

REGIONAL DISTRICT OF NANAIMO

REGIONAL PARKS AND TRAILS SELECT COMMITTEE

REGULAR MEETING

TUESDAY, FEBRUARY 03, 2015

12:00pm

(RDN Committee Room, 6300 Hammond Bay Road, Nanaimo)

A G E N D A

PAGES

CALL TO ORDER

DELEGATIONS

Motion to receive late delegation.

MINUTES

3-5 Minutes of the Regular Regional Parks and Trails Advisory Committee meeting held October 21, 2014.

Motion to approve Minutes.

BUSINESS ARISING FROM THE MINUTES

ORIENTATION

- T. Osborne
- Binder
- PowerPoint Presentation

COMMUNICATIONS/CORRESPONDENCE

Motion to receive Communications/Correspondence

UNFINISHED BUSINESS

REPORTS

6-13 Monthly Update of Community and Regional Parks and Trails Projects - October 2014

14-21 Monthly Update of Community and Regional Parks and Trails Projects - Nov-Dec 2014
E & N Rail Trail Project Update (verbal)

22-44 Little Qualicum River Regional Park Bridge Assessment Report

Motion to receive Reports.

BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS

NEW BUSINESS

45-51 Friends of Morden Mine - Eric Rikker/John Hoffman Presentation
- RJC Preliminary Evaluation Report (Copies at meeting/available on Ipad Server)

52-64 Island Trust – Density Banking for Lots Rezoned as Parks

Benson Creek Park Parking Lot

Appointments to Regional Park Management Plan Committee for Fairwinds

IN CAMERA

That pursuant to Section 90(1) (e) of the Community Charter the Committee proceed to an In Camera Committee meeting to consider items related to land and legal issues.

ADJOURNMENT

Motion to adjourn.

NEXT MEETING

April 7, 2015

REGIONAL DISTRICT OF NANAIMO

**MINUTES OF THE
REGIONAL PARKS AND TRAILS SELECT COMMITTEE MEETING
HELD ON TUESDAY OCTOBER 21, 2014 AT 12:00 PM
IN THE RDN COMMITTEE ROOM**

Attendance: Director Diane Brennan, Chair, City of Nanaimo
Director Howard Houle, Electoral Area 'B'
Director Maureen Young, Electoral Area 'C'
Director Dave Willie, Town of Qualicum Beach
Director Jack de Jong, District of Lantzville
Director Julian Fell, Electoral Area 'F'
Director Marc Lefebvre, City of Parksville
Director Joe Stanhope, Electoral Area 'G'

Staff: Tom Osborne, General Manager of Recreation and Parks
Paul Thorkelsson, Chief Administrative Officer
Wendy Marshall, Manager of Park Services
Kelsey Cramer, Regional Parks Planner
Ann-Marie Harvey, Recording Secretary

Also in Attendance: Director Alec McPherson, Electoral Area 'A'

CALL TO ORDER

Chair Brennan called the meeting to order at 12:02 PM.

MINUTES

MOVED Director Stanhope, SECONDED Director Houle that the minutes of the Regular Regional Parks and Trails Select Committee meeting held June 11, 2014 be approved.

CARRIED

COMMUNICATIONS/CORRESPONDENCE

MOVED Director Stanhope, SECONDED Director Fell that the following correspondence be received:

L & K Mason to Regional District of Nanaimo, **RE: Installation of posts – Horne Lake Regional Park**

T. Osborne, RDN to T. Hickey, City of Nanaimo, **RE: Downtown to Seventh Street E&N Trail Project Funding.**

D. Banman, RDN to S. Zupenec, Islands Trust, **RE: Gabriola Island Draft Bylaws 271 & 272 Referral to Zone Parks**

W. Marshall, RDN to L. Kingston, Tourism Vancouver Island, **RE: Request for Hiking Trails Strategy Funding Contribution**

L. Krog, MLA, to A. McPherson, RDN EA 'A' Director, **RE: Morden Colliery Historic Provincial Park**

D. Chapman, Ministry of Environment, to T. Osborne, RDN, **RE: Rath Trevor Beach Park - Shoreline Restoration Project**

E. Ricker, Friends of Morden Mine Society to T. Osborne, RDN, **RE: Morden Mine Engineering Study-Presentation of Results**

CARRIED

REPORTS

Monthly Update of Community and Regional Parks and Trails Projects – June- August 2014

Monthly Update of Community and Regional Parks and Trails Projects – Sept 2014

Ms. Marshall gave a summary of the regional parks projects for June –September 2014. Ms. Young asked about the possibility of garbage cans being put in around the Creekside Park new parking site. Ms. Marshall will look at this getting done.

E & N Rail Trail Project Update (verbal)

Ms. Cramer reported that the October 9th open house for the E & N Rail Trail was very well attended with approximately 150 people attending. She said the main concern for people is the multi-uses of the trail. She noted that submissions have been made to the ALC as some of the trail may have to go through private farmland and a trail is not 'farm use'. Also she has a meeting with MOTI on October 30 regarding crosswalks where the path crosses roadways.

Morden Colliery Regional Trail Bridge Report

MOVED Director Stanhope, SECONDED Director Lefebvre that the updated Nanaimo River Pedestrian Crossing at the MCRT Feasibility Study be received to use as a guiding document for the future development of a bridge crossing within the Morden Colliery Regional Trail corridor.

MOVED Director Stanhope, SECONDED Director Lefebvre that subsequent design and assessment work proceed under the Steel Truss Bridge option.

MOVED Director Stanhope, SECONDED Director Lefebvre that the equestrian accessible bridge option be vetted through local residents and equestrian groups prior to subsequent design work in order to ensure public support and user demand in consideration of higher construction and maintenance costs.

CARRIED

MOVED Director Houle, SECONDED Director Young that the reports be received.

CARRIED

NEW BUSINESS

Fairwinds Management Plan Committee

MOVED Director Lefebvre SECONDED Director Houle that Director Stanhope and Director de Jong represent the Regional Parks and Trails Select Committee on the Fairwinds Management Plan Committee, with Director Young acting as an alternate.

CARRIED

IN CAMERA

MOVED Director Stanhope, SECONDED Director Lefebvre, that pursuant to Section 90(1) (e) of the Community Charter the Committee proceed to an In Camera Committee meeting to consider items related to land issues.

Time: 12:45pm

CARRIED

ADJOURNMENT

MOVED Director Stanhope that the meeting be adjourned at 12:58pm.

CARRIED

Chairperson

Parks Functions Report

TO: Tom Osborne
General Manager of Recreation and Parks

DATE: November 10, 2014

FROM: Wendy Marshall
Manager of Parks Services

FILE:

SUBJECT: Monthly Update of Community Parks and Regional Parks and Trails Projects

During October staff have been involved with the following projects and issues.

Electoral Area Community Parks

Area A

Ongoing and regular garbage collection and maintenance visits were conducted at the Cedar Skate Park. Graffiti removal work was undertaken.

Staff attended a Cedar Elementary School Safer Walk Routes Advisory Committee meeting.

Area B

Trail brushing and clearing was completed throughout all Whalebone Area Parks.

At Rollo McClay Community Park water delivery continued due to siltation issues with the water well on site. Cost estimates were provided for potential playground development. The irrigation system was blown out and shut down for the season.

Two hazard trees were removed from Queequeg Community Park in the Whalebone area.

Staff met with a Folklife Village representative to discuss park maintenance and shared security issues at the Huxley Park. GPS collection work is scheduled for November in order to accurately locate the border between the two properties. Staff also met users on site to discuss the draft preferred concept plan.

Staff provided information and advice to a community group interested in having an off-leash dog park on Gabriola.

Area C – Extension

Trees and shrubs were ordered for fall planting at Extension Miners Community Park. Boulders were moved to shore up existing bridge access ramp.

Area C - East Wellington/Pleasant Valley

Ongoing site inspections and garbage clean-up work were carried out at Anders and Dorrit's Community Park. Costing information was sought/received for an upcoming building removal project.

Staff met with Vancouver Island University Horticultural Program students to provide background information and answer questions regarding Anders and Dorrit's Community Park. The students are working on a design project for the plaza and picnic area.

Area E

Regulatory signage was posted at Brickyard Community Park.

Trail maintenance work was carried out at Prawn Road Trail Community Park.

Staff carried out a site review of a parkland dedication at Oak Leaf Drive. The developer is required to add a parking lot and manage storm water going into the park.

Area F

Drainage ditch construction was completed at Errington Community Park. A pedestrian footbridge was also replaced, new regulatory signage posted and additional trail brushing work continued.

Park user information was collected for Carrothers Road Trail.

Ongoing planning for ATV barricades and trail development work continued for Price Road (MOTI property). Additional grant funds being sought for increased scope of work, expected to occur in November.

A bike rack and garbage containers were received for upcoming installation at Meadowood Community Park. Wrap up work at Meadowood Community Park includes Milestone Contracting release of holdback and removal of construction signs; ongoing work with Meadowood volunteers to get the picnic pavilion built; monitoring of turf establishment and park safety.

Staff looked into the Province's process regarding the Silver Spurs' Section 57 trail application and provided advice.

The RDN Board and School District 69 developed and approved an agreement that allows the RDN to manage School District lands on Meadowood Way in Electoral Area F as a community park, and to potentially locate a community centre on the property. RDN Staff and the Corcan-Meadowood Residents' Association have toured the school district's surplus modular classrooms and have tentatively selected a set of portables suitable for community centre use.

Area G

Park signage was posted at Lee Road Community Park.

A hazard tree was removed at River's Edge Community Park.

Staff responded to a building vandalism issue at Dashwood Community Park.

Staff continued to get updates from community members and to provide advice regarding the community clean-up and planting at the Admiral Tryon water access.

Area H

A new swing set was installed at Henry Morgan Community Park. Playground safety surfacing is scheduled for installation in early November. Several trees were transplanted at the site, and a hazard tree was removed.

Park trespass issues were followed up with Building, Bylaw and Emergency Planning Services regarding an ongoing issue at Islewood Drive Community Park.

Staff met with the Director to review signage, GPS and map development assistance for community trail workers active on non-RDN trails in the Qualicum Bay-Bowser area.

Miscellaneous

Numerous park inspection visits and maintenance projects were conducted throughout the district including garbage removal, brushing and trail maintenance, new sign layouts and installations, and sign maintenance, and numerous information requests were received from the public.

Community Works Projects

Area B

The 85% design package for the Village Trail was submitted to MOTI for review and feedback. Comments received will be incorporated into the final design package.

Area C - East Wellington/Pleasant Valley

Due to the site challenges, current emphasis has shifted from constructing a road side path on Jingle Pot Rd to focus on improving the existing road side path on Meadow Drive. A letter was sent to MoTI to provide 1.5 metre paved shoulders on Jinglepot to improve the safety for pedestrian and cycling use.

Area F

Staff met with the Director to review initial trail projects at Carrothers and Price, and with the Director and POSAC members at site.

Cost estimates for moving surplus School Board 69 portables to Meadowood are being investigated in preparation for a Board report in November.

Area G

Parks staff met twice with MoTI, RCMP and SD69/Oceanside Elementary School to discuss possible improvements and solutions for pedestrian safety and vehicle congestion along Wembley Rd and Wright Rd near the school. Changes to two road intersections are expected in November (conversion to 4-way stops) that will affect traffic flow and may have an impact on the congestion in the area. Following implementation of these changes, a third meeting will be held to review any positive or negative outcomes. In terms of the Wembley Rd corridor, conversations are on-going as to the best approach for improving pedestrian safety along this route.

Area H

Staff worked with the lawyer to produce an agreement for use of Community Work Funds to fund improvements at the Lighthouse Community Centre. The agreement was forwarded to the Board of Directors for the Lighthouse Hall Community Centre for their review.

Regional Significant Gas Tax Project

Parks staff and Consultants hosted an Open House on Oct. 9th that saw over 150 attendees. Overall there is a lot of enthusiasm and support for the project. Concerns centred on the multi-use aspect of the trail and some concern over compatibility between different users. The trail is intended to be a multi-use trail open to walkers, cyclists, equestrians. Two stakeholder meetings also occurred in October; one with residents whose properties are bisected by the rail corridor and one with the Ministry of Transportation to discuss trail road crossings.

Prior to the Open House, staff appeared as a delegation at the City of Parksville's Council Meeting to introduce the project and the idea Springwood Park as a trailhead to the Rail Trail.

Regional Parks

Arboretum

Park staff removed garbage from the park entrance.

Arrowsmith CPR Regional Trail

Park Staff brought an engineer to the McBey Bridge for a bridge inspection.

Beachcomber Regional Park

The park entrance sign was pressure washed. Garbage was removed from the trails and a possible property encroachment was investigated.

Met with an original resident of Beachcomber to discuss how the property came about as park; exchanged historical information and made contacts of use for next year's work on the park management plan.

Staff coordinated the installation of a new kiosk structure at the entrance of Beachcomber Regional Park. Final sign boards will be installed in early November.

Benson Creek Falls Regional Park

Park Staff erected new signs for the parking lot and conducted trail maintenance. The parking patterns are being monitored and public inquiries are being responded to. Staff pressure washed park signs, removed signs from trees and removed trees crossing new trail through VIU property. Park Staff and GIS Staff completed GPSing the new trail leading the public to the park. The new trail is currently being reviewed by MFLNRO.

Big Qualicum Regional Trail

Park Staff and GIS Staff completed GPSing the trails.

Coats Marsh Regional Park

Park staff conducted park inspections and maintained trails.

Descanso Bay Regional Park

Park Staff and GIS Staff completed GPSing the park.

E&N Regional Trail

Trail counter data was collected.

Englishman River Regional Park

Park Staff carried out routine inspections of Englishman River Regional Park and Top Bridge Park. Staff responded to maintenance issues identified by the Volunteer Park Warden including; garbage issues, ATV trespass, vandalism, graffiti and suspect hazardous trees.

Staff installed a bike rail on a set of stairs near Allsbrook. Park staff pressure washed the kiosks, park identification signs and garbage cans. Staff brought an engineer to the Hatchery Bridge for a bridge inspection.

Worked with the BC Conservation Foundation on ways and means to remove, update and replace the old Steelhead Recovery Plan interpretive sign at the Long Run.

Horne Lake Regional Park

Park staff met with BC Park staff to discuss the BC Parks Caves Park parking lot issues. RLC continue to make park improvements such as sign installation, outhouse painting, generator maintenance and vapour barrier for the house. Coastal Fire Centre crew burned a debris pile for the park operator for training purposes.

Lighthouse Country Regional Trail

Parking lot upgrades were started at the Lioness trailhead. Park staff pressure washed the kiosks and garbage cans. Staff had approximately 11 hazardous trees removed along the trail by a contractor. Clarification was received from the Ministry of Forests that the RDN can direct the public across the Linx Rd railway crossing and so staff can proceed to develop the small parking lot at the Linx Rd end of the South Loop trail.

Little Qualicum River Estuary Regional Conservation Area

Park staff conducted invasive species removal within the conservation area. Staff worked with the BC Conservation Foundation and Ducks Unlimited Canada on a park use permit for adding vegetation to the fish channel area. Staff also liaised with the Province on the project. Parks staff were approached by the Mount Arrowsmith Biosphere Reserve as well as the Province on potential projects at the estuary and staff will explore options. Assistance was provided to CAGO in their goose strategy research (survey distribution, park data).

Little Qualicum River Regional Park

Parks Staff are preparing a report on the process and implications for transferring management of the private bridge over the LQR to the RDN. The bridge over the river is within the regional park, but has been managed privately through easement. The easement holder has expressed interest in dissolving the easement. The topic is complex because the roads on either side of the bridge are private, and the route may be important for emergency response. Currently the bridge is damaged and closed and the RDN must consider to what level it will be repaired – for emergency use or for pedestrian/park use. Staff brought an engineer to the Ozero Bridge for a bridge inspection.

Park staff conducted park inspections and maintained trails.

Moorecroft Regional Park

Park staff conducted park inspections and maintained trails. Bathroom repairs are being conducted at the Caretaker House. The Caretaker Agreement is being reviewed for renewal. A dogs in park information brochure is being developed to help educate people on the need to control dogs in the conservation covenant area. Dog patrols are being conducted weekly by Coastal Animal Control Services.

Morden Colliery Regional Trail

Park staff replaced vandalised signs at the Cedar Plaza trailhead. A contractor removed 3 hazard trees along the trail.

Mount Benson Regional Park

A contractor repaired the service road leading into the park.

Staff reviewed the draft park covenant with the lawyers and explored ways and means to move forward with a covenant in tandem with a management plan review. Covenant options were researched.

Nanaimo River Regional Park

Park staff planted 100 Douglas fir and 20L of donated Arbutus berries where a mower flailed broom and blackberry as a part of a restoration project.

Parksville - Qualicum Links

Park staff conducted trail inspections. Staff met with park neighbor regarding trees bordering Barclay Bridge.

Top Bridge

Park staff pressure washed the entrance sign.

Trans Canada Trail

Park staff pressure washed graffiti off the kiosk and sign post at the Spruston trailhead. Staff briefed new TCT BC staff on outstanding TCT financial commitments to the RDN and Cowichan Valley Regional District in respect of the proposed joint Timberlands Road trailhead upgrade.

Witchcraft Lake Regional Trail

Park staff conducted trail inspections.

Fairwinds Lakes District - Regional Park Management Plan

Staff and project consultants met with community and Council members from the Snaw-naw-as First Nation to discuss the cultural and historical significance of the lands within the Fairwinds Lakes District as they pertain to future park development and management. Preparations were also completed for the first Advisory Committee meeting and the first Open House event in November.

Morden Colliery Bridge

Staff completed a report to the Regional Board outlining the key findings of an updated feasibility study for a bridge crossing over the Nanaimo River (within the Morden Colliery Regional Trail corridor), with recommendations on bridge structural type and accessibility. The study and staff recommendations were approved by the Board in October. Subsequent design development will therefore proceed under a steel truss bridge option, while an option for equestrian accessibility will be vetted through the public.

Miscellaneous

Staff installed high water signage at all parks with rivers entrances. Staff also installed lock out crime signs in the regional parking areas.

Staff completed a survey on Important Bird Area areas. The survey is looking for perspectives on recreational disturbance of birds populations.

Staff assisted a University of Victoria graduate student working with the Capital Regional District on researching front country and back country camping trends and "best practices" campground management policies.

Staff continued to provide support to an in-camera land acquisition for potential Regional Park.

Staff continued to work with the Province with regards to a 30-year Crown Land Lease application for the Morden Colliery Regional Trail and a Premature Lease Renewal for Benson Creek Falls Regional Park.

Work continued on the new Parks Building lease with signing expected in November. The building is under construction and staff have met with the builder to review any issues.

Trail Counter Information

Month	BRP #1	BRP #2	Carrothers Trail	E&N Trail #2	E&N Trail Lowery Rd.	Moorecroft La Selva Place
2014-06-01	3,375	727	1,530	85	1,168	1,113
2014-07-01	593	442	1,174	73	63	1,010
2014-08-01	2,341	558	99	114	20	1,017
2014-09-01	1,258	216	47	210	43	830
2014-10-01		237	52		41	817

2015 Budget Development

Staff continued working on the 2015 budget input including developing the 5 year financial plan, capital plan and the business plans.

Park Use Permits and Events

- RDN Water Services PUP for school group watershed tours in October: two at Nanaimo River RP and one at ERRP.
- Renewal of PUP for student monitoring of water quality and benthic invert sampling (VIU Restoration Biology Program under direction of Margaret Wright, DFO) over Oct-Dec, 2014 at ERRP.
- CMRA PUP for family Halloween event, Oct 31st at Meadowood Community Park. As the event anticipated over 600 people, a Special Occasion Permit was also required through Corporate Services.
- BCCF PUP for planting of 150 2-gal size native shrubs and trees at LQRE, with staff and Qualicum Streamkeeper volunteers planned for November.

Staff Training

Staff attended a two-day seminar on Community-Based Social Marketing. The seminar presented the process for uncovering barriers to behaviours we want to encourage (e.g. walking to school, using public transit) and developing programs to encourage or change the behaviour. This is viewed as a more effective means of accomplishing changes in behaviour than simply providing information through brochures, which is the common approach.

Recommendations

That the Parks Update Report for October 2014 be received as information.



Manager of Parks Services



General Manager Concurrence

Parks Functions Report

TO: Tom Osborne
General Manager of Recreation and Parks

DATE: January 23, 2015

FROM: Wendy Marshall
Manager of Parks Services

FILE:

SUBJECT: Monthly Update of Community Parks and Regional Parks and Trails Projects

During November and December staff have been involved with the following projects and issues.

Electoral Area Community Parks

Area A

Graffiti was cleaned off the skateboard park and wood debris was removed from the Nelson Boat Ramp.

Staff prepared and distributed the November 19th PRCC meeting agenda package, attended the meeting and prepared the meeting minutes.

Area B

The Whalebone Community Parks received a cleaning up. Old wooden chairs and other debris were removed.

Staff prepared and distributed the November 4th Area B POSAC meeting agenda package, attended the meeting and reviewed the minutes.

Staff met with the consultant for the Huxley Park Master Plan to provide feedback and suggest revisions to the draft plan.

Staff corresponded with a representative from the Huxley Ball Hockey Association regarding options for upgrading/repairing the sport court.

Staff corresponded with a representative from the Gabriola Softball Association regarding a potential location of a playground at Rollo McClay Community Park.

Area C – Extension

Staff coordinated draft design work with community members on commemorative park signs scheduled for installation in spring 2015.

Staff attended a pre-application meeting with a developer interested in rezoning and subdividing property in Extension; feedback was provided regarding potential parkland dedication/development opportunities.

Area C - East Wellington/Pleasant Valley

Staff met with Vancouver Island University Horticultural Program students to receive and provide feedback on their term project final presentations. Five groups presented their unique designs for the plaza and picnic area at Anders and Dorrit's Community Park.

Area E

Parks staff conducted a site visit to the parkland dedication at Oak Leaf Drive. The developer was advised of required modifications.

Area F

Meadowood Community Park: Volunteers worked with Pickles TimberWorks to install a timberframe picnic pavilion in the park. After the roof is installed in January, final RDN Building inspection will be scheduled. A \$3,000 donation was received from Coastal Community Credit Union toward the park development, as well as a \$250 private donation. A bike rack, a garbage can and 11 parking curbs were installed at the park.

Drainage issues at the Dashwood 2 Fire Hall were investigated. Parks staff will meet with the Fire Hall members and quotes for the work will be requested.

At Harris Crescent staff removed garbage and debris and carried out brushing and limbing of overgrown branches.

The ditch at the Errington Farmers Market was inspected and was modified during the December storm events. A fire pit was removed from the stage area.

Staff prepared a draft trail map sign for Malcolm Community Park.

Staff prepared and distributed the November 17th Area F POSAC meeting agenda package, attended the meeting and reviewed the minutes.

Staff continued to provide support to the Silver Spur Riding Club for their Little Mountain Provincial Section 57 Trail application. Staff provided First Nations consultative advice.

Area G

Staff prepared and distributed the November 12th Area G POSAC meeting agenda package, attended the meeting and reviewed the minutes.

Staff attended a meeting with RDN Planning and MoTI staff regarding the Earthbank rezoning application.

The trail and stairs at Miller Road Community Park were cleared of leaves and debris. A dead tree at Maple Lane Community Park was assessed and it was removed.

Area H

Staff installed a log retaining wall around the newly installed swing in Henry Morgan Park. The log wall retains the Softfall playground surfacing and kids can walk on the top of the logs. The playground surfacing was installed and the area made ready for use.

Staff worked with the Director, landowners and community volunteers on the development of local skills in map making in respect of non-RDN area trails. Volunteers were trained in the use of loaner GPS units.

New maps and direction signs were installed at Oakdowne Community Park and trees were removed across the trail. The post and regulation sign was re-installed.

A new directional sign for Wildwood Community Park was installed off the Highway 19A.

A new sign was installed at Deep Bay Community Trail and the trail cleaned of leaves and debris.

Miscellaneous

Staff met with City of Nanaimo parks staff to review their "Volunteers in Parks" program.

Staff completed the 2015 POSAC meeting scheduling and venue booking.

Community Works Projects

Area B

Parks Staff met with two representatives from the MOTI to discuss preliminary feedback to the 85% design package for the Village Trail. MOTI would like to see any more engineering involvement in the design of the walls and guardrails that will be required. The civil and structural engineers on the project will be reviewing the design in detail following MOTI's input and will be engaged to ensure the final design conforms with MOTI's standards.

Area C - Extension

At Extension Miners Community Park work continued on the landscaping around the new bridge. Large rocks were moved from the front of the park to an area close to the bridge and shrubs and trees were planted. Two sections of split rail fence were built and regulation and no trespassing signage was installed. A concrete pad was poured and a picnic table installed.

Area F

Parks staff assisted with preparing the report to the Board regarding the purchase and moving of surplus portables from School District 69 to the School District lands adjacent to Meadowood Community Park.

Area G

Parks staff continued to look at trail connections in the French Creek area between Wembley Mall and Oceanside Elementary School. Staff will be preparing a report for consideration by the Board that itemizes the trails and proposed costs, to be covered by Community Works Funds. The Ministry of Transportation has been requested to look at opportunities to improve Wembley Rd.

Morden Colliery Bridge

Staff provided community members with information regarding a feasibility study for a bridge crossing over the Nanaimo River (and within the Morden Colliery Regional Trail corridor) which was approved by the Board in October.

Regional Significant Gas Tax Project

Consultants continue to finalize the E & N trail and drainage design. A meeting with residential stakeholders along a section of the proposed alignment was held to review the alignment. The option of locating the trail on a portion of their property, and the appropriate mechanism for doing so, is under consideration.

Regional Parks

Arboretum

Park staff removed a squatter's tent and belongings from site. Park staff filled in old soil test pits located in the research forest.

Arrowsmith CPR Regional Trail

Park Staff conducted a site inspection at the trail head to look at options for the kiosk replacement. Parks Staff designed and produced a new trailhead sign to replace the existing sign on site. The information was updated and the GIS department prepared a new map. The sign will look similar to the trailhead kiosks located at other sites. Production is underway and installation will likely occur in the spring.

Beachcomber Regional Park

A new kiosk was installed at the park entrance. A regulation sign was re-installed further down the trail. Garbage was removed from site. A restoration planting was completed for the area of the newly installed information kiosk.

Parks staff drafted a Terms of Reference for the first Management Plan for this regional park. The Terms of Reference will require Board approval to proceed. The intent is to prepare the management plan, including all associated public consultation, in-house by RDN staff. Specialized consultants in ecology and archaeology will be retained to provide preliminary baseline data for the park. It is anticipated that the management planning process will get underway in the spring of 2015.

Benson Creek Falls Regional Park

Park staff conducted park inspections, maintained trails and removed garbage from the parking lot. Staff redecked a couple of the bridges on the Weigles Rd. side of the park.

Parking patterns continue to be monitored at Jameson Road and the upgraded Creekside Place Community Park parking lot. Local residents continue placing NO PARKING flyers on vehicles still parking on Jameson Road. Staff responded to public inquiries about the new signs and are in discussions with MOTI and the RCMP regarding potential next steps for enforcement and towing.

Big Qualicum Regional Trail

Park staff conducted trail inspections.

Coats Marsh Regional Park

Park staff conducted park inspections.

Descanso Bay Regional Park

Park staff conducted park inspections.

Englishman River Regional Park

Park Staff carried out routine inspections of Englishman River Regional Park and Top Bridge Park. Staff responded to maintenance issues identified by the Volunteer Park Warden including; garbage issues, ATV trespass, vandalism, graffiti and suspect hazardous trees.

Staff removed fallen and hanging trees throughout the trails. Two new posts and trail directional signage were installed. Park Staff assessed a possible stair location in the park.

Horne Lake Regional Park

Park staff conducted park inspections and reviewed project progress.

Lighthouse Country Regional Trail

Parking lot upgrades were completed at the Lioness trailhead. Trail inspections were done on the main and north loop. Staff installed the new directional sign off the old Island highway for the north loop. The main trail and bridges were cleared of leaves and debris. Erosion caused by severe rain was repaired along the trail.

Little Qualicum River Estuary Regional Conservation Area

Park staff conducted park inspections. Under PUP, parks staff worked with BCCF, Qualicum Beach Streamkeepers and DUC to install deer fencing and 1,000 native plants at the Estuary over a 2-day period. Staff provided background information for a feature article written up in the Oceanside Star. DUC will prepare monitoring protocols for the project and BCCF will work with QB Streamkeepers to maintain the plantings over the first years. Fencing is to be removed by BCCF after plants reach above deer-browse height.

The Mid-Island Guardians were advised by RDN (in consultation with DUC) that the last installment (\$10K) will be dispersed after receipt of the Goose Strategy, which is anticipated by March 2015.

Little Qualicum River Regional Park

Parks Staff drafted a report on the current status of the bridge over the LQR, within the LQRRP. An engineering assessment will provide cost estimates for improvements to the bridge and recommendations on its repair or replacement. Park staff conducted ditch maintenance and repaired the culvert at the parking lot.

Park staff conducted park inspections and maintained trails.

Moorecroft Regional Park

Park staff conducted park inspections and maintained trails. Staff contracted repairs to the Caretaker House washroom. A dedication bench (Michael's bench) that broke loose from its foundation during the December king tides was rescued by Park staff. The family was informed and staff will re-secure the bench on higher ground at Cooks Point.

Coastal Animal Services continues to conduct regular off-leash patrols of the main trails of the park. Verbal warnings (3) and written warning notices (1) are now being issued. A dog brochure is being developed to further communicate the leash rule to visitors.

Morden Colliery Regional Trail

Park staff re-installed a post and no trespassing sign at the end of trail. The trail was cleared of leaves and debris. Park staff re-installed the fence and the bench at the Nanaimo River due to more erosion that occurred during high water events.

Mount Arrowsmith Massif Regional Park

Park staff conducted park inspections.

Mount Benson Regional Park

A contractor built the Old Road Loop Trail. Park staff conducted park inspections.

Staff continued to work with park partners NALT on a park conservation covenant. Legal input obtained by both RDN and NALT, and research into other covenants carried out. A revised draft was prepared and submitted to RDN lawyers.

Nanaimo River Regional Park

Park staff sprayed the newly planted trees with deer repellent. A new section of split rail fence was added to existing fence where the river bank is eroding.

Parksville - Qualicum Links

Park staff conducted trail inspections.

Top Bridge

Park staff conducted park inspections. Park staff installed a new post and signs up at the PV parking lot.

Trans Canada Trail

Park staff conducted trail inspections.

Staff continued to liaise with TCT BC representatives and neighbouring jurisdictions on signing the road portion of the route as concerns the 2017 25th anniversary goal to see the TCT connected across Canada in time for 150th anniversary celebrations.

Witchcraft Lake Regional Trail

Park staff conducted trail inspections.

Fairwinds Lakes District - Regional Park Management Plan

In November, staff coordinated the first Advisory Committee meeting, and the first Open House event, which included the revision of presentation panels by consultants, event promotion such as poster design and distribution, paper ad placements, social media updates, and the development of a project website and online survey.

In December, staff continued to work with project consultants on draft plan and public survey review, media updates and stakeholder consultation. A second Open House event is scheduled for March 2015.

Miscellaneous

Playground inspections were completed. Thin ice signs were installed at various Regional and Community Parks.

Staff continued to provide support to several in-camera land acquisitions for potential regional and community park.

Staff assisted the Ministry of Transportation and Infrastructure in their most recent examination of potential road development between Port Alberni and the Horne Lake area.

Staff updated the All Parks inventory, distributed it to other departments, and began work on parks statistics.

Staff posted invites to the Fairwinds Open House at various park locations throughout the district.

Staff liaised with Chief Recalma of the QFN regarding their assistance in confirming support for a heritage trail through Horne Lake by FN groups to the west.

Bear and Cougar Awareness

Many people understand they ought to be aware of cougars and bears while visiting RDN parks and trails. Some people however, do not realize they may encounter these animals while in our parks. Conservation and ensuring habitat protection is a high priority for all parks. In an effort to remind park visitors that they may see large wildlife while visiting parks, staff produced stickers that will be placed on existing kiosks and signs. A QR Code on the sticker will direct those who are interested to the RDN website to learn more and review typical recommended responses in the event of an encounter with either animal.

2015 Budget Development

Work continued on the 2015 budget. Meetings were held with the Electoral Area Directors and the budget revised accordingly.

Park Use Permits and Events

On December 14th the 115th Annual Christmas Bird Count was conducted at ERRP by volunteers and members of the Arrowsmith Naturalists.

Parks staff consulted with the Recreation Department in the development of new recreation programming in RDN Parks, to be delivered by RLC Park Services over a 3-year term. New offerings include Junior Ranger programs, teen trail running, birthday parties in parks, summer day camps and school field trip bookings. At no cost to the Parks Department, these new programs will more fully utilize regional parks such Moorecroft, Englishman River, Lighthouse Country and Big Qualicum Regional Trails.

Parks staff assisted RDN Recreation Department with the set-up of the annual Winter Wonderland at Oceanside Place.

Website and Communications

Staff compiled content and created a new webpage to remind park visitors that RDN Parks are home to bears and cougars. The website is linked to the stickers that will be located on existing kiosks and signs.

Parks staff prepared RDN community and regional parks promotional information for the Spring/Summer 2015 Active Living Guide.

Staff gave a presentation on RDN Parks at the regular November meeting of the Nanoose Naturalists.
Staff briefed the new Nanoose Probus walking group on area trails and use of the RDN webmap.

RECOMMENDATION

That the Parks Update Report for November and December 2014 be received as information.



Manager of Parks Services



General Manager Concurrence



RDN REPORT		#
CAC APPROVAL		
EAP		
COW		
JAN 27 2015		
RHD		
BOARD		
RPTSC		

MEMORANDUM

TO: Wendy Marshall
Manager Parks Services

DATE: January 26, 2015

FROM: Kelsey Cramer
Parks Planner

FILE:

SUBJECT: Little Qualicum River Regional Park Haul Bridge - Easement Dissolution & Upgrades

PURPOSE

To assess future use of the haul bridge over the Little Qualicum River within the Little Qualicum River Regional Park (LQRRP) and to determine the scale of bridge upgrades to be required.

BACKGROUND

The Little Qualicum River Regional Park (LQRRP) is a 44 hectare (108.5 acre) riparian corridor property located in Electoral Area 'F'. Bordering both sides of one of Vancouver Island's large rivers, it protects 2.7 km of valuable riparian margin along the middle reaches of the river.

The Regional District acquired the Little Qualicum River property in 1999 as parkland dedication from the Qualicum River Estates subdivision process. The Park is bordered by private residential lands, private development lands (Wicklow West Holdings), the Little Qualicum Falls Provincial Park to the south, and Island Timberlands property to the northeast. Meadowood Community Park also adjoins the LQRRP along Galvin Pl (see Appendix 1 - Map).

Haul Road & Bridge

During the subdivision process for the Little Qualicum Estates area, the Regional District of Nanaimo acquired the LQRRP, which includes the haul bridge across the river (Figure 1). The gravel haul road on either side of the bridge is on private land owned by Wicklow West Holdings, and is not managed by the Ministry of Transportation and Infrastructure (MOTI). The MOTI manages Corcan Rd and Melrose Place, that abut the haul road on the west and east sides of the river, respectively.

On the east side of the river, the haul road passes through Wicklow West Holdings land, Island Timberlands land, and Crown land before abutting Melrose Place (see Appendix 1 - Map). The haul road and bridge originated during the logging activity that occurred on the lands prior to purchase by Wicklow West Holdings.

Since the acquisition of the park, the haul bridge has been used, controlled and maintained for gravel extraction operations, by way of Easement over the bridge. Ozero Sand & Gravel, through affiliation with Wicklow West Holdings, has controlled and maintained the bridge and the gravel haul road from Corcan Rd to Melrose Pl.

There are two gates located at the end of Corcan Rd and near the gravel pit on the east side of the river (see Appendix 1 – Map & Figure 2). Ozero Sand & Gravel has typically closed the gates during the weekends and during heavy snow or risk of fire. When the gates are open, many residents in the Little Qualicum Estates area used the gravel haul road and bridge as a short-cut to the Alberni Highway, even though the gravel road is private. ATV use in the area is also prevalent and ATVs use the bridge even if the gates are closed.

Bridge Access & Use

The only legal access to the bridge is via Statutory Right of Way (SROW) that permits parking and public pedestrian access from the end of Corcan Rd to the regional park boundary. The narrow serpentine route and steep banks will not accommodate a separate pedestrian path to the river. Therefore, as long as the road is in use by gravel trucks, this route is not safe for pedestrians. There is no access agreement in place on the east side of the river.

During the management plan process, Parks staff met with Wicklow West Holdings to discuss development plans on lands surrounding the LQRRP. The company identified many constraints to further subdivision and development of their lands. On the west side of the river, the property is geotechnically un-usable due to steep slopes. Riparian setbacks, environmentally sensitive areas, current zoning and uncertain market demand also limit development potential. On the east side of the river, environmental sensitivity (salmon spawning channels, floodplain, steep slopes) and the great expense required to construct a road and bridge crossing to current standards, mean that subdivision and development on the east side of the river is not likely within the foreseeable future. The management plan does introduce the idea of parkland acquisition or land use agreements on the east side of the river to both protect the sensitive habitat and also expand on day-use recreation near the river (Figure 3).

Bridge Damage and Easement Dissolution

In May, 2014 RDN Parks received correspondence that the bridge had been damaged and that there was a desire by Wicklow West Holdings and Ozero Sand & Gravel to see the bridge returned to RDN control (see Appendix 2 – Email Correspondence). In other words, the easement over the bridge would need to be legally dissolved through the Land Titles Office. The RDN sought legal counsel as to the mechanism and implications for doing so. It is clear that all liability associated with the bridge would fall on the RDN once the easement is dissolved. The RDN, as part owner of the bridge, already has the right to repair and maintain the bridge. Any action by the RDN to restore or replace the bridge will trigger provincial consent under the *Water Act* and the new proposed *Water Sustainability Act*.

Ozero Sand & Gravel has kept the gates closed since May since the bridge is no longer safe.

Emergency Response

From an Emergency Response and Preparedness perspective, it was made clear during the management planning process, that the bridge and haul road are valuable for evacuating the Little Qualicum Estates area in the event of an interface-fire or other emergency.

In the Little Qualicum Estates Area, Corcan Rd (Ballis Rd from the Inland Island Hwy) is the only road in and out of the area. The only other options for exiting this community are: (1) The gated Nahmint Rd emergency access to Highway 19, southbound (see Appendix 1 – Map & Figure 4) and; (2) The private haul road connecting Corcan Rd and Melrose Pl, via the LQRRP bridge.

With recent destruction and closure of the haul bridge, the question has been posed: Should the RDN invest in upgrading this bridge for emergency evacuation use when:

- a) the Nahmint Rd emergency exit exists;
- b) the roads on either side of the bridge are private and there is no guarantee they will be maintained over time?

If this bridge is to be used for emergency evacuation purposes, funding and coordinating access to the bridge with the adjacent property owner should occur outside the Parks function.

Bridge Condition Report

The RDN Parks division commissioned Herold Engineering to conduct an engineering study to assess the repair/replacement options and associated costs (see Appendix 3). The costs presented are based on a preliminary assessment. Detailed design of the selected option will inform the final cost estimate. The assessment offers 4 options:

- *Full Replacement (\$650,000 to \$850,000)*
- *Full Access Upgrade including Seismic Retrofit (\$360,000 to \$480,000)*
- *Pedestrian, Cyclist, Service Vehicles and Emergency Vehicles, No Seismic Upgrade (\$115,000 to \$125,000)*
- *Pedestrian and Cyclists Only, No Seismic Upgrade (\$80,000 to \$100,000).*

The report recommends that if seismic resistance is required (e.g. if the bridge is to form part of an emergency evacuation route) then the *Full Replacement Option* is recommended over the *Full Access Upgrade* due to an increased lifespan of a new structure (75 vs. 25 years). If the bridge is to be primarily used by RDN service vehicles and occasional emergency traffic, then the third option is recommended. The pedestrian only option does not offer enough savings to warrant consideration over the third option. As a minimum, the log stringer spans should be replaced.

FUTURE IMPLICATIONS

From a Parks perspective, the bridge is not critical to the general functioning of the park. The park is primarily a Conservation area. Recreation within the park is limited to the hydro corridor and an isolated swimming spot downstream of the bridge. Pedestrian access from the end of Corcan Rd to the park and the swimming spot can be achieved by the SROW already in place. If the swimming spot increases in popularity and development of a day use area becomes a high priority in the community, or if lands on the east side of the river are acquired for park use, it would be beneficial to have the bridge in place for pedestrian access and service vehicle use.

Another factor to consider is the high use of ATVs in the neighbourhood. While ATVs are not permitted in RDN Parks and Trails, the LQRRP management plan speaks to future Board consideration for a unique allowance for ATV use of this bridge. One issue with this would be the indirect granting of ATV access onto the adjacent private lands.

It would be requested of the adjacent landowner that he keep the gates closed for his own protection and prevention of public use of his private road. Should he choose to leave the gates open, the RDN could consider installing new gates directly adjacent to the bridge to prevent unauthorized access and limit RDN liability. New gates at the bridge would be required if: a) the bridge is to be upgraded for pedestrian access only, b) ATV's are to be prohibited from accessing the bridge, or c) no action is taken to improve the bridge at this time.

See Appendix 4 for relevant policies from the 2013-2023 Management Plan.

ALTERNATIVES

1. That the bridge at Little Qualicum River Regional Park be upgraded for pedestrian, cyclist, service vehicle and emergency vehicle use, but not for seismic upgrades, funded by the Regional Parks Capital Budget following dissolution of the easement over the structure.
2. That the bridge at Little Qualicum River Regional Park be replaced and be integrated and used as an emergency evacuation route funded by any applicable emergency response grant programs.

FINANCIAL IMPLICATIONS

Based on the recommendations from the engineering study, the two most cost-effective options are:

- 1) *A Full Replacement* of the bridge if it is to be part of an emergency evacuation route at a cost of \$650,000 to \$850,000
- 2) *An Upgrade of the bridge for Pedestrian, Cyclist, Service Vehicles and Emergency Vehicles (No Seismic Upgrade)* for a cost of \$115,000 to \$125,000

A 20% contingency is recommended to be added to these values to cover unforeseen design and construction factors. Detailed design of the selected option will still need to occur and an allowance of \$10,000 is recommended. Following detailed design, the above cost estimates and contingency will be refined. Two new gates on each side of the bridge may also be required to limit unauthorized access at a cost of approximately \$5,000 each.

The funding source for the bridge repair will depend on Board Direction. If the bridge is deemed an essential link in an emergency response route, then the process for funding, replacing and ensuring access to the bridge would be better handled outside the Parks Function, grant funding will need to be sourced and public use easements will need to be secured for the intended emergency use.. If the bridge is not intended to form part of an emergency response route, then funding from the Parks Capital Budget could be allocated to finalize design, upgrade the bridge, and install new gates in 2015-2016.

STRATEGIC PLAN IMPLICATIONS

Upgrading the haul bridge to allow for safe pedestrian and emergency/service vehicle access is consistent with following goal from the RDN Board Strategic Plan 2013-2015: *Develop existing parks and trails as guided by management plans.* Specifically, Action 9.5 of the Little Qualicum River Regional Park Management Plan states: *Commission an engineering study to assess required safety upgrades to the haul bridge for safe pedestrian and emergency vehicle crossing to the remainder of the regional park on the east side of the river. The implementation of any upgrades will depend on the outcomes of the study.*

See Appendix 4 for additional relevant policies from the 2013-2023 Management Plan.

SUMMARY/CONCLUSIONS

Recent correspondence from the easement holder over the Little Qualicum River haul bridge indicates that they would like to see the easement dissolved and all liability for the bridge handed over to the RDN. The bridge is currently damaged and access to it via two private roads is currently gated. Parks staff had an engineering study assess replacement/upgrade requirements and costs.

The outcome of replacing or upgrading the bridge and the source of funding to either replace or upgrade the bridge depends on whether the haul bridge and private roads are considered an essential second emergency evacuation route for the Little Qualicum Estates Area. There is an existing gated Highway 19 emergency access located off of Nahmint Rd. From a parks perspective, the bridge does not serve a critical role and public vehicle access is not authorized on the private roads leading to it.


Based on an engineering study, the costs to replace the bridge range from \$80,000 for pedestrian only to \$850,000 for a full replacement. Parks staff recommend that, following dissolution of the easement over the LQRRP bridge, detailed design for the upgrade of the bridge (as per the Condition Assessment Report) for *Pedestrian, Cyclist, Service Vehicles and Emergency Vehicles (No Seismic Upgrade)* occur for an estimated maximum cost of \$10,000. Repair work will follow for an estimated cost of \$115,000 to \$125,000 (plus 20% contingency). This will be funded through the Regional Parks Capital Budget.

At this time, sourcing funding to replace the bridge and use as an emergency route has not taken place nor has discussions with the landowner to provide easement over their lands to provide for an evacuation route. The Regional Board may wish to direct staff to undertake this task in future year work plans.


In the interim, Parks staff recommend installing new gates to control unauthorized access at the bridge itself and limit RDN liability.

RECOMMENDATION


1. That the bridge at Little Qualicum River Regional Park be upgraded for pedestrian, cyclist, service vehicle and emergency vehicle use, but not for seismic upgrades, funded by the Regional Parks Capital Budget following dissolution of the easement over the structure.
2. That the Regional District continue to explore in long range planning the full replacement of the bridge at Little Qualicum River Regional Park and the related land use agreements that will be required for the site to be integrated and used as an emergency evacuation route.




 Report Writer



 General Manager Concurrence



 Manager Concurrence



 CAO Concurrence



Figure 1. Haul bridge that crosses the river within the LQRRP.



Figure 2. Haul Rd gate at the end of Corcan Rd (above).
Haul Rd gate near the gravel pit east of river (below).



Figure 3. Potential areas for parkland use agreements, either for conservation or recreation purposes (as per Figure 9 in the Management Plan).



Figure 4. Nahmint Rd gated emergency access to Highway 19 - southbound.

APPENDIX 1 - MAP



APPENDIX 2 – EMAIL CORRESPONDENCE

Cramer, Kelsey

From: Wally Campbell <wcampbell@WicklowWest.com>
Sent: Thursday, May 22, 2014 2:54 PM
To: Cramer, Kelsey; mozero@shaw.ca; ozerosg@telus.net
Cc: Marshall, Wendy; Osborne, Tom
Subject: RE: Bridge over the Little Qualicum River

Follow Up Flag: Follow up
Flag Status: Completed

Kelsey,

My understanding is Hydro does not need access over the bridge, but does need access from the end of Corcan to the bridge.

Regards,

Wally

From: Cramer, Kelsey [<mailto:KCramer@rdn.bc.ca>]
Sent: Thursday, May 22, 2014 11:40 AM
To: Wally Campbell; 'mozero@shaw.ca'
Cc: Marshall, Wendy; Osborne, Tom
Subject: RE: Bridge over the Little Qualicum River

Hi Wally,

We will be looking into the legal mechanisms required to officially transfer the bridge to the park. In the meantime, our preference would be to keep the gates closed and a key given to BC Hydro for their access needs. I can provide a contact with BC Hydro if helpful.

We will get back to you once our solicitor has had a chance to review the legal property documents.

Best regards,
Kelsey

From: Wally Campbell [<mailto:wcampbell@WicklowWest.com>]
Sent: Wednesday, May 21, 2014 4:07 PM
To: Cramer, Kelsey; mozero@shaw.ca
Cc: Marshall, Wendy; Osborne, Tom
Subject: RE: Bridge over the Little Qualicum River

Hello Kelsey,

I had a talk with Dennis and we agreed on the following:

1. The bridge is on parkland.
2. The road from Corcan to the bridge should be left open due to B.C. Hydro requirements.
3. The bridge will be closed to the best of Dennis's ability, while you have the right and the responsibility to make any changes you wish.

If you do not agree with the above please advise.

Thank you.

Wally

From: Cramer, Kelsey [<mailto:KCramer@rdn.bc.ca>]
Sent: Friday, May 16, 2014 12:44 PM
To: 'mozero@shaw.ca'
Cc: Wally Campbell; Marshall, Wendy; Osborne, Tom
Subject: Bridge over the Little Qualicum River

Hi Dennis,

I wanted to follow up on our phone call yesterday. We understand that you are no longer planning to use/maintain the private road and bridge and that the landowner (Wicklow West Holdings, Wally Campbell) discussed with you the desire to see the bridge become part of the use and responsibility of the RDN within the Little Qualicum River Regional Park.

We are now aware of the situation and will look at our options, including what is described in our management plan for the park and what are the details in the documents describing the right-of-way from the end of Corcan Rd to the bridge.

As discussed, please keep the gates closed until we are able to further discuss the topic of the bridge over the Little Qualicum River.

Thank you for your call yesterday.

Have a good long weekend,
Kelsey

Kelsey Cramer
RDN Parks Planner

Regional District of Nanaimo
Recreation and Parks
Oceanside Place
830 West Island Highway
Parksville BC V9P 2X4
(250) 248-3252 or 1-888-828-2069
www.rdn.bc.ca

**APPENDIX 3 – Herold Engineering Condition Assessment: River Crossing at the Little Qualicum
Regional Park.**



Project 0837-034

CONDITION ASSESSMENT

**River Crossing
at the Little Qualicum
Regional Park**

submitted to



The Regional District of Nanaimo
Recreation & Parks Department

830 West Island Highway
Parksville, BC V9P 2X4

December 3 2014

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1 PROJECT SUMMARY

For this project, Herold Engineering Limited was retained by the Regional District of Nanaimo's Recreation and Parks Department (RDN) to review the bridge crossing on the Little Qualicum River at approximate UTM coordinates of E 387435 and N 5464975. The intent of the site visit was to perform an overall visual assessment of the structure's current condition, as well as to perform a drilling assessment on the log-stringers that support the approximately 9.7m (32 ft.) northern span. In addition, the RDN requested an opinion of probable upgrade costs for the structure, as well as options for improving access over the bridge.

Herold Engineering attended the bridge site with an RDN representative on September 30th 2014.

2 SITE DESCRIPTION AND HISTORY

2.1 Bridge

The log stringer/ steel girder bridge crosses the Little Qualicum River at the coordinates indicated previously. The structure is comprised of 2 spans supported by concrete abutments and a single concrete pier wall within the river. The age of this structure is unknown and we understand that there are no drawings available showing the details of construction. It is our understanding that the bridge is currently used as part of a resource road for the primary purpose of transporting gravel.

2.2 Trail Design, Potential Future Use

We understand that the easement currently in place over the bridge is under consideration for dissolution. Once dissolved, all liability associated with the bridge will fall on the RDN. The roads on either side are privately owned and maintained, therefore the RDN cannot promote public vehicle access over the bridge. Currently the roads are gated, however, if the gates are left open at the discretion of the private landowner, the public will be able to cross the bridge (unless the RDN installs new gates directly at the bridge). In addition, in the event of an emergency, this route is a possible evacuation route.

The RDN has requested that this report consider an option for pedestrian access only across the bridge and an option for both vehicle and pedestrian access (including emergency vehicles).

2.3 Seismic Considerations

While the type of design used for abutments and piers is not known, the visual review of this structure indicates that it does not have the seismic resistant characteristics that would be required to consider it an emergency route or lifeline bridge in the event of an earthquake. In the structure's current form, it is likely that this structure would undergo significant damage and possibly collapse in the event of a significant seismic event. Seismic retrofits could be undertaken for the bridge, but would require a more detailed assessment including an investigation of the type of construction used below grade (piles versus footings).

2.4 River Channel

At the time of the site visit, the water level was approximated 1.8m (6 ft.) below the underside of the steel girders on the longer span (main river channel) and approximately (10.5 ft.) below the underside of the log stringers on the shorter north span (side channel). The depth of water in the North span was less than 0.6m (2 feet). Depth of water in the main channel is estimated at roughly 1.8 – 2.4m (6 – 8 ft.) and it is presumed that the water level was nearly at its highest for the season.

Based upon the above observations, it is reasonable to assume that the structure has adequate clearance to pass a 200 year flood event, but further studies would be necessary to draw a more definitive conclusion. Scour of the center pier is likely a much higher risk for the structure (refer to more detailed discussion of piers and abutments that follows).

3 SITE INVESTIGATION

3.1 Steel Span

The Southern span is comprised of two steel I-Girders of unknown age and origin. The Girders were measured at approximately 1.8m (6 feet) deep and are constructed of flanges riveted to the web plate. It is likely that these components were salvaged from a de-commissioned rail or other bridge and re-purposed for the current arrangement. The span of this structure is estimated at 25.6m (84 ft.), by scaling off of photos (measurement was not taken while on site). Visually, the girders are in serviceable condition, with no significant loss of material (i.e. flaking or holes) noted. There is a significant amount of moss on the outside bottom flanges, making it difficult for a good visual assessment of these components. The riveted construction may or may not indicate significant age. The use of rivets is no longer common practice in BC due to a lack of personnel trained in their installation and the inherent lack of seismic resistance of riveted connections. It is most likely that the girders are in the range of 45 – 70 years old. The anticipated life of structural steel in a non-corrosive environment (i.e. not in a marine location and limited use of road salts) is in the order of **75 to 100 years**. The girders may well have a significant life expectancy left, but the actual age would have to be known to make a judgement.

The steel girders are likely suitable in their current form to support pedestrian loads. If the intent is to use the bridge for vehicle traffic, including emergency vehicles, further NDT would be required beyond the visual assessment. Further NDT processes (MPI or UT) would require closer access via scaffolding. This could be accomplished by removing a portion of the timber decking and installing access scaffold on the bottom of the girders.

3.2 Log Stringer Span

It should be noted that log stringers are considered a temporary crossing option and are commonly used in logging and other industries to temporarily access remote sites. The use of log stringers beyond an age of **15 years** is not recommended. Log stringers are inherently at risk of deterioration due to various

forms of rot, some of which can go undetected until a collapse occurs. The extent of deterioration in log stringers depends on several factors including the presence of gravel decks on top, whether or not logs have been de-barked, proximity to water levels below, presence of shading and lack of sunlight (i.e. rainforest location would tend to prevent logs from drying completely).

The 4 log stringers were drilled in 6 locations on either the top (mid-span and ¼ spans) or sides (North abutment). The mid-span underside of girders was not accessible due to height above the stream bed. While the drilling indicated residual life of the stringers in the locations investigated, it is not possible to determine the precise level of deterioration and critical locations (mid-span underside) were not accessible. The drilling program should be considered inconclusive in this regard.

3.3 Abutments and Centre Pier

Abutments and the center pier for this bridge are constructed of cast in place concrete of unknown age and design. Visual review of the concrete structures did not indicate any significant signs of distress (i.e. cracking, settlement or shifting). The center pier does have evidence of scour occurring at the base of its southern side (the side subject to much higher water flows). The extent of scour could not be determined due to high water levels at the time of the site visit. It is unknown whether this structure is founded on piles or spread footings. If spread footings, then it is at risk of further scour and eventual settlement or washout of the center pier. It is also possible that the pier was constructed on a footing placed directly on shallow bedrock, in which case scour would not be as much of a concern, further investigation is recommended.

Based on visual observations, the likelihood of structural collapse of piers and abutments is much smaller than the risk of scour and potential washout. In order to provide a more definitive assessment, a site visit during low water would have to take place along with some local excavation to determine footing arrangement or pile configuration.

4 OPTIONS AND COST ESTIMATES

4.1 Full Replacement

The estimated cost for constructing a new single lane, 35-40m single span, dual steel girder and cast in place concrete deck bridge to the current CSA Bridge Code and BC MoTI standards for low volume roads would be in the order of **\$650,000 to \$850,000** (depending upon subgrade conditions). This replacement structure would have an ultimate life expectancy of 75 years, with no major repairs required for 30 years.

A clear-span structure would be at much less risk of washout and the seismic provisions of the bridge code are generally easier to meet with single span bridges. Additionally scour issues at the center pier would be eliminated with a clear-span structure.

4.2 Full Access Upgrade including Seismic Retrofit

- Re-deck existing steel girder portion of bridge with timber decking: \$15,000
- Replace log stringer section with precast concrete slab-girders: \$75,000
- Provide new guardrails for entire length of structure on both sides: \$10,000
- Perform seismic upgrades (including an upgrade to bracing): \$250,000 to \$350,000
- Address scour at center pier: \$10,000 to \$30,000

Total estimated cost for this option is therefore **\$360,000 to \$480,000**

This structure would require periodic monitoring of the steel girders and timber deck and would require timber deck repairs and maintenance every 5 years. Remaining life expectancy of the steel girders may be only 25 years (depending on current age which is unknown)

4.3 Pedestrian, Cyclist, Service Vehicles and Emergency Vehicles, No Seismic Upgrade

- Re-deck existing steel girder portion of bridge with full width timber decking: \$15,000
- Replace log stringer section with full width precast concrete slab-girders: \$75,000
- Provide new guardrails for entire length of structure on both sides: \$5,000
- Address scour at center pier: \$10,000 to \$30,000

Total estimated cost of this option is therefore **\$115,000 to \$125,000**

This structure would require periodic monitoring of the steel girders and timber deck and would require repairs and maintenance every 5 years. Remaining life expectancy of the steel girders may be only 25 years (depending on current age which is unknown)

4.4 Pedestrian and Cyclists Only, no Seismic Upgrade

- Re-deck existing steel girder portion of bridge with 3m width timber decking: \$10,000
- Replace log stringer section with 3m width precast concrete slab-girders: \$55,000
- Provide new guardrails for entire length of structure on both sides: \$5,000
- Address scour at center pier: \$10,000 to \$30,000

Total estimated cost of this option is therefore **\$80,000 to \$100,000**

This structure would require periodic monitoring of the steel girders and timber deck and would require repairs and maintenance every 5 years. Remaining life expectancy of the steel girders may be only 25 years (depending on current age which is unknown)

5 LIMITATIONS OF THIS REPORT

5.1 Limited NDT and Access

The opinions and observations given in this report are based on a relatively limited visual review and spot drilling of the log stringers. If more definitive conclusions are required, further NDT would be required and the opinions of a materials specialist is recommended.

Drilling assessment of log stringers was limited to the top and sides of girders. It is possible that significant rot could be present on the underside, which was not accessible at the time of our field review.

5.2 Limitations and Cost Risks

The cost estimates provided in this study are intended to be order of magnitude only and are based on preliminary design and site data. Any project planning, budgeting or funding requests that are undertaken based upon this report should carry adequate contingencies to allow for unforeseen circumstances that may occur as the project proceeds. Based on the preliminary data and site conditions, we recommend a **20% project contingency** at this stage (on top of the estimates given in section 4), which could be reviewed if and when detailed design proceeds.

5.3 Use and Reproduction of this Report

This report has been prepared for the sole and exclusive use of the Regional District of Nanaimo. The report has been prepared in accordance with generally accepted engineering practice for preliminary or routine assessment of bridge structures. The use of or reliance upon this report by third parties is neither authorized nor warranted. This report is protected by copyright and shall not be reproduced in any form without the express written consent of Herold Engineering Limited.

6 RECOMMENDATIONS

6.1 Cost-Benefit Analysis

Because the costs of seismic upgrades and retrofits can approach 50-75% of the replacement cost of a multi-span structure, retrofits are generally not recommended unless there is historic value to the structure being considered. If seismic resistance is required for this bridge, then a full replacement is recommended (i.e. option given in 4.1 is recommended over 4.2)

We understand that the road on either side of this structure is not currently open for public vehicle access. If vehicle access onto the bridge is limited to RDN service vehicles and emergency traffic only, then the option given in 4.3 would be recommended. Pedestrian only access on the bridge, while less expensive, doesn't appear to offer enough of a savings to warrant consideration over option 4.3.

Residual life of the structure would have to be considered in relation to the costs of upgrades and repairs. Apart from the option given in 4.1, this structure will need ongoing assessment and repairs and may only have 20-25 years of serviceable life remaining.

6.2 Recommendations

If the RDN elects to upgrade this structure for the purpose of providing safe vehicle or pedestrian access through the Little Qualicum River Regional Park, we recommend that, as a minimum, the log stringer span be replaced.

In its current form, the structure should be monitored frequently by the operators for signs of deterioration in the log stringers and should be investigated at least annually by a professional engineer, professional forester, NDT technician or other personnel trained in the assessment of log stringers using drilling techniques.

If seismic upgrades are considered for the structure, full replacement is recommended.

If seismic upgrades and flood resistance are not required for this structure (i.e. if damage or collapse of the structure is tolerable because the road is not a public or emergency access route for natural disasters), then the option outlined in 4.3 gives the best benefit-to-cost ratio.

Signed,



Steve Scott, P.Eng., P.E.

Principal

Herold Engineering Limited

APPENDIX A
PHOTOS



Drill sampling - shavings from top of log



Drill sampling - shavings from side of log



Drill sampling - shavings from top of log



Drill sampling - shavings from side of log



Drill sampling - shavings from top of log



Drill sampling - shavings from top of log



Drill sampling - shavings from top of barrier



Deck Stringers



Drill sampling - shavings from top of barrier



Deck near North Abutment



Bridge Deck



Underside of Log Stringers – note presence of biological growth



Underside of Log Stringers – note presence of biological growth



Centre Pier



Centre Pier



Main River Channel – Steel Girder Span



Muddy debris on Deck

APPENDIX 4 – RELEVANT MANAGEMENT PLAN POLICIES

Policy 9: Park Access

Vehicular access/parking for the LQRRP will be provided as shared parking with the Meadowood Community Park, including the development of a trail connection from the community park to the regional park within the hydro corridor.

Vehicular parking specifically for the LQRRP will be limited to the end of Corcan Rd until a time when the road is upgraded to safety standards. Vehicle access and use of the private haul road is controlled by Wicklow West and Ozero. Liability associated with the road is also their responsibility. If the road was upgraded and vehicle access was legally granted, the RDN could explore the possibility of locating parking on the west side of the river within the SROW.

Pedestrian access from Corcan Rd to the park is legally possible within the SROW, however, since it is unsafe to have pedestrians and vehicles using the road at the same time, the RDN needs to ensure due diligence. Due to safety conflicts with active gravel trucks, the private haul road will be available for pedestrian access only on the weekends, when the gate at the end of Corcan Rd is closed.

Sanctioned use of the haul bridge (for pedestrians and emergency vehicles) would also require an engineering study and recommended upgrades to the bridge. The RDN could not provide for general vehicular access across the bridge without securing legal use of the private haul road on the east side of the river. Therefore, use of the bridge would be limited to pedestrians and emergency vehicles.

Action 9.1: *Formalize shared parking and a trail connection with the Meadowood Community Park.*

Action 9.2: *Work with MOTI or developer to formalize and install parking at the end of Corcan Rd.*

Action 9.3: *Maintain contact with Wicklow West and Ozero regarding the status of the haul road and associated controls.*

Action 9.4: *Pending the improvement of the road, look at developing additional parking with signage on the west side of the river near the bridge.*

Action 9.5: *Commission an engineering study to assess required safety upgrades to the haul bridge for safe pedestrian and emergency vehicle crossing to the remainder of the regional park on the east side of the river. The implementation of any upgrades will depend on the outcomes of the study.*

Policy 13: Motorized Vehicles

ATV use in the area surrounding the LQRRP is prominent. Motorized vehicles (ATVs, dirt bikes) are not permitted within regional parks under the current Parks Use Bylaw. Given the strong interest for this use within the immediate community, the RDN will look to ways it can support the ATV community specifically around the LQRRP (eg. providing designated staging areas/parking for ATV users), acknowledging however, that such use will bring forth liability and safety management concerns and will set a precedent for other regional parks, that the Regional Board will have to consider.

Action 13.1: *Seek further direction from the Regional Parks and Trail Select Committee on the topic of ATV access through and/or staging areas at the LQRRP specifically.*

FRIENDS OF THE MORDEN MINE: ELEVEN YEARS OF WORKING TO SAVE
AND DEVELOP MORDEN COLLIERY HISTORIC PROVINCIAL PARK

Eric W. Ricker
Co-president, Friends of the Morden Mine
January, 2015

Friends of the Morden Mine (FOMM) is an organization of volunteers dedicated to the preservation and development of Morden Colliery Historic Provincial Park. It operates under the Society Act and a partnership agreement with BC Parks. Its honorary president is the well-known blues singer, David Gogo, and its co-presidents are John Hofman and Eric Ricker.

Established in 2003 by Judy Burgess, the society is supported by membership fees, grants in aid of particular projects, and various fund-raising activities, including bi-annual tours of Morden Mine and other former coal mine sites in the south Nanaimo area conducted by the well-known popular historian and FOMM vice-president, Tom Paterson. FOMM has also regularly produced an informative newsletter and maintains a website. It regularly produces and stocks brochures at the park and has a number video vignettes on YouTube (including a detailed examination of the structures by John Hofman in conversation with Eric Ricker at the Morden tipple).

Throughout its short history, the society has been supported in its endeavours by BC Parks. A liaison – currently Drew Chapman – attends board of directors meetings on a regular basis and assists the board in its endeavours.

BC Parks has co-sponsored two engineering studies of the Morden headframe and tipple as well as conducted one of its own. It has also undertaken a safety study of the park, which was followed in turn by some improvements in signage and fencing. BC Parks has also co-sponsored (along with the City of Nanaimo and the RDN) a site plan study, published in 2010. The latest of the engineering studies, completed in December of 2014 (which was not co-sponsored by BC Parks) will be discussed at the next meeting of the RDN Trails Committee. All of the engineering studies have served different purposes and all have indicated that the structures can be repaired. But time is now of the essence due the accelerating rate of erosion. .

In the summer of 2011 Morden was selected as one site for BC Parks' 100th anniversary celebrations. In preparation for this occasion our then BC Parks liaison Dave Forman worked with society members and local businesses to develop a new trail in the park and to install interpretative signage. About 300 people attended the celebration which was generously publicized by the local press and the *Victoria Times-Colonist* -- and supported by donations of local area businesses. The event provided a clear indication of the park's potential to draw visitors. New highway signage supplied by BC Parks in 2012 has done much to bring Morden to the attention of tourists, as evidenced by our need to re-stock

the park's brochure box on a regular basis. Increased publicity has also stimulated demand for tours, which FOMM conducts on a regular basis.

The year 2012 marked the 100th anniversary of Morden Mine's initial stage of development, the sinking of a 600 foot shaft – the deepest ever on Vancouver Island. The occasion was celebrated at the Nanaimo Museum with over 200 people in attendance.

The year 2013 marked the 100th anniversary of the commencement of construction of Morden's reinforced concrete headframe and tibble. That occasion will be soon be marked by the installation of a third interpretive sign in the park. Although the local media has always backed Morden and our efforts to get it fixed, 2013 was something of a banner year for such support. The former publisher of the *Daily News*, Hugh Nicholson, took a strong interest in Morden and this resulted in increased news coverage and editorial support. It also resulted in some useful contacts with the local business community, including presentations to an ad hoc committee of local business and institutional leaders and to the "Yes Committee," a group of mainly retired business leaders who continue to monitor and provide support for local economic development projects.

However, 2013 also marked a turning point of another kind. A new minister was appointed and, without any explanation, a decision was made within government circles to stop supporting Morden. That's why the latest engineering study, unlike earlier ones, was not supported by the government but instead entirely by the City of Nanaimo, the RDN and to a lesser extent, FOMM. And, as that study got underway, BC Parks further announced in response to two media inquiries, that it intended to "divest" itself of Morden as well as exclude it from its five-year spending plan. Again, these announcements were made without consultation or communication of any kind with FOMM.

Why is Morden Mine important? There are a number of reasons.

In all of North America, Morden Colliery is but one of two coal mines built of reinforced concrete that has survived more or less intact from the age when "coal was king." And it is the older of the two. On a world-wide basis, the distinguished English mining heritage scholar, Dr. Margaret Faull, OBE, recently advised us that Morden was the third concrete headframe and tibble ever constructed and is the second oldest surviving, the other being in Saarland, Germany. Morden is thus a rare as well as potentially a world-class industrial heritage site – *if it is repaired* and eventually complemented by an interpretation facility (an artistic rendering of such prepared for Minister Lake will be circulated along with this document).

A prominent Vancouver businessman George Wilkinson, whose single-minded determination led to the establishment of Morden as a provincial park in 1972 realized the potential of the mine site back in the late 1960s, but even he didn't realize how rare Morden was. However, he recognized even then that Morden was the last standing coal mine on Vancouver Island and that at only a short two minute drive from the Island

Highway, it held great promise as an iconic tourist attraction as well as a fitting memorial to all those who toiled in the old coal mining industry, about one-thousand of whom died on the job. The significance of that industry can not be overstated: it was responsible for the development of communities from Ladysmith to Cumberland and beyond – and including in our immediate area, Extension, Nanaimo and Lantzville. .

When the RDN undertakes to re-bridge the Nanaimo River at Morden and thereby connect two pieces of the regional trail that follow the historic PCCM railway bed to the southern boundary of Hemer Provincial Park, Morden Colliery will take on even greater significance. It will then be only a fifteen minute walk from the heart of the developing Cedar area, with its shops, restaurants and bed and breakfast operations, and will serve to anchor one end of a four-mile long trail. The re-bridging project has been part of the RDN's long range plan for the area and is now a priority project slated to go ahead in 2016. Once the bridge is constructed it may also be possible to consider connecting Morden to the Trans-Canada Trail.

As we begin the year 2015, Morden is at a critical juncture. The RJC engineering study points the way forward and specifies the cost. The BC government under the new minister has made its decision – a decision that will surely mean the end of Morden unless someone else takes over its responsibility for maintaining the structures that are the very raison d'être for this provincial park. Divestment, at this point, is not likely a realistic option and it's hard to see how it could be without significant provincial investment in the park.

However, there is a way to save Morden and that way is discussed in the accompanying document, "Funding the Restoration of the Morden Headframe and Tipple: A Proposal."



FUNDING THE RESTORATION OF THE MORDEN MINE HEADFRAME AND TIPPLE: A PROPOSAL

Eric W. Ricker
Co-president, Friends of the Morden Mine
January, 2015

The Kinsol Trestle rehabilitation project of a few years ago in the Cowichan Valley area suggests itself as a model to follow for funding Morden's restoration*. The circumstances surrounding the two projects are almost eerily similar.

Like Morden, the Kinsol Trestle is provincially owned but had been effectively abandoned for many years. Significant decay had set when a campaign began for its rehabilitation. The idea was at first met with indifference and later a proposal to tear it down and replace it one day with a different kind of structure (i.e., not a replica). Eventually, in response to community demand in the form of a petitioning process, the Cowichan Valley Regional District (CVRD) adopted Kinsol as a project and secured the funding to get it fixed. Kinsol remains provincial property (owned by the Ministry of Transportation) but is leased to the CVRD for a nominal sum.

Kinsol had two things working in its favour. First, something at some point had to be done about it and even the government's proposal to knock it down was costly. Secondly, it represented a gap in the Trans Canada Trail that had to be filled one way or another. These two conditions became an imperative to action. Once a firm of restoration experts examined the structure and determined that it could be rehabilitated, the campaign was on.

Kinsol received a significant amount of funding from two sources (slightly in excess of \$1.5 millions) because of its role as part of the Trans Canada Trail. The greater bulk of the funding required (\$3.77 millions) was secured from the federal-provincial infrastructure programme. ICET also contributed \$1 million and the CVRD, \$400,000. Private donations, secured by a firm of professional fund raisers and funneled through the Cowichan Foundation, totaled \$250,000. Provincial funds that would have been used in the demolition process were also tapped. Apart from gravel donated for a trail to the floor of the Koksilah River Valley, there were no donations in kind. The total cost for the rehabilitation project was \$6.4 millions.

Apart from the fact that the Province was initially not prepared to invest in either structure, how does the Kinsol Trestle situation compare to Morden?

First, like Kinsol, Morden Mine requires a significant infusion of cash if it is to be saved and like Kinsol, a critical juncture has been reached with only the federal infrastructure programme providing the magnitude of funding required. In Morden's case, as the RJC study indicates, the cost will be upwards of \$2.8 millions.

Second, support for Morden within the local community is strong. Although a petitioning process has not been used to gauge this support, there were community consultations in Cedar and South Wellington in connection with the site plan study in 2010. The public's reaction to saving and developing the property was strongly favourable. There has also been solid media support for many years. Not once, to the best of my knowledge, has anyone responded negatively to any of the press, TV and radio coverage, or published guest columns, over the past several years. Finally, there have indications of strong support among local business and community leaders. This support was manifest in the form of letters directed to the ministry's attention and included in our *Presentation Book* for Terry Lake in 2012. As well as all heads of local government, letters were contributed by all three local MLAs and a number of prominent community and institutional leaders. Even the leaders of the Cumberland heritage community lent their support. Finally, thanks to some great leadership provided by the former publisher of the *Daily News*, Hugh Nicholson, a significant number of business and local institutional leaders expressed their support for Morden's rehabilitation and the further development of the park site at two meetings held in the spring and summer of 2014.

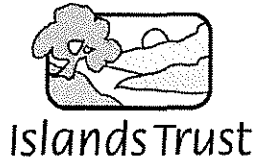
Third, like Kinsol, Morden enjoys the support of prominent figures outside as well as within the Nanaimo area, including the former CVRD chairman, Jack Peake and John Knappett, principal of Knappett Projects, the primary contractor for the Kinsol Trestle Project. As was the case with Kinsol, local area MLAs have been notably active in expressing their support for Morden. Former MLA Ron Cantelon accompanied our delegation to Minister Lake in 2012 and MLAs Leonard Krog and Doug Routley have both spoken in the Legislature on behalf of Morden and more recently have initiated contacts with one of the up-Island coal companies and a cement company with the aim of soliciting some private sector support for Morden. Popular historian Tom Paterson, the well known author of many books on Vancouver Island and mainland BC history as well as perhaps the most important early advocate of the Kinsol Trestle rehabilitation, has joined our board and now serves as vice-president. Tom has developed contacts with labour leaders with a view towards soliciting financial support for Morden's role as a memorial site to the coal miners of Vancouver Island.

Finally, what the Kinsol example suggests is that support from many quarters is likely to develop *if* infrastructure funding can be secured. The Nanaimo area has a much larger population than the Cowichan Valley and the Morden structures are now well known to anyone who follows local news happenings. Unlike Kinsol, Morden is also handy to virtually the entire local area and so is likely to be frequented by many, especially once the RDN Regional Trail in the area is completed. If rehabilitated, it will also become an important stop for local and international heritage-oriented tourists. Surveys have shown that that kind of tourism comprises roughly 30 percent of the visitors' market.

The nub of this proposal is, then, that the RDN apply for federal infrastructure funding under the most appropriate programme(s) to restore the Morden headframe and tipple, as

specified and recommended in the RJC report, and that it seek a supporting resolution for from the City of Nanaimo and any other parties it deems appropriate to obtaining a successful outcome.

*Costs and other information about the Kinsol Trestle rehabilitation project was supplied by Brian Farquhar, Manager of Parks and Trails, CVRD and Jack Peake, chairman of the CVRD at the time the rehabilitation work was undertaken.



STAFF REPORT

Date: January 13, 2014

File No.: 6500-20-
Housekeeping

To: Gabriola Island Local Trust Committee
For the meeting of January 22, 2014

From: Karin Kronstal, Island Planner

CC: Courtney Simpson, Regional Planning Manager

Re: Housekeeping Bylaw Amendments

Interim Report

The purpose of this report is to provide a brief background on Housekeeping Bylaws 278 and 279, provide further information on two new items proposed for addition into these Bylaws, to review referral responses received from other agencies, and to confirm a date for the required Public Hearing.

Project Objectives

The objectives of this project are to make several housekeeping bylaw amendments to Bylaw No. 166, the Gabriola Island Official Community Plan, and Bylaw No. 177, the Gabriola Island Land Use Bylaw, in order to address minor issues and correct errors and omissions.

Project Background

This project began in March 2014, when staff brought forward a list of minor issues, errors or omissions in the Gabriola Official Community Plan (OCP) and the Gabriola Island Land Use Bylaw (LUB) for consideration by the Local Trust Committee (LTC). Some of the housekeeping items had also been on the LTC's project list for some time. After several rounds of revisions and additions, the LTC gave First Reading to Bylaw 278, which amends the Gabriola OCP, and Bylaw 279, which amends the Gabriola LUB, at their October 2, 2014 meeting.

Following First Reading, Bylaws No. 278 and 279 were referred to the Regional District of Nanaimo Building Department, Agricultural Land Commission, Islands Trust Bylaw Enforcement Department and First Nations with a deadline of January 8, 2015 for response (see 'Agency Referral' section below). The Project Charter sets a target date for the public hearing before March 31, 2015 to ensure the budget allocated for this hearing is spent before the end of the fiscal year.

Relevant Policy and Land Use Considerations

Trust Council Strategic Plan

Minor housekeeping work such as this project does not form part of the Strategic Plan.

Islands Trust Policy Statement

No items on the list of housekeeping amendments address a concern with the bylaw's compliance with the Policy Statement.

Islands Trust Fund

No items on the list of housekeeping amendments are related to the Islands Trust Fund properties or initiatives.

Bylaw Enforcement

Some of the items on the list of housekeeping amendments were brought to our attention due to bylaw enforcement where interpretation of the bylaw revealed an issue.

Analysis

This section describes additional changes proposed for Bylaws 278 and 279 that have arisen since First Reading by the LTC at the October 2, 2014 meeting, based on discussion at the LTC meetings on October 2 and November 13, 2014.

Official Community Plan Amendments (proposed Bylaw 278)

a) Density Banking for Lots Rezoned as Parks

In 2011, a project was initiated to rezone several Regional District of Nanaimo parks that were recently acquired to 'park' designation and zoning. Several additional parks were identified as requiring zoning amendments in order to be consistent with park use such as correction of the water boundaries of Drumbeg Provincial Park so that zoning matched the park boundaries. Bylaw No. 271 and 272 which amends the Official Community Plan parks designations, Land Use Bylaw zoning maps and park zone regulations were given third reading on July 17th 2014.

During this project, there was no action taken to transfer the residential densities from the areas rezoned as Parks to the Gabriola Island Density Bank due to initial concerns of the RDN Parks Department and the Nature Trust of B.C. regarding the transfer of densities from the Coats Marsh Regional Park. At the November 13, 2014 meeting, the LTC asked that this be added to the Housekeeping Bylaw as concern had been raised in the community about the Density Bank not having been added to yet.

GB-2014-169

It was MOVED and SECONDED,

that the Gabriola Island Local Trust Committee direct staff to draft wording to show eight densities in the affordable housing density bank for inclusion in the proposed housekeeping bylaw

CARRIED

As stated in Section 2.5 of the Gabriola Island Official Community Plan, the Density Bank Objectives are:

1. *To identify and deposit unused residential densities into the Density Bank based upon the following eligibility criteria:*
 - i. *from the lands that are rezoned as parks; and*
 - ii. *from the voluntary donation of residential densities.*
2. *To consider applications for the withdrawal of banked densities in accordance with the rezoning requirements in Section 2.4 provided that a Housing Agreement is in place to ensure affordability is maintained over time.*

The Gabriola Island Density Bank Policies in Section 2.5 of the OCP state that residential densities resulting from a rezoning pursuant to Objective 1 will be deposited to the Density Bank as an amendment to the Official Community Plan and that parcels that have density allocated to or from the density bank shall be noted in both text and maps.

During the initial parks rezoning consultation, the Islands Trust received significant input from the Regional District of Nanaimo and the Nature Trust of B.C. including some concerns about the transfer of parkland density from the Coats Marsh Regional Park to the Density Bank. As a result, all density transfers were left out of the scope of the project at the time. To address any outstanding concerns, staff recommends that the proposed additions to the Housekeeping Bylaw related to parkland density be referred again to the RDN Parks Department and the Nature Trust of B.C. prior to the Public Hearing.

Residential densities were calculated by taking the area of the lot and dividing it by the minimum lot size to establish the number of potential densities. Where 'single family dwelling' was a permitted primary or accessory use, the lot was counted as having one residential density. Cottage densities, which are secondary to single family dwellings, were not considered potential residential densities for the purpose of calculating the contribution to the Density Bank. Please note that the 707 Acres Community Park had been zoned as Forestry Wilderness Recreation 1, which does not permit residential use, and so had no densities to contribute to the Density Bank as a result of rezoning.

For lots rezoned to Provincial and Regional Park (P1), Bylaw 272 introduced the potential for a maximum of one caretaker residence per lot. Bylaw 272 defines a caretaker residence as "a single family dwelling limited in floor area to 65.0 square metres (699.7 square feet) that is accessory to a principle regional park use." Only Coats Marsh Regional Park and Descanso Bay Regional Park have been rezoned P1; other areas have been rezoned as Passive Recreation Community Parks (P2), which does not permit caretaker residences. For the purpose of calculating densities, the caretaker residence has been counted against the total number of densities to be added to the Density Bank.

As per Section B.1.3 of the Gabriola Island LUB, which permits the use of undersized lots if created prior to the existence of the LUB, lots not meeting the minimum size requirements under their previous zoning are still treated as contributing one density.

For a summary of the calculations, please see Table One below.

Table One: Density Bank Calculations

Legal Description (Common Name)	Total Area (ha)	Minimum Average Lot Area Under Previous Zoning	Potential Densities Under Previous Zoning	Caretaker Units Permitted Under New Zoning	Total Densities to be removed
The Northwest ¼ of Section 10 (Coats Marsh Regional Park)	44.77	Resource (R) zone, minimum average lot area is 8 ha	5	1	4
Lot A, Section 20 (Descanso Bay Regional Park)	8.44	Tourist Recreational 2 Campground, minimum average lot area is 16 ha	1	1	0
Lot B, Section 20 (Descanso Bay Regional Park)	5.2	Tourist Recreational 2 Campground, minimum average lot area is 16 ha	1	1	0
The North ½ of the North ½ of Section 20 (Cox Community Park)	44.43	Agriculture portion is 11.34 ha; Resource portion is 33.09 ha; minimum average lot area is 8 ha	5	0	5
The land designated as 'Park' on Plan VIP77409	1.6	Agriculture minimum average lot area is 8.0 ha	1	0	1

As this action has not been taken to date, staff recommends the following amendments for inclusion in the Housekeeping Bylaw 278:

- a. Replace the table headed "Residential Density Bank" in Appendix 2 [Density Banking] with the following table:

Authorizing Bylaw	Date added to or transferred from the density bank	Legal Description	Number of residential densities added or deleted	Cumulative total of residential dwelling units in the density bank
Bylaw No. 278	TBD	The Northwest ¼ of Section 10, Gabriola Island, Nanaimo District, Except those Parts in Plans 29152, 30043 and 30051 (See Figure 1)	4	4

Bylaw No. 278	TBD	The North ½ of the North ½ of Section 20, Gabriola Island, Nanaimo District, Except Parts in plans 42874 and VIP73679 (See Figure 2)	5	9
Bylaw No. 278	TBD	The land designated as 'Park' on Plan VIP77409 (See Figure 3)	1	10

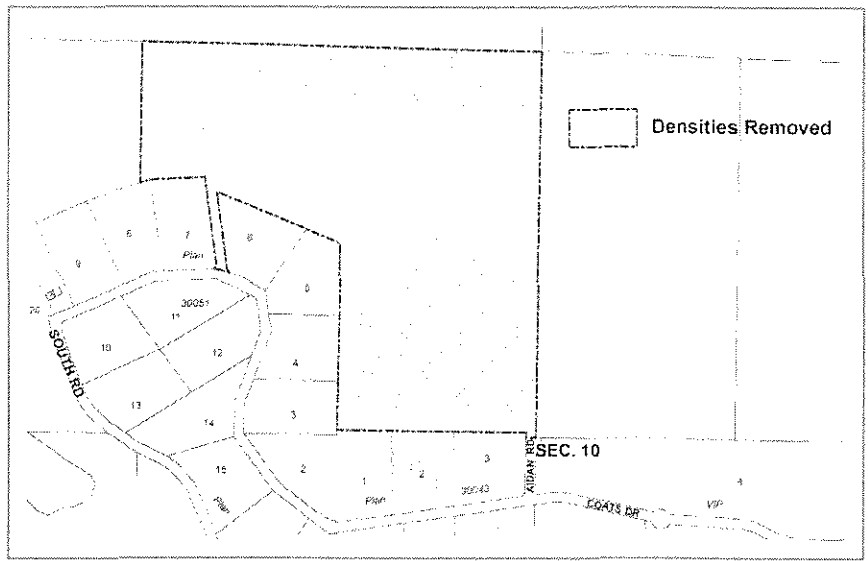


Figure 1: Residential densities removed from the Northwest ¼ of Section 10

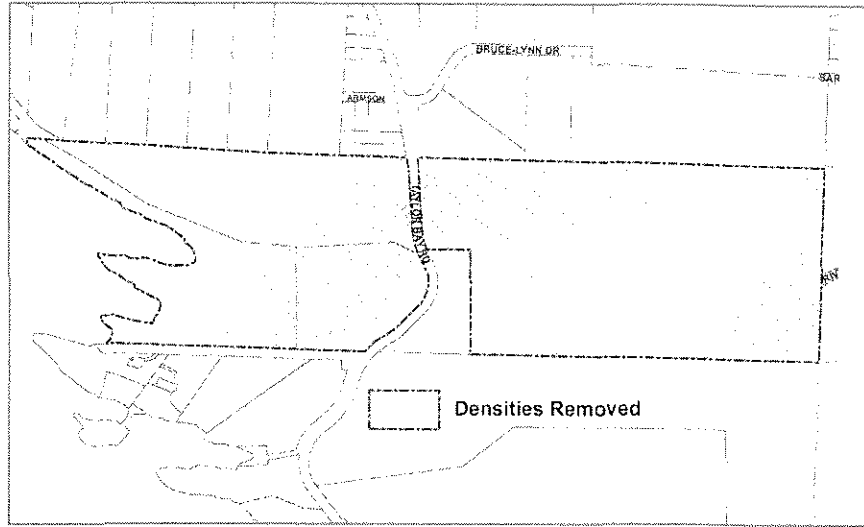


Figure 2: Residential densities removed from the North 1/2 of the North 1/2 of Section 20

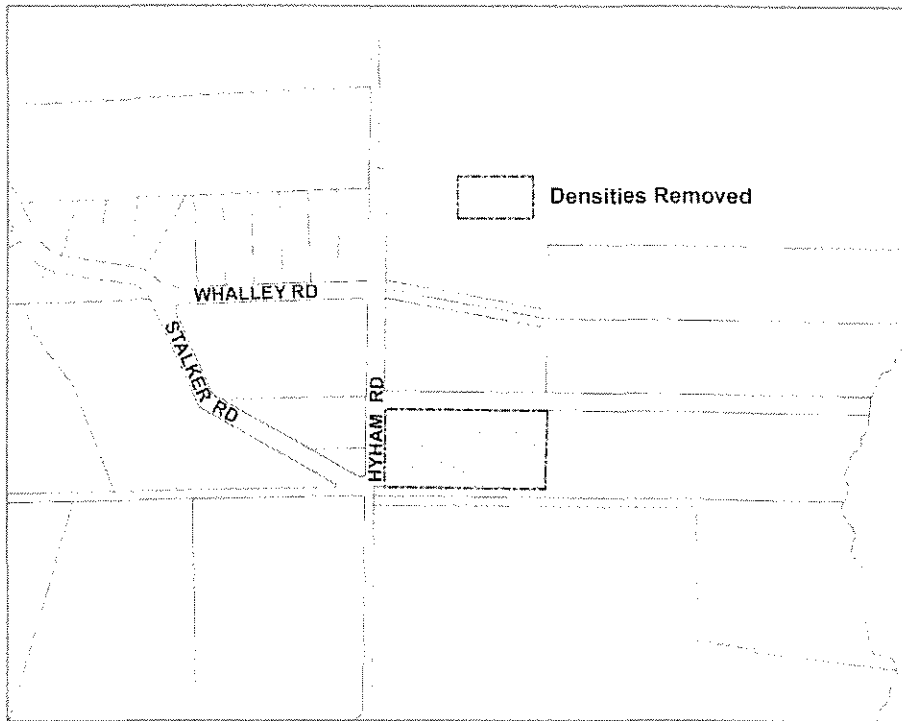


Figure 3: Residential densities removed from land on Plan VIP77409

Land Use Bylaw Amendments (draft bylaw 279)

a) **Shooting Range definition:**

The LTC expressed interested in working with the Gabriola Rod, Gun & Conservation Club (GRGCC) to include a definition of “shooting range” in the Land Use Bylaw that indicates the hours of operation. The purpose is to provide certainty to the community about the existing GRGCC’s permitted hours of operation, and to provide guidance in the highly unlikely event that a new shooting range be established on Gabriola Island.

The Chair sent a letter to the GRGCC to ask for their current hours of operation for the purpose of this bylaw amendment, and staff met with a representative from the GRGCC to clarify the reason for the request. The GRGCC responded in writing on November 4, 2014 with a proposed definition for “shooting range” that is consistent with the definition of a shooting range under federal legislation such as the Firearms Act. The GRGCC notes that they have reached a legal agreement regarding their permitted hours of operation that allows for some flexibility as to the days the shooting range is open, but that limits the number of days per week to six and does not allow early morning or evening shooting activity.

In light of the above, the proposed definition for inclusion in the Land Use Bylaw is as follows:

Shooting Range: “Means a place that is designed or intended for the safe discharge, on a regular and structured basis, of firearms for the purpose of target practice or target shooting competitions, that operates between 9 A.M and 5 P.M no more than six days per week.”

Staff recommends including this definition in Bylaw 279, and does not anticipate this change would require additional referral to external agencies.

Agency and First Nation Referral

Following First Reading, the Local Trust Committee directed staff to refer the proposed Bylaws to the following agencies and First Nations: Gambier and Thetis Land Local Trust Committees, the Executive Trust Committee, the Agricultural Land Commission, Regional District of Nanaimo Building Department, Islands Trust Bylaw Enforcement Department, Snuneymux First Nation, Cowichan Tribes, Halalt First Nation, Hul’qumi’num Treaty Group, Lake Cowichan First Nation, Lyackson First Nation, Penelakut Tribe, Snaw’naw’as First Nation, Semiahmoo First Nation, Stz’umins First Nation, and Te’Mexw Treaty Association.

Referrals were sent out by December 11, 2014, with a deadline to respond by January 9, 2015. The Lyackson First Nation responded to indicate that they will discuss the matter at their next meeting on February 10, and may provide feedback at or prior to the Public Hearing. Staff has advised them that any input received prior to the public hearing will be taken into account before the Local Trust Committee finalized the bylaws.

Project Scope and Timeline

It is important to note that since the Housekeeping Bylaws have already been referred to external agencies, any significant changes to these Bylaws as adopted at First Reading would require an additional round of referrals. In order to keep with the timeline adopted in the Project Charter, staff recommends that future additions to Bylaws 278 and 279 be limited to minor changes that will not require additional consultation with external agencies unless there is a significant and urgent reason to include them now. Any newly identified items that are not added to this bylaw will be added to a new list of housekeeping amendments to be continually updated, and adopted by bylaw at a future opportunity, which is typically to join another bylaw's public hearing so as not to incur public hearing costs specific to a housekeeping bylaw.

Resources and Roles

This project can be completed using in-house planning resources. In the preliminary report staff recommended that these bylaws go to the same public hearing as another project; however, at this point there are no other bylaws being prepared with a public hearing planned before the end of the current fiscal year. As there is approximately \$4,000 left in the OCP/LUB Review budget and there are no additional planned expenditures for that project, staff recommends that a stand-alone public hearing be held, with an approximate cost of \$1,500 to cover the public hearing notice in the local newspaper.

The attached project charter lists human resources and roles for this project.

Communications

At the LTC meeting on October 2, 2014, Trustees requested that staff prepare communications material to help the public understand the proposed changes. This document, the 'Plain Language Guide to the Housekeeping Amendments,' is attached for information and was added to the Islands Trust website in December 17, 2014. For more detailed background, please refer to the relevant section of the Gabriola Local Trust Committee 'Projects and Initiatives' section of the Islands Trust website.

Project Charter

The attached Project Charter, which was adopted on September 4, 2014, has been updated to reflect new information on staffing and to decrease the estimated cost of the public hearing due to the closure of one of the local newspapers.

Next Steps

The next step in the process is for Trustees to decide whether to include the recommended additions to Bylaws No. 278 and 279 and, if so, whether to give Second Reading to these Bylaws with the additional changes. Once the Bylaws have received Second Reading, Trustees may direct staff to refer the revised Bylaws to any external agency that may be interested in the changes, such as the Regional District of Nanaimo and the Nature Trust of BC. Trustees may further direct staff to schedule a Public Hearing during a Local Trust Committee meeting, preceded by a question and answer period.

Alternatively, if the Local Trust Committee does not wish to adopt the additional proposed changes to Bylaws No. 278 and 279, Trustees may still direct staff to schedule the Public Hearing for these Bylaws prior to Second Reading.

RECOMMENDATIONS:

That the Gabriola Island Local Trust Committee:

1. amend Bylaw No. 278 to include the proposed changes regarding the addition of unused residential densities from lands rezoned as parks into the Density Bank,
2. amend Bylaw No. 279 to include the proposed definition of a 'Shooting Range';
3. give Second Reading to Bylaw No. 278 cited as Gabriola Island Official Community Plan (Gabriola Island) Bylaw 166, 1997, Amendment No. 3, 2014;
4. Give Second Reading to Bylaw No. 279 cited as Gabriola Island Land Use Bylaw 177, 1999, Amendment No. 2, 2012;
5. direct staff to refer Bylaws No. 278 and 279 to the Regional District of Nanaimo and The Nature Trust of BC; and
6. Direct staff to schedule a Public Hearing for Bylaw No. 278 cited as Gabriola Island Official Community Plan (Gabriola Island) Bylaw 166, 1997, Amendment No. 3, 2014; and Bylaw No. 279 cited as Gabriola Island Land Use Bylaw 177, 1999, Amendment No. 2, 2012, prior to March 31, 2015.

Prepared and Submitted by:

Karin Kronstal

January 13, 2015

Karin Kronstal, Island Planner

Date

Concurred in by:

Courtney Simpson

January 13, 2015

Courtney Simpson, MCIP, RPP
Regional Planning Manager

Date

Attachments:

1. Draft Bylaw No. 278
2. Draft Bylaw No. 279
3. Project Charter Housekeeping Amendments (Updated January 9, 2014)
4. Plain Language Guide to Housekeeping Amendments



June 6, 2011

Islands Trust Northern Office
700 North Road
Gabriola Island, BC
V0R 1X3

Attention: Kaitlin Kazmierowski, Island Planner

Ms. Kazmierowski:

Re: Proposed Bylaw No. 262 Cited As "Gabriola Island Official Community Plan (Gabriola Island) Bylaw No. 166, 1997, Amendment No. 1, 2011"

Thank you for meeting with staff from the Regional District of Nanaimo (RDN) on May 25, 2011, to discuss the changes sited under proposed Bylaw No 262. As you are aware, due to a referral of the proposed Bylaw not being presented to the RDN Board prior to the public hearing scheduled for June 6, 2011, the RDN Board is not in a position to provide a resolution in regard to the proposed Bylaw at this time.

Due to the above not occurring, staff have reviewed the proposed Bylaw, as it pertains to RDN Parks and note the enabling language contained in the Bylaw, for the transfer of densities from parkland for a density bank upon rezoning, does raise some concerns that need to be addressed.

In Particular Section 2.5 1(i) is written as follows:

Gabriola Island Density Bank Objectives

1. *To identify and deposit unused residential densities into the Density Bank based upon the following eligibility criteria:*

i. from the lands that are rezoned as parks;

There are two RDN Parks that contain densities, Cox Community Park and Coats Marsh Regional Park.

Cox Community Park was purchased in 2002, by the residents of Electoral Area 'B' and Coats Marsh Regional Park was purchased in 2008, in partnership with The Nature Trust of BC. The Regional District acquisition costs for Coats Marsh was from the Regional Parks Function which is funded by the RDN's four member municipalities and seven Electoral Areas.

As discussed, in 2004, there was direction from the Electoral Area 'B' Parks and Open Space Advisory Committee to investigate selling the four densities from Cox Community Park in order to leverage the funds from the densities to expand the community park and trail system on Gabriola Island. An RFP for this initiative was undertaken that year and

RECREATION AND PARKS DEPARTMENT

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discussions took place with a prospective buyer through 2005 and 2006. The selling of the densities however, never took place due to lack of consensus on the best use of the densities and they remained with the land.

In regard to Coats Marsh, this property was purchased originally by The Nature Trust of BC and densities on that land were part of the valuation of the property. Given that The Nature Trust has issued tax receipts under the Federal Ecological Gifts Program on the subject property based on the full assessed market value, any changes on the lands value through rezoning, which leads to the loss of the densities, could possibly have consequences for this organization in the future when accessing the Gift program. In addition, the RDN and The Nature Trust of BC acquired the land at an appraised value of the land with the densities. Had the densities been sold prior to the acquisition or had it been know these densities would not have had value, the purchase price would have been lower. Furthermore, if the densities are available to be transferred, it would have been preferred for both organizations to have had the opportunity to review what the highest and best use of these densities are, in terms of fulfilling land conservation mandates on the Island.

As a local government, The Island Trust has the ability to rezone land to meet the needs of the local community, including permitting land be rezoned to accommodate social housing. Using densities from Parkland is not required for this to take place.

Thank you for considering the above matters in the review and approval of the Proposed Bylaw.

Regards,



Tom Osborne
General Manager, Recreation and Parks Services

mn

cc: Regional District of Nanaimo Board
Carol Mason, RDN, Chief Administrative Officer
Paul Thorkelsson, RDN General Manager of Development Services
Wendy Marshall, Manager of Parks Services
Doug Walker, The Nature Trust of BC

Honourary Patron
The Honourable
STEVEN L. POINT, *MLA*
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Conserving BC's Natural Beauty
Charitable Organization Number:
102608 9363 RR0001

June 6, 2011

Via Email

Islands Trust Northern Office
700 North Road
Gabriola Island BC V0R 1X3

**Attention: Kaitlin Kazmierowski,
Island Planner**

Dear Ms. Kazmierowski:

**Re: Proposed Bylaw No. 262 Cited As "Gabriola Island Official
Community Plan (Gabriola Island) Bylaw No. 166, 1997,
Amendment No. 1, 2011"**

We are in receipt of a notice with respect to a public hearing taking place tonight. We understand that one of the items being considered at the meeting is density banking, a process whereby unused residential densities are held by the Gabriola Island Local Trust Committee (the "Committee") for the purpose of enabling affordable multi-dwelling housing for low-income families and without any net increase to the allowed density on Gabriola Island.

The Committee is proposing to remove density from Coats Marsh Regional Park (the "Property"), which is co-owned by The Nature Trust of British Columbia (the "Nature Trust") and the Regional District of Nanaimo ("RDN"). RDN has provided you with a letter of even date with respect to this matter.

The Property is currently zoned 'R' (Resource). Single family residential is a permitted principal use in this zone. Home occupations accessory to a residential use and cottage residential are permitted accessory uses. Neither RDN nor the Nature Trust intend to develop the Property for residential use. Indeed, the Property is intended to be used as a park. Nonetheless, the Nature Trust has the following objections to the proposed transfer of density.

At the outset, the Nature Trust is a non-profit organization headquartered in British Columbia. Our mandate is to conserve ecologically sensitive land for future generations through acquisition, covenant, lease and other means.

1. Jeopardy to Ecological Gift

As you may know, the Property was transferred to the Nature Trust by its original owner, Clyde Coats, through the federal ecological gifts program. The Nature Trust expended a considerable sum in order to complete the acquisition. As the recipient of an ecological gift, the Nature Trust has a duty not to permit any changes in use or disposition in respect of the Property without the written approval of the federal Minister of Environment. If the Nature Trust does not obtain that authorization, the Nature Trust may be

subject to a tax equal to 50% of the fair market value of the Property at the time of the unauthorized change in use or disposition. In addition, significant damage might be caused to the excellent working relationship the Nature Trust has established with the administrators of the ecological gifts program, thereby hindering the ability of the Nature Trust to fulfill its mandate.

We ask that the Committee not do anything which may threaten the tax position of either the donor of the ecological gift or the Nature Trust as the recipient of the ecological gift, or undermine the credibility of the Nature Trust in its dealings with the federal administrators of the ecological gifts program.

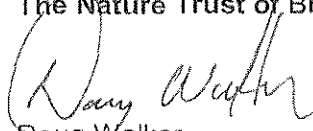
2. Deprivation of Economic Benefit

At the time that the Nature Trust acquired the Property, the purchase price was appraised based on the zoning of the Property being 'R' (Resource), *i.e.* including the density that the Committee is proposing to transfer to the density bank. Being a non-profit organization, the Nature Trust could have committed its scarce resources to another worthwhile project if it had not paid for this density. Having paid for such density, even if RDN and the Nature Trust do not make use of it, the density represents economic value which the Nature Trust could have realized. The funds realized from the density would further the mandate of the Nature Trust. The Committee is not proposing any compensation to RDN and the Nature Trust for this taking.

We understand that the Committee wishes to permit social housing on Gabriola Island, but without increasing the net density allowed on Gabriola Island. Since the Property is being used as a park, even if the density is "on the books", it is extremely unlikely that RDN and the Nature Trust will ever develop the Property. Therefore, there is no risk of actual harm to the community in preserving the density within the Property. In any case, as RDN pointed out in its letter, the Committee could approve social housing elsewhere on the island without removing density from the Property.

Given the potential grave consequence to the Nature Trust in upsetting the integrity of the ecological gift, the unfairness to the Nature Trust (which would lose the economic benefit from the density without compensation from the Committee) and the artificiality of not permitting any net increase to the allowed density on Gabriola Island and, instead, extracting existing density from other properties (including the Property), we ask that you re-consider the proposed amendment to the Gabriola Island Official Community Plan.

Yours in Conservation,
The Nature Trust of British Columbia



Doug Walker
President & CEO