3 – Final Report

- 3.1. General format of final report as per template (Attachment 5). Specific layout, graphics, etc. to be finalized by CPC.
- 3.2. Report to be reviewed and approved by CPC.
- 3.3. Corporate Planning Committee to determine implementation strategy. Consideration for Union, Board, external stakeholders, and others should be included in the implementation plan. Implementation will include and detail deliverables and time lines for implementation of recommendations.
- 3.4. Final Review Report to be presented to RDN Board at a seminar session before final presentation by Team Lead/CAO at scheduled Board Meeting.
- 3.5. Final Review Report to be presented to Union with an open discussion on implementation strategies. The goal is to partner with the Union to create organizational synergies.
- 3.6. Final Report with an Implementation Plan to be presented to the Board (Open Meeting) for consideration.
- 3.7. Responsibility for implementation handed over to CAO/CPC.
- 3.8. Final Review Report and Implementation Plan to be made available to all staff.

4. Phase 4 – Follow-Up

- 4.1. CAO/CPC to report to the Board on the progress of implementation of the recommendations on a quarterly basis, or as necessary, to ensure that the Implementation Plan is carried through.

ATTACHMENT 3

Regional District of Nanaimo Operational Efficiency and Service Review

TeamWorks Call for Volunteers

The Regional District of Nanaimo Board of Directors is interested in undertaking an operational efficiency and services review ("core services review") at the RDN to examine the effectiveness, efficiency and mandate of the six Departments that make up the structure of the organization. The CAO of the RDN has been tasked with the development of a "bottom-up" approach to a review that will engage the corporate planning group (senior management team), the management team, and CUPE staff in review teams to undertake the examination of efficiencies, effectiveness and deficiencies in each department and their respective service areas. A review team will be established for each respective department and will be responsible for the internal review of that department or service area.

As part of this review process the RDN is interested in engaging Subject Matter Experts (SMEs) from other BC local governments (and appropriate Crown agencies) to aid in the review process and to participate in the review as an independent third "set of eyes", acting as a sounding board and/or advisory capacity in the review of particular departments or service areas. SMEs will work directly as advisors to the departmental General Managers and Directors that will head up the particular review teams. SMEs would be expected to advise the review team leaders on aspects of the review including:

- Comment on identified local government best practices for particular service areas;
- Review and comment on current service levels within particular service areas against their knowledge of best practices;
- The review of survey questions used for staff and stakeholder interviews in the review process;
- Comment on results from the interview process;
- Review and comment on recommendations arising from the review and evaluation of particular service areas.

It is expected that the work of SMEs will be primarily carried out via electronic communication and teleconference calls with a limited necessity for onsite or face-to-face meetings at the RDN.

This project will be of interest to experienced local government managers with 5-10 years (or more) background in managing local government departments, specific service areas and/or combinations of service areas.

The following departments and service areas will be reviewed in this project:

Strategic and Community Development (Development Services)

- Regional Growth Strategy development and implementation
- Rural community planning and development approvals
- Building Inspections, Bylaw Enforcement, Emergency Planning
- Energy and Sustainability programs

Recreation and Parks

- Regional and Community Parks and Trails acquisition, planning and operations
- Recreation programs and facility operations

Regional and Community Utilities

- Sewer collection systems and liquid waste treatment
- Water systems and operations

Transit and Solid Waste

- Regional Transit system planning and operations
- Solid Waste collection and landfill operations
- Recycling and green bin collection and operations

Regional District Finance

- Capital and Operational Budgeting
- Financial Accounting
- Electoral Area Fire Services (Volunteer Fire Departments)

Regional District Administration

- Human Resources
- Administrative Services and Communications
- Information Services

While not explicit in this list of department and service areas for review, the project is also expected to examine the current structure, function, and operation of existing committee structure(s) and grant programs within individual departments.

Though a schedule of reviews and prioritized areas for review have not yet been confirmed, it is expected that reviews will be undertaken concurrently; the project will be initiated in the Fall/Winter of 2013; and the work will be concluded by the Spring of 2014. It is anticipated that the time commitment for TeamWorks participants will be 10-20 hours distributed over the 6-month review period.

This is a unique approach to “core review” in local government, builds on the bottom-up review work that has been successfully undertaken in other jurisdictions, and is a project that is expected to pay dividends to both the citizens and the Board of the Regional District in terms of efficiency and effectiveness improvements to RDN services, as well as be professionally rewarding to staff and the Subject Matter Experts that participate in the project.

ATTACHMENT 4

Regional District of Nanaimo Operational Efficiency and Service Review

Staff Interview – Format Template

Date	
Service Area	
Interviewed By	

“These interviews are to be kept fully confidential to the team members only. Your comments will not be discussed with anyone else. All information collected will be aggregated and no individual identification of source of comments will be maintained.

We encourage open dialogue as the Operational Efficiency and Service Review is intended to make this organization a better place to work and to operate more efficiently and effectively in providing services to the community.

Your input is important in this process of evaluating the work and services of the RDN and invaluable to the Board in demonstrating the value of the RDN to the community.”

Personal

1. How long have you worked for Regional District?
2. What positions have you held with the Regional District?
3. What is your best skill?
4. What hidden skill do you have that no one realizes?
5. Are you allowed to reach your potential?
6. How many performance reviews have you had at the RDN in your career?
7. Do you feel like you are appreciated?
8. Do you feel like you are adequately remunerated?
9. What could the organization do to make your work life better?
10. Do you have work / life balance?

Work Functions

11. What aspect of work (if any) in your department is most wasteful?
12. In your view are there service(s) within your department that do not meet expectations of the community?
13. In your view are there examples of services that we provide in a particularly effective and efficient manner?
14. Can you provide any examples of services within your department that we do not provide in as effective and efficient manner as possible? What could be changed to make the necessary improvements?
15. Do you feel you receive enough direction in the performance of your duties?
16. Are there enough supervisors to provide decent direction? – Too many, too few, just right?
17. Are there enough employees to fulfill the services the public expected?
18. What other department do you work closest with?
19. Is the relationship functional?

Final

20. Are there changes you would make if you were the Manager of the department?
21. Where are there non-productive areas that can be reallocated to focus on the functions we should be providing
22. What other comments can you add?

**Regional District of Nanaimo
Operational Efficiency and Service Review**

Stakeholder Interview – Format Template

Date	
Service Area	
Interviewed By	

“These interviews are to be kept fully confidential to the team members only. Your comments will not be discussed with anyone else. All information collected will be aggregated and no individual identification of source of comments will be maintained.

We encourage open dialogue as the Operational Efficiency and Service Review is intended to make this organization a better place to work and to operate more efficiently and effectively in providing services to the community.

Your input is important in this process of evaluating the work and services of the RDN and invaluable to the Board in demonstrating the value of the RDN to the community.”

1. What do you see as the role of this department in the region?
2. What services does this department provide to you?
3. In your view are there service(s) within this department that do not meet the expectations of the community?
4. In your view are there examples of services that we provide in a particularly effective and efficient manner?
5. Can you provide any examples of services within this department that we do not provide in as effective and efficient manner as possible? What could be changed to make the necessary improvements?
6. Are there any new or emerging challenges for this area that need to be addressed – now, in the future? What are they?
7. How do you see the services provided improving? What could be changed to meet the challenges?
8. What services would you like to see added?
9. Are there services provided that should be reduced or abandoned?
10. What other comments can you add?

**Regional District of Nanaimo
Operational Efficiency and Service Review**

Elected Official Interview – Format Template

Date	
Service Area	
Interviewed By	

“These interviews are to be kept fully confidential to the team members only. Your comments will not be discussed with anyone else. All information collected will be aggregated and no individual identification of source of comments will be maintained.

We encourage open dialogue as the Operational Efficiency and Service Review is intended to make this organization a better place to work and to operate more efficiently and effectively in providing services to the community.

Your input is important in this process of evaluating the work and services of the RDN and invaluable to the Board in demonstrating the value of the RDN to the community.”

1. What do you see as the primary role of this department to the region?
2. What do you understand as the services this department provides to the community?
3. In your view are there service(s) within this department that do not meet the expectations of the community?
4. In your view are there examples of services that we provide in a particularly effective and efficient manner?
5. Can you provide any examples of services within this department that we do not provide in as effective and efficient manner as possible? What could be changed to make the necessary improvements?
6. What works well?
7. What are some challenges that you perceive for this department or service area - are there emerging challenges that are yet to be addressed?
8. What could be done or changed to meet these challenges?
9. Are there areas of service to the community that this department should be providing? What services would you like to see added?
10. Are there areas of service to the community that this department should not be providing? What services should be reduced or abandoned?
11. What other comments can you add?

ATTACHMENT 5

Regional District of Nanaimo Operational Efficiency and Service Review

Final Report – Format Template

- Executive Summary
- Department/Service Area History
- Applicable Best Practices
- Current Feedback
 - Community Survey
 - Stakeholder/Staff Interview Results
 - Observations
- Recommendations – Organization of Services
- Recommendations – Financial/Budgeting
- Recommendations – Organization of Staff
- Recommendations – Improving Staff Morale
- Recommendations – Process Improvements/Efficiencies
- Implementation Plan