

REGIONAL DISTRICT OF NANAIMO  
COMMITTEE OF THE WHOLE  
AGENDA

Tuesday, July 10, 2018

3:00 P.M.

RDN Board Chambers

*This meeting will be recorded*

Pages

1. CALL TO ORDER
2. APPROVAL OF THE AGENDA
3. ADOPTION OF MINUTES
  - 3.1 Regular Committee of the Whole Meeting - June 12, 2018 4

That the minutes of the Regular Committee of the Whole meeting held June 12, 2018, be adopted.
4. PRESENTATION
  - 4.1 Academic Award of Honour from Capilano University, presented to Manvir Manhas, Manager, Capital & Financial Reporting
5. DELEGATIONS
6. COMMITTEE MINUTES

That the following minutes be received for information:

  - 6.1 District 69 Recreation Commission - June 21, 2018 11

## 7. CORPORATE SERVICES

### 7.1 Legal Services Standing Offers Award 2018 14

1. That the Regional District of Nanaimo enter into standing offer agreements with Lidstone & Company and Young Anderson for the provision of routine legal services, including construction law advice.

2. That the Regional District of Nanaimo enter into standing offer agreements with Harris & Company and Lidstone & Company for the provision of routine legal services for Employment and Labour Law.

3. That the Board authorize the Chief Administrative Officer to engage alternate legal services providers when required.

## 8. STRATEGIC AND COMMUNITY DEVELOPMENT

### 8.1 Consultation Plan – Focused Regional Growth Strategy Review 17

That the Board adopt the Consultation Plan for the Focused Regional Growth Strategy Review.

### 8.2 2017 Regional Growth Strategy Annual Report - Implementation and Progress 31

1. That the 2017 Regional Growth Strategy Annual Report – Implementation and Progress, be endorsed.

2. That a letter be sent to the Minister of Municipal Affairs and Housing to request that the Community Energy and Emissions Inventory data be updated.

3. That the Regional Growth Strategy policies relating to affordable housing be included in the approved Focused Regional Growth Strategy Review.

### 8.3 Bylaw Dispute Adjudication System 79

1. That the Board endorse a Bylaw Dispute Adjudication System.

2. That the Board direct the preparation of bylaws, policies and agreements for the implementation of the Bylaw Dispute Adjudication System provided for in the *Local Government Bylaw Notice Enforcement Act*, for the Board's approval.

3. That the Board direct staff to work with Court Services Branch, Ministry of Attorney General to request the Lieutenant Governor in Council of the Province of British Columbia enact a Regulation under Section 29 of the *Local Government Bylaw Notice Enforcement Act*, applying the Act to the Regional District of Nanaimo.

## 9. REGIONAL AND COMMUNITY UTILITIES

### 9.1 Water System Risk Management Plan 84

That staff be directed to report back upon the completion of the Water System Risk Management Plan.

- 9.2 Nanoose Bay Peninsula Pumpstation – Construction Contract Award 87**
1. That the Board award the construction contract for the Nanoose Bay Peninsula Pump Station to Windley Construction Ltd. for \$1,713,119.00 (excluding GST).
2. That the Board approve the addition of \$375,000 to the project budget.
- 9.3 Detailed Design Services for French Creek Pollution Control Centre Stage 4 Expansion Project and Odour Control Upgrades 90**
- That the Board award the Engineering Services contract for the detailed design, tendering and construction services for the French Creek Pollution Control Centre Stage 4 Expansion Project and Odour Control Upgrades to AECOM for \$2,506,980 (excluding GST).
- 9.4 Bowser Village Centre Wastewater Project Update 94**
- That the report be received for information.
- 9.5 Bowser Village Sanitary Sewer Service Rates and Regulations Bylaw No. 1773, 2018 103**
- That “Bowser Village Sanitary Sewer Service Rates and Regulations Bylaw No. 1773, 2018” be read three times and adopted.
- 10. TRANSPORTATION AND EMERGENCY PLANNING SERVICES**
- 10.1 Boundary Expansion – Bow Horn Bay Fire Protection Area 122**
- That “Bow Horn Bay Fire Protection Service Amendment Bylaw No. 1385.09, 2018” be introduced, read three times and forwarded to the Inspector of Municipalities for approval.”
- 10.2 Boundary Expansion – Dashwood Fire Protection Service 127**
- That “Dashwood Fire Protection Service Amendment Bylaw No. 964.06, 2018” be introduced and read three times.
- 11. BUSINESS ARISING FROM DELEGATIONS**
- 12. NEW BUSINESS**
- 12.1 Directors' Roundtable**
- 13. IN CAMERA**
- That pursuant to Section 90 (1) (k) of the *Community Charter* the Committee proceed to an In Camera meeting for discussions related to the provision of a proposed service.
- 14. ADJOURNMENT**

**REGIONAL DISTRICT OF NANAIMO  
MINUTES OF THE REGULAR COMMITTEE OF THE WHOLE MEETING**

**Tuesday, June 12, 2018  
3:00 P.M.  
RDN Board Chambers**

In Attendance:	Director W. Veenhof	Chair
	Director I. Thorpe	Vice Chair
	Director A. McPherson	Electoral Area A
	Director M. Young	Electoral Area C
	Director B. Rogers	Electoral Area E
	Director J. Fell	Electoral Area F
	Director J. Stanhope	Electoral Area G
	Alternate	
	Director S. Armstrong	City of Nanaimo
	Director D. Brennan	City of Nanaimo
	Director J. Hong	City of Nanaimo
	Director M. Lefebvre	City of Parksville
	Director K. Oates	City of Parksville
	Director B. Colclough	District of Lantzville
	Alternate	
	Director A. Skipsey	Town of Qualicum Beach
Regrets:	Director H. Houle	Electoral Area B
	Director B. McKay	City of Nanaimo
	Director B. Bestwick	City of Nanaimo
	Director G. Fuller	City of Nanaimo
	Director J. Kipp	City of Nanaimo
	Director B. Yoachim	City of Nanaimo
	Director T. Westbroek	Town of Qualicum Beach
Also in Attendance:	P. Carlyle	Chief Administrative Officer
	R. Alexander	Gen. Mgr. Regional & Community Utilities
	D. Banman	A/Gen. Mgr. Recreation & Parks
	G. Garbutt	Gen. Mgr. Strategic & Community Development
	D. Wells	Gen. Mgr. Corporate Services
	S. De Pol	Director of Water & Wastewater Services
	D. Pearce	Director of Transportation & Emergency Services
	P. Thompson	Mgr. Long Range Planning
	T. Mayea	Legislative Coordinator
	C. Golding	Recording Secretary

**CALL TO ORDER**

The Chair called the meeting to order and respectfully acknowledged the Coast Salish Nations on whose traditional territory the meeting took place.

The Chair welcomed Alternate Directors Armstrong and Skipsey to the meeting.

**APPROVAL OF THE AGENDA**

It was moved and seconded that the agenda be approved as presented.

CARRIED UNANIMOUSLY

**ADOPTION OF MINUTES**

**Regular Committee of the Whole Meeting - May 8, 2018**

It was moved and seconded that the minutes of the Regular Committee of the Whole meeting held May 8, 2018, be adopted.

CARRIED UNANIMOUSLY

**CORRESPONDENCE**

It was moved and seconded that the following correspondence be received for information:

Fred Alteen, Canadian Tire Store, re Holiday Bus Schedule

CARRIED UNANIMOUSLY

**COMMITTEE MINUTES**

It was moved and seconded that the following minutes be received for information:

District 69 Recreation Commission - May 17, 2018

CARRIED UNANIMOUSLY

**COMMITTEE RECOMMENDATIONS**

**District 69 Recreation Commission**

**District 69 Recreation Services Master Plan Report**

It was moved and seconded that the D69 Recreation Services Master Plan Steering Committee work together with Regional District of Nanaimo staff and consultants to formulate a revised recreation facility development strategy for three top priority items as follows:

1. Minimum Ravensong Pool upgrade proposal to address critical current user concerns and define a low cost upgrade recommendation to move forward quickly with a referendum to proceed.
2. Minimum cost replacement of the old track at Ballenas Secondary School and a proposal for an 8 lane rubberized track and field facility at a future location.
3. Continuation and finalization of the centralized land purchase strategy as defined in the July 2006 Recreation Services Master Plan for Oceanside section 7.2.

CARRIED UNANIMOUSLY

It was moved and seconded that when the District 69 Recreation Commission and Regional District of Nanaimo Board are considering recreation infrastructure projects in the District 69 (Oceanside) area that they be informed by a financial analysis review process.

CARRIED UNANIMOUSLY

**District 69 Youth Recreation Grants**

It was moved and seconded that the following District 69 Youth Recreation Grant applications be approved:

- Bard to Broadway - youth theatre workshop facility rental - \$410
- Bard to Broadway - performing arts education series facility rental - \$1,180
- Kwalikum Secondary School - Dry Grad - \$1,000
- Oceanside Community Arts Council - summer camp supplies - \$1,000
- District 69 (Oceanside) Minor Softball Association - equipment - \$2,000
- Oceanside Track and Field Club - high jump mat - \$2,500
- Parksville Volleyball Club - Community play days, equipment, facility rental - \$2,500
- YoungLife Canada (Qualicum Beach) - food and supplies - \$750

Total - \$11,340

CARRIED UNANIMOUSLY

**District 69 Community Recreation Grants**

It was moved and seconded that the following District 69 Community Recreation Grant applications be approved:

- Arrowsmith Community Recreation Association - Food Skills for Families – \$1,000
- Arrowsmith Community Recreation Association - Coombs Candy Walk - \$2,243
- Errington Cooperative Preschool - art supplies and games - \$1,300
- Eswyn's Alpine and Rock Garden - signage - \$650
- Parksville Curling Club - Worksafe compliance/ammonia safety equipment - \$2,500
- Parksville Lions Club - Lions Club Free Skates at Oceanside Place - \$750
- Parksville Golden Oldies Sports Association (PGOSA) - 25th Anniversary active living video - \$1,000
- Parksville Senior Athletic Group (Slo-Pitch) - AED at Parksville Community Park - \$1,350
- Qualicum Beach Community Garden Society - materials for garden beds - \$2,126
- Qualicum Community Education and Wellness - family soccer program – \$1,500
- Town of Qualicum Beach - Select Committee on Family Day Celebration - pool rental - \$500

Total - \$14,919

CARRIED UNANIMOUSLY

**ADMINISTRATION**

**Freedom of Information and Protection of Privacy Act 2017 Overview**

It was moved and seconded that the Freedom of Information and Protection of Privacy Act 2017 Overview report be received for information.

CARRIED UNANIMOUSLY

**Regional District of Nanaimo 2018-2022 Board Orientation**

It was moved and seconded that the 2018-2022 Board Orientation be approved.

CARRIED UNANIMOUSLY

**CORPORATE SERVICES**

**2017 Annual Financial Report and Statement of Financial Information**

It was moved and seconded that the 2017 Annual Financial Report and the Statement of Financial Information be approved as presented.

CARRIED UNANIMOUSLY

**Quarterly Financial Report – First Quarter - 2018**

It was moved and seconded that the financial report for the period January 1, 2018 to March 31, 2018 be received for information.

CARRIED UNANIMOUSLY

**STRATEGIC AND COMMUNITY DEVELOPMENT**

**2019-2022 Strategic Planning Process**

It was moved and seconded that the 2019 – 2022 Strategic Planning Process be endorsed.

CARRIED UNANIMOUSLY

**Regional Economic Development**

It was moved and seconded that a meeting be organized with the organizations listed in Attachment 2 to consider the creation of a region-wide economic development service, and further

That to assist with the meeting, a background report that incorporates input from the other organizations be prepared addressing the current state of economic development in the Regional District of Nanaimo.

It was moved and seconded that the organizations listed in Attachment 2 of the Regional Economic Development report be amended to include: The Lighthouse Country Business Association, Gabriola Island Chamber of Commerce Economic Development and Tourism, Snaw-Naw-As First Nation, Snuneymuxw First Nation, Qualicum First Nation, Nanaimo Port Authority and Nanaimo Airport Authority.

Opposed (2): Director McPherson, and Director Stanhope

CARRIED

The vote was taken on the main motion, as amended:

It was moved and seconded that a meeting be organized with the organizations listed in Attachment 2 as amended to include: The Lighthouse Country Business Association, Gabriola Island Chamber of Commerce Economic Development and Tourism, Snaw-Naw-As First Nation, Snuneymuxw First Nation, Qualicum First Nation, Nanaimo Port Authority and Nanaimo Airport Authority, to consider the creation of a region-wide economic development service, and further

That to assist with the meeting, a background report that incorporates input from the other organizations be prepared addressing the current state of economic development in the Regional District of Nanaimo.

Opposed (2): Director McPherson, and Director Stanhope

CARRIED



**REGIONAL AND COMMUNITY UTILITIES**

**Biosolids Transportation Services Contract Award**

It was moved and seconded that the Board award a two-year contract for Biosolids Transportation Services to DBL Disposal Services Ltd at an estimated value of \$162,000.

CARRIED UNANIMOUSLY

It was moved and seconded that the General Manager of Regional and Community Utilities and the Director of Finance be authorized to extend the contract for an additional 2 years if required.

CARRIED UNANIMOUSLY

**Detailed Design Services for Chase River Force Main No. 1 Replacement and Pump Station Upgrades**

It was moved and seconded that the Engineering Services contract for the detailed design of the Chase River Force Main No. 1 Replacement and Pump Station Upgrades Project be awarded to CH2M Hill Canada Limited for \$199,682 (excluding GST).

CARRIED UNANIMOUSLY

**Solid Waste Management Plan Adoption**

It was moved and seconded that the Solid Waste Management Plan be adopted and that the Plan be sent to the Minister of Environment & Climate Change Strategy for approval.

Opposed (2): Director Young, and Director Hong

CARRIED

**TRANSPORTATION AND EMERGENCY PLANNING SERVICES**

**Transit Radio Tower Occupancy Agreement**

It was moved and seconded that the Regional District of Nanaimo enter into an agreement with the City of Nanaimo to allow the installation of Transit Services radio and auxiliary equipment on an existing tower and related building and provide hydro for \$1,200 annually for a five (5) year term commencing April 1, 2018 to March 31, 2023.

CARRIED UNANIMOUSLY

**Coombs Fire Department Self Contained Breathing Apparatus Tender Award**

It was moved and seconded that the Board award the Coombs-Hilliers Fire Department Self Contained Breathing Apparatus contract to Guillevin International at a cost of \$227,700.53 before taxes to be funded by the Coombs-Hilliers Fire Service capital reserve fund.

CARRIED UNANIMOUSLY

**Directors' Roundtable**

Directors provided updates to the Board.

**ADJOURNMENT**

It was moved and seconded that this meeting be adjourned.

CARRIED UNANIMOUSLY

TIME: 4:20 PM

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CHAIR

**REGIONAL DISTRICT OF NANAIMO**  
**MINUTES OF THE DISTRICT 69 RECREATION COMMISSION MEETING**

**Thursday, June 21, 2018**  
**2:45 P.M.**  
**Qualicum Commons**

In Attendance:	Commissioner J. Fell	Chair
	Commissioner L. Krofta	Electoral Area E
	Commissioner R. Nosworthy	Electoral Area F
	Commissioner T. Malyk	Electoral Area G
	Commissioner B. Veenhof	Electoral Area H
	Commissioner N. Horner	Town of Qualicum Beach
	Commissioner K. Burden	City of Parksville
	Commissioner E. Young	School District 69 Trustee

Also in Attendance:	D. Banman	Manager of Recreation Services
	A. Harvey	Recording Secretary

#### **CALL TO ORDER**

The Chair called the meeting to order and respectfully acknowledged the Coast Salish Nations on whose traditional territory the meeting took place.

#### **APPROVAL OF THE AGENDA**

It was moved and seconded that the agenda be approved as amended with the addition of Master Plan Discussion to Unfinished Business.

CARRIED UNANIMOUSLY

#### **ADOPTION OF MINUTES**

##### **District 69 Recreation Commission Meeting - May 17, 2018**

It was moved and seconded that the minutes of the District 69 Recreation Commission meeting held May 17, 2018, be adopted.

CARRIED UNANIMOUSLY

#### **DELEGATIONS**

##### **J. Waite, Oceanside Track and Field Club, re: Ballenas Track Upgrade**

J. Waite gave the Commission an update on the track conditions and presented some quotes she has attained for resurfacing. She reiterated that the track community is very much in need of a proper, safe surface to practice on.

## **CORRESPONDENCE**

It was moved and seconded that the following correspondence be received for information:

N. McInnis, Parksville Panters, re: Medical Emergency

CARRIED UNANIMOUSLY

## **UNFINISHED BUSINESS**

### **District 69 Recreation Master Plan Discussion**

It was moved and seconded that after Board approval of the Commission's priority recommendations, the District 69 Recreation Commission call a special meeting in July to discuss the advancement of the Recreation Services Master Plan for District 69.

#### **Amendment:**

It was moved and seconded that the main motion be amended to delete the word "special".

CARRIED UNANIMOUSLY

The vote was taken on the main motion as amended:

It was moved and seconded that after Board approval of the Commission's priority recommendations, the District 69 Recreation Commission call a meeting in July to discuss the advancement of the Recreation Services Master Plan for District 69.

CARRIED UNANIMOUSLY

## **REPORTS**

### **District 69 Recreation Services Update Jan - May 2018**

D. Banman gave a summary of the newly formatted services update report and answered questions from the Commission members.

It was moved and seconded that the District 69 Recreation Services Update for January 2018 to May 2018 be received for information.

CARRIED UNANIMOUSLY

*Commissioner Horner left the meeting at 3:50pm*

## **BUSINESS ARISING FROM DELEGATIONS**

### **J. Waite, Oceanside Track and Field Club, re: Ballenas Track Upgrade**

Commissioners discussed the delegation's presentation and the matters regarding partnerships involved with the fields and track.

It was moved and seconded that the delegation's presentation be received as information for consideration when reviewing the three priority recreation infrastructure projects that have been identified by the District 69 Recreation Commission.

CARRIED UNANIMOUSLY

**COMMISSIONER ROUNDTABLE**

L. Krofta gave a report about the sessions she attended at the BC Recreation and Parks Association Symposium in Vancouver in May.

**ADJOURNMENT**

It was moved and seconded that the meeting be adjourned.

CARRIED UNANIMOUSLY

TIME: 4:15 PM

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CHAIR



Employment and Labour Law and Construction Law. Responses were received from seven (7) firms.

The vendor submissions were reviewed by the evaluation team and scored based on multiple criteria including:

- Firm history, expertise, key individuals, resources, clients and response times. (55%)
- Fee structure. (40%)
- Value added extra services. (5%)

Based on the results of the review, the following firms scored the highest and present the best value for legal services in the three practice areas identified. Staff recommends entering into standing offer agreements with these firms.

Local Government Law and Construction Law: Lidstone & Company and Young Anderson

Employment & Labour Law: Harris & Company and Lidstone & Company

There may be specific situations where the CAO determines that assistance is required from alternate legal providers. Situations do arise over time when law firms find themselves in a conflict situation and cannot act on a matter or where the matter is one that is outside of the expertise of a particular firm. In situations such as these, the flexibility to retain other legal counsel is required.

## **ALTERNATIVES**

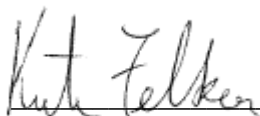
1. That the Board award the standing offers for Local Government Law, Employment and Labour Law and Construction Law to the firms identified in this report on an “as and when requested” basis for a three (3) year term with the option to extend for two (2) additional one (1) year periods.
2. That alternate direction be provided.

## **FINANCIAL IMPLICATIONS**

RDN expenditures on legal services varied from \$150,000 to \$250,000 annually for the last 3 years with the costs across most service areas.

## **STRATEGIC PLAN IMPLICATIONS**

Obtaining best value for services through competitive procurement processes supports the RDN’s “Service and Organizational Excellence” priority to look at both costs and benefits and to ensure the services provided are effective.



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Kurtis Felker  
[kfelker@rdn.bc.ca](mailto:kfelker@rdn.bc.ca)  
June 28, 2018

Reviewed by:

- W. Idema, Director of Finance
- P. Carlyle, Chief Administrative Officer





As the review is focussed on specific policies, consultation is also focused on those stakeholders that will be affected by changes to the identified policies while still providing opportunities for all community members to provide input. The majority of consultation will be focused on engaging with stakeholders most likely to be affected by changes to the minor amendment and servicing policies. The rationale and process is outlined in the attached Consultation Plan.

## **ALTERNATIVES**

1. To approve the Consultation Plan as presented and proceed with the 2018-2019 Focused RGS review.
2. Provide alternate direction.

## **INTERGOVERNMENT RELATIONS IMPLICATIONS**

Changes to the two RGS policy areas of minor amendments and servicing have the greatest implications for the member municipalities and the electoral areas. As such, a large focus of the consultation is focused on these stakeholders. The member municipalities and electoral area directors are a key emphasis of a targeted engagement approach to support the review. Other service providers in the electoral areas such as the improvement districts will also be approached for their input on the servicing policies.

As outlined in the RGS review process (included in the Consultation Plan), provincial and federal agencies and First Nations will be advised of the RGS Review and requested to provide input.

Section 436 of the *Local Government Act* requires that before an RGS bylaw can be adopted by the Board, it must be accepted by each member municipal council and adjacent regional district Boards during an established referral period. If one or more local governments do not accept the amendment, then the Minister of Municipal Affairs and Housing will establish a dispute resolution process between the affected parties.

## **PUBLIC CONSULTATION IMPLICATIONS**

As noted in the previous section, the Consultation Plan outlines the legislative requirements to consult, and the region wide approach in which those interested and affected will be provided opportunities to comment on the proposed amendments. This is achieved by incorporating the Guiding Principles of the RDN Public Consultation/Communication Framework<sup>1</sup> into the implementation of the plan, whereby, “Anyone likely to be affected by a decision ... have opportunities for input into that decision”.

The RGS Review consultation, while placing a priority on stakeholder engagement, also provides numerous opportunities for the broader community to be involved. The will make use of the RDN web site and Get Involved, social media, media releases, newspaper ads, and newsletters. RDN staff will be available for meetings and anybody who wants to be involved will have an opportunity to provide input either electronically or directly through staff.

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<sup>1</sup> Regional District of Nanaimo, June 2, 2008 Public Consultation/Communication Framework Policy No. A1.23

Given that the scope of the RGS review is focused and consultation is ongoing throughout the review process, the Board may decide to waive the public hearing, and continue to accept input during the notification period for waiving the public hearing. By adopting the Consultation Plan, the RDN acknowledges the option to waive the public hearing but can still hold a public hearing if deemed appropriate after consultation is completed.

### **LAND USE IMPLICATIONS**

Changes to select land use and servicing policies will provide both property owners and developers certainty in terms of more supportive policies for local development and servicing. Similarly, changes to the criteria for what qualifies as a minor amendment to the RGS will provide certainty for the municipalities and the electoral areas when it comes to a change to an Official Community Plan.

### **FINANCIAL IMPLICATIONS**

There are no expected implications to the Board 2018-2022 Financial Plan resulting from the amendments to RGS Bylaw No. 1615. Funding for the RGS implementation and review is included in the annual RGS program budget.

### **STRATEGIC PLAN IMPLICATIONS**

Undertaking a focused RGS review to address conflicting policies and to reflect changing conditions aligns with the 2016-2020 Board Strategic Plan priorities of Service and Organizational Excellence by updating policies to better deliver efficient, effective and economically viable services that meet the needs of the region, and Focus on Relations by continuing to develop relationships and seek input from member municipalities and First Nation communities regarding future planning.



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Jamai Schile  
[jschile@rdn.bc.ca](mailto:jschile@rdn.bc.ca)  
June 22, 2018

Reviewed by:

- P. Thompson, Manager, long Range Planning
- G. Garbutt, General Manager, Strategic & Community Development
- P. Carlyle, Chief Administrative Office

Attachments:

- Consultation Plan - Focused Regional Growth Strategy Review

# Consultation Plan

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Regional Growth Strategy  
Focused Review

June 28, 2018

Prepared by  
Long Range Planning,  
Strategic & Community  
Development



REGIONAL  
DISTRICT  
OF NANAIMO

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## ACRONYMS

COW – Committee of the Whole

IAC – Intergovernmental Advisory Committee

LGA – Local Government Act

RDN – Regional District of Nanaimo

RGS – Regional Growth Strategy

## 1 PURPOSE

The purpose of this Consultation Plan is to establish a process and to guide the work of the Regional District of Nanaimo (RDN) as it gathers input for use in the review of select policies in the Regional Growth Strategy (RGS). This Plan outlines the way in which those who are interested and affected will be provided opportunities to comment throughout the RGS review process.

This Plan is intended to meet the RDN Board's responsibilities under Sections 434(2) of the *Local Government Act*, and also be consistent with the RDN Board's Public Consultation/Communication Framework Policy No. A1.23 and procedures bylaws.

## 2 SCOPE

The scope of this Consultation Plan is focused on providing information to the broader community and seeking input from those stakeholders who may be affected by changes to the policies identified for review. The RGS Review is focused on select land use and servicing policies; the criteria for a minor amendment; and a review of select RGS Indicators. As well, the review will include updating required information (i.e. demographics) and general housekeeping amendments.

## 3 OBJECTIVES

The objectives of the Consultation Plan are:

- To establish a process to share applicable information and to receive input from affected local governments, government agencies, First Nations, residents and other stakeholders.
- To encourage and support stakeholder involvement through the RGS review process.
- Provide affected local governments an opportunity to identify and learn about issues relating to the RGS, and offer direction and insights.
- Communicate the outcomes of consultation to the RDN Board to help inform decision-making about the RGS bylaw.

## 4 PROCESS

The RGS review process flow chart in Appendix A shows how public consultation is an integrated and ongoing part of the process.

## 5 LEGISLATIVE REQUIREMENTS FOR CONSULTATION

### Regional Growth Strategy Amendments

This Consultation Plan is intended to meet Sections 434(1) and (2) of the *Local Government Act* that requires the RDN to provide consultation opportunities relating to proposed changes to a Regional Growth Strategy. Section 434(2) of the *Act* specifically states that:

*"...as soon as practicable after the initiation of a regional growth strategy, the board must adopt a consultation plan that, in the opinion of the board, provides opportunities for early and ongoing consultation with, at a minimum, the following:*

- (a) its citizens,*
- (b) affected local governments<sup>1</sup>,*
- (c) First Nations,*
- (d) boards of education, greater boards and improvement district boards, and*
- (e) the Provincial and Federal governments and their agencies."*

Under Section 433(1) of the *Local Government Act*, the preparation [and amendment] of a RGS must be initiated by resolution of the Board. Following a resolution to initiate a process to consider an amendment, the Board must give written notice to affected local governments and to the Minister (Section 433(4)). In addition to this notice, opportunities will be provided for 'affected local governments' along with other stakeholders to provide feedback prior to receiving formal referrals as required by the *Local Government Act*. (See Appendix A: Amendment Process).

The RDN Board is required to consider whether the Consultation Plan should include a public hearing to provide an opportunity for individuals and organizations to make their views known before proposed amendments to the RGS are submitted for acceptance by 'affected local governments' (Section 434(3) of the *Local Government Act*).

## 6 APPROACH

The Consultation Plan will involve residents and a range of stakeholders, from those who are responsible for approving any amendment brought forward, to those who have an interest in the process.

The plan is influenced by the guiding principles of the RDN Public Consultation/Communication Framework that:

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<sup>1</sup> For the RDN an "affected local government" means the Council of each municipality all or part of which is covered by the RGS and the Board of each regional district that is adjoining an area to which the RGS is to apply. See the *Local Government Act* Sections 433 & 436.



*“Anyone likely to be affected by a decision ...have opportunities for input into that decision”.*

To ensure an effective and efficient process, the consultation process will focus on the affected local governments, key stakeholders and approving bodies while maintaining ongoing opportunities for all residents to learn about the review process and to provide input.

Section 436 of the *Local Government Act* states that before any amendments to the RGS can be adopted the changes must be accepted by all “affected local governments”, which are listed in Table 1.

There are also a number of organizations whose formal acceptance of the bylaw is not required under Section 436 of the *Local Government Act*, but who are considered stakeholders in the process and must be provided with an opportunity to provide input as shown in Table 1.

**Table 1: Local Government, First Nations and Stakeholders**

Affected Local Government	First Nations	Stakeholders
City of Nanaimo	Snuneymuxw First Nation	North Cedar Improvement District
City of Parksville	Snaw-Naw-As First Nation	Bowser Waterworks
Town of Qualicum Beach	Qualicum First Nation	Qualicum Bay-Horne Lake Waterworks District
District of Lantzville	K’omoks First Nation	Little Qualicum Waterworks District
Comox Valley Regional District	Stz’uminus First Nation	Deep Bay Waterworks District
Alberni Clayoquot Regional District		Southwest Extension Waterworks District
Cowichan Regional District		
RDN Electoral Area Directors		

In addition to these organizations, other stakeholders may also include people who were involved in the development of the current RGS, people with an interest in buying land for development, or existing property owners with an interest in developing their land now or in the near future. It’s anticipated that through a preliminary round of meetings with the affected local governments and through networking with other groups, organizations and individuals, additional stakeholders will become known. Where this occurs, the stakeholders will be invited to learn about the process and participate by providing feedback and their insights.

### Information on the Review

To ensure that the RGS review process provides adequate consultation among all stakeholders, the process provides for a range of active and passive information and input methods, including:

#### 1. Background Information – Hard Copy

Information on the RGS and any proposed amendments will be available for review at the main RDN office.

#### 2. RDN Website/Twitter/Facebook

The RDN “Get Involved” ([www.getinvolved.rdn.ca](http://www.getinvolved.rdn.ca)) online communications platform will be used to promote and encourage communications on activities related to the RGS review. Use of Facebook and Twitter will also be used as appropriate.

The project’s Get Involved! page will contain documents related to the review and any proposed amendment, along with staff reports and RDN Board decisions. ‘Frequently Asked Questions’ (FAQs) will be added to provide answers to questions that are anticipated and information that is key to helping residents understand and evaluate any proposed amendment. The website will also include a timeline showing the status on the process as well as any new information as it becomes available.

In addition to these information tools, the website includes a visible comments section to encourage users to share ideas and comments about the various topics.

#### 3. Media Releases

Media releases will be used as appropriate to provide information about the proposed amendment and opportunities for community consultation.

#### 4. RDN Newsletters

Where possible, RDN Perspectives ([www.rdn.bc.ca/perspectives](http://www.rdn.bc.ca/perspectives)) will be used to provide information and updates on the amendment. Electoral Area Directors will also be provided the option of providing this information in their own newsletters ([www.rdn.bc.ca/electoral-areas](http://www.rdn.bc.ca/electoral-areas)).

#### 5. RDN Staff Availability

RDN staff will be available to answer enquiries and meet with interested people or groups to discuss the proposed amendment.

## Engagement & Feedback

As the review is focussed on specific policies, consultation is also focussed on those stakeholders that will be affected by changes to those policies while still providing opportunities for all community members to provided input.

### 1. Stakeholder Meetings

Stakeholder meetings are a key component of consultation. Meetings will be held with stakeholders to make them aware of the policy options under consideration and to gain their feedback.

### 2. Ongoing Ways for the RDN to Receive Comments and Feedback

All residents wishing to provide feedback can at any time provide written comments to the RDN by e-mail, mail, or in person. Community members and other stakeholders may also appear as delegations or submit comments on the amendment to the RDN Board or committees of the Board.

In these instances, the communication will be documented as part of the public record on this amendment and will be made available for review. It should be noted that the RDN Board will not be able to consider any correspondence / feedback received after the end of a scheduled public hearing.

## 7 ACTIVITIES AND TIMING

The table below shows the proposed timing of different consultation activities and identifies the roles and responsibilities of the RDN. The timing of consultation activities will depend upon the RDN Board approval of the Consultation Plan. The majority of the consultation will be focussed on engaging with stakeholders most likley to be affected by the policies identified for review.

Table 2: Schedule of RGS Review Activities

Consultation activities up to Board approval of the Consultation Plan		
Activity	Date	Lead
Meeting with staff from member municipalities to explore areas of concern relating to RGS policies and processes	August 2017	RDN Staff
Present staff report – RGS Consideration of Review Diecton given to proceed with focused RGS Review	February 13, 2018	RDN Staff
Develop draft Consultation Plan and staff report	April-May 2018	RDN staff
Required notifiation letters sent to the Minister,	June 2018	RDN staff

## Focused RGS Review Consultation Plan

local governments and First Nations		
Present Consultation Plan and staff report to Committee of the Whole (COW)	July 10, 2018	RDN Committee of the Whole
RDN Board to approve Consultation Plan	July 21, 2018	RDN Board
<b>Consultation activities following Board approval of Consultation Plan</b>		
RDN "Get Involved" webpage launch Ongoing updates of webpage and other media as appropriate throughout the RGS review process	Launch July 2018 (subject to Plan approval)	RDN staff
Preparation of materials for the three areas of focus	August 2018	RDN staff
Arrange and participate in stakeholder meetings to seek input and insight on identified issues	September 2018 to November 2018	RDN staff
Compile and analyze results from input received. Prepare summary of consultation and draft bylaw amendment	December 2018	RDN staff
Directors' Briefing	January 2019	RDN staff
IAC meeting to help coordinate provincial and local government actions and processes	February 2019	RDN staff
Prepare staff report and draft bylaw amendment	March 2019	RDN staff
<b>Board gives first and second reading &amp; Board decides to waive Public Hearing</b>		
If Public Hearing waived, provide public notification	March 2019	RDN staff
Bylaw receives first and second readings	April 2019	RDN staff
Update webpage and other media as appropriate	March-April 2019	RDN staff
<b>Board gives third reading of bylaw</b>		
60 days referral period to receive 'affected local governments' acceptance	May 2019	RDN staff
Bylaw receives third reading and is adopted	June 2019	RDN Staff
<b>As per RDN Board direction, adopt bylaw amendments</b>		
Update webpage and other media as appropriate	June 2019	RDN staff

## 8 BUDGET

The staff time, materials and other resources (printing, advertising, hall rentals etc.) needed to implement this Consultation Plan are included in the 2018 and 2019 Long Range Planning Department budget.

## 9 STAFF RESOURCES

### File Manager

The RDN file manager for this amendment is the Senior Planner reporting to the Manager of Long Range Planning.

### Planning Staff Time

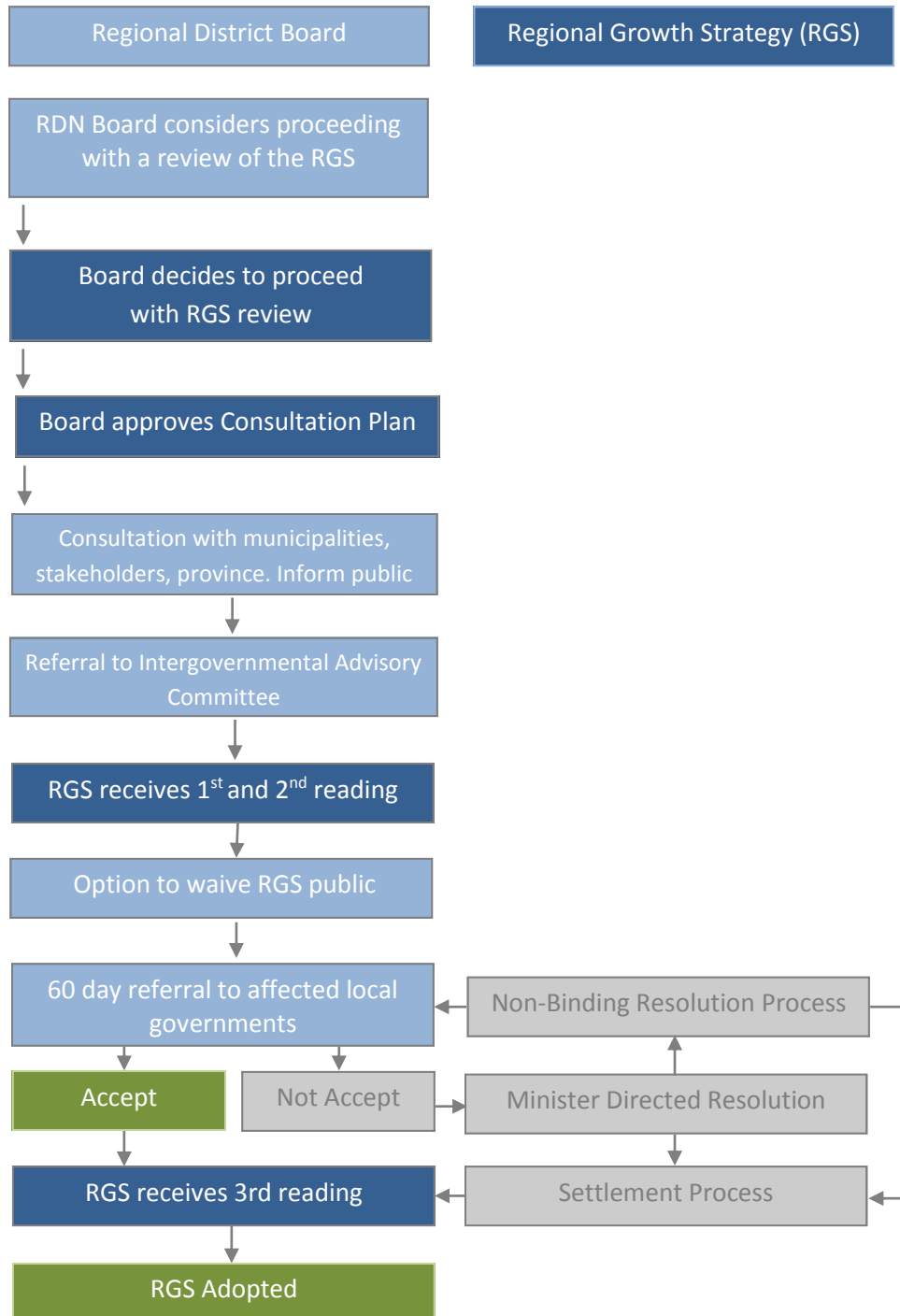
The 2018 and 2019 Long Range Planning budget accounts for staff time and resources for this focused review.

### Corporate Communications

The RDN's Corporate Communications Coordinator has reviewed and provided comment on this Consultation Plan to ensure it is consistent with the RDN's Communication Policies and that it is coordinated with other communications and consultation initiatives scheduled by the RDN for 2018 and 2019.

## APPENDIX A: AMENDMENT PROCESS

### Legislated Amendment Process for the Regional Growth Strategy – Initiated by RDN





## **BACKGROUND**

The RGS is a strategic plan intended to establish a consistent and coordinated approach to development across the region and to foster socially, economically and environmentally sustainable communities. The land use designations and polices in the RGS provide a general framework for directing growth and land use activities. Consistent with the direction found in the RGS, the detailed policies and regulatory framework are found in the RDN's and member municipalities' respective Official Community Plans and land use bylaws.

The *Local Government Act* Section 452(1)(b), and RGS Policy 5.2.1 require that a report be prepared on an annual basis. To provide consistent monitoring and reporting the RDN has established a RGS Monitoring Program that includes an annual report and a public website. Annual reporting ensures that the RGS is actively monitored and assessed in the ongoing development of the region. The RDN website is an online resource that includes individual progress sheets for 22 different indicators, a summary of progress towards the RGS goals and a library of all RGS annual reports dating back to 1998. This RDN webpage is available at: [www.rdn.bc.ca/rgsmonitoring](http://www.rdn.bc.ca/rgsmonitoring)

Together, the annual reports and indicator sheets are a publically available resource that is consistent with the RDN's governing principles of 'Be Transparent and Accountable', 'Collaborate and Communicate' and 'Work Effectively as a Team'.

## **DISCUSSION**

The RGS is based on 11 goals and related policies, grounded in sustainability principles that are intended to help guide the growth of the region towards a more sustainable future. The best way to evaluate progress towards the RGS goals is to measure specific characteristics (or indicators). The RGS contains 22 indicators that tell us whether or not the results of our actions are consistent with achieving set measures (or targets). For the complete list of RGS Goals, Indicators and Targets, refer to Section 5 of the 2017 Regional Growth Strategy Annual Report.

The annual report provides a "snap shot" of the state of growth management in the region referring to many sources of information, including information produced by the member municipalities, various RDN departments, Statistics Canada and the Canadian Mortgage and Housing Corporation. Every effort has been made to acquire comparable data with consistent geographies and methodologies. Where data limitations exist, these are noted within the annual report's charts or tables.

The consistent availability of data across all indicators remains the primary limitation to actively monitoring and assessing the RGS policies. 2017 marks the most complete quantitative data set since the RGS Monitoring Program was established in 2015. Of the 22 indicators, 2017 data is available for all of the indicators with the exception of Goal 1: Prepare for Climate Change and Reduce Energy Consumption, Indicators #1 to #3. Local governments rely on the Province of BC's Community Energy and Emissions Inventory (CEEI) for this information, which was last updated in 2012. Since the lack of data hinders the RDN's ability to monitor our progress towards the RGS energy use and greenhouse gas reduction targets, it is recommended that this matter be brought to the attention of the Ministry of Municipal Affairs and Housing and action be requested to update the CEEI in accordance with the provincial commitment to climate planning and actions.



It is also important to note that while 2017 data is now available for many of the indicators, this information may only represent one year of data. For this reason, data collection and monitoring should remain a priority for the member municipalities and the RDN.

The remainder of this report provides a summary of the quantitative data, with a focus on the goals that relate to growth management as well as a few initiatives that highlight the broad range of RGS related actions undertaken in 2017. The detailed results for all 11 RGS Goals, Indicators and Targets is presented in the attached 2017 Regional Growth Strategy Annual Report.

### ***Quantitative Data***

A fundamental objective of the RGS is to concentrate growth within the Growth Containment Boundaries (GCBs), specifically the four Urban Centres and the 14 Rural Village Centres. This intentional growth management strategy is represented by Goal 3: Coordinate Land Use and Mobility, Goal 4: Concentrate Housing and Jobs in Rural Village and Urban Growth Centres, and Goal 5: Enhance Rural Integrity. The RGS policies and actions associated with these goals are intended to work together to simultaneously support the development of more complete, compact communities inside the GCBs, while protecting the integrity of rural areas and the natural environment.

#### Goal 3: Coordinate Land Use and Mobility

Community design that is compact promotes land use patterns and mobility networks that enable more people to walk, cycle or use public transit as represented by Goal 3: Coordinate Land Use and Mobility. Indicator/target #7 monitors whether the number of households living within close proximity (400 meters) to places to work, play, learn and shop has increased over time. While the data is limited, it does show an increase of households living within close proximity to bus stops, employment lands and shopping within the RDN.

With respect to transit, Indicator/target #8 measures the increase in the number of people using public transit. Since 2011, transit rides have steadily increased in the region. In 2011, there were 2,614,421 transit rides compared to 3,093,311 in 2017. This is an increase of 478,890 transit rides over a six year period. 2017 also marks the greatest increase in transit use - 19.8 transit rides per capita in 2017 compared to 17.8 transit rides per capita in 2011.

Given these results, it appears the RGS policies and actions have been effective in advancing Goal 3: Coordinate Land Use and Mobility. As the region grows, on-going analysis is needed to ensure that land use patterns and mobility networks continue to be mutually supportive.

#### Goal 4: Concentrate Housing and Jobs in Rural Village and Urban Growth Centres

With respect to Goal 4 and compact communities, indicators #9 and #10 share the same target to increase the proportion of the population living within the GCB. The 2016 Census population data shows that the majority of residents, 115,566 (74%), live in the Urban Centres and 40,132 (26%) residents live in the electoral areas and First Nation communities. This is further supported by indicator/ target #10 that measures the density of dwelling units within the GCB. The average density of dwellings within the GCB is 3.74 units/hectare. The City of Nanaimo has increased the density inside the GCB from 4.68 units/hectare in 2015 compared to 4.87 dwelling units/hectare in 2017. The Town of Qualicum Beach has the highest density of dwelling units (6.48 units/hectare). Based on these initial results, it

appears that the related RGS policies and actions in support of Goal 4: Concentrate Housing and Jobs in Rural Village and Urban Growth Centres are moving towards the regional goals.

#### Goal 5: Enhance Rural Integrity

Closely linked with Goal 4 is Goal 5: Enhance Rural Integrity. Goal 5 sets out to protect and strengthen the region's rural economy and lifestyle by encouraging the majority of new development to be located within the GCB and by promoting more sustainable development patterns outside of the GCB (i.e., cluster development, density transfer, etc). The data for the related indicator/target #12 shows the target to increase the proportion of growth within the GCBs has been met. The greatest proportion (310 new lots/units) were created within the GCB compared to 38 new lots created outside of the GCB. This suggests that the RGS policies and actions have been working together to direct the majority of development into the Urban Centres as intended.

#### Goal 6: Facilitate the Provision of Affordable Housing

In addition to promoting more efficient land use and servicing, community design should also reflect social equity by providing provisions for adaptable, accessible, affordable, and attainable housing. These values are reflected in Goal 6: Facilitate the Provision of Affordable Housing and measure the amount of affordable market rental units available in the Nanaimo and Parksville Census Agglomeration<sup>2</sup>.

Goal 6: Indicator/target #15 seeks to measure the increase in the proportion of households living in housing that meets their needs based on the affordable rent threshold as determined by the Canada Mortgage and Housing Corporation. Between 2011 and 2014 there was a rise in the number of lower income renter households paying more than 30% of their before tax income on housing. This trend reversed from 2014 and 2015, but has since regressed over the last two years and is gradually moving away from the desired results or RGS target.

In 2017, an estimated 2,724 or 62% of the total 4,399 renter households have to pay 30% or more of their total before tax income for housing that is adequate, suitable and affordable in accordance with the standards defined by CMHC.

In addition to this change, the target to increase the portion of non-single family dwellings inside the GCB remains relatively static between 2015 and 2017 for both Urban Centres and Rural Village Centres, despite an increase in the overall number of new units. The Urban Centres non-single residential units in 2015 made up 34% of the mix compared to 35% in 2017. In RVCs, 27% of the housing type was non-single residential in 2015 compared to 26% in 2017.

Given these results and the importance of affordable housing, it is recommended that the related RGS policies be reviewed as part of the scheduled Focused RGS Review process, and take into consideration the pending results of the RDN land supply and demand study as well as the 2018 City of Nanaimo Affordable Housing Strategy.

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<sup>2</sup> The [Nanaimo and Parksville Census Agglomeration](#) includes the City of Nanaimo, City of Parksville, Town of Qualicum Beach, French Creek, District of Lantzville, Electoral Area A, Electoral Area C, Snuneymuxw First Nations Lands, and Snaw-Naw-As First Nations Lands.

## ***Key Initiatives***

Acknowledging that activities occur that are not captured within the scope of the RGS indicators/target, the annual report also includes initiatives and actions that contribute towards the RGS goals. Listed below are a few notable highlights from 2017. For a complete list, see the 2017 Regional Growth Strategy Annual Report.

A few 2017 highlights include:

### Goal 1: Prepare for Climate Change and Reduce Energy Consumption

- The RDN Greater Nanaimo Pollution Control Centre co-generation system converted waste gas (methane) into 448,500 kilowatt hours of electricity, which is sold back to the electrical grid. This amount of energy production is equivalent to the power usage for 41 homes for one year.
- The City of Nanaimo's Strategic Energy Management Program, has resulted in a savings of 787,878 kilowatt hours of electricity, 3,876 gigajoules of natural gas consumption, and reduced emissions by 215 tonnes CO<sub>2</sub> (equivalent) by completing a mix of building, lighting, and systems upgrade projects.
- The RDN electoral areas and the District of Lantzville continued to participate in the provision of green building incentives through the RDN including wood stove exchanges, solar hot water, home energy assessments and electrical vehicle charging stations. The Town of Qualicum Beach and City of Parksville also participate in the woodstove exchange program.

### Goal 3: Coordinate Land Use and Mobility

- The City of Parksville completed the update of its Transportation Master Plan. This Plan now incorporates alternative modes of transportation into the overarching transportation plan for the City.

### Goal 4: Concentrate Housing and Jobs in Rural Village and Urban Growth Centres

- The RDN was awarded \$7,590,328 from the Federal-Provincial Clean Water and Wastewater Fund to establish a wastewater system for the Bowser Village Center. Within the year, a sewer service area was established and further engineering designs were initiated.
- The RDN Board approved a re-development proposal for Fairwinds Village. When completed the project will increase the diversity of the type of housing available and promote walkability resulting from the addition of a public waterfront boardwalk and boat launch.

### Goal 5: Enhance Rural Integrity

- After a two year review process with extensive community engagement, the Electoral Area 'H' Official Community Plan Amendment Bylaw No. 1335.06 was adopted.

### Goal 7: Enhance Economic Resiliency

- In 2017, the Town of Qualicum Beach awarded the contract for the Memorial Avenue Upgrades Phase 3. This contract was the first major capital project to be awarded under the Social Procurement Policy, which seeks to proactively leverage the supply chain to achieve positive community objectives.

### Goal 10: Efficient Services

- RDN Solid Waste continued to achieve the RGS Goal 10 by pursuing an approach to eliminate the need for waste disposal. Consistent with the RGS direction to achieve 'zero waste', the RDN has a region-wide diversion rate of 68% and continues to have one of the lowest provincial annual per capita disposal rates of 347 kg.

### **ALTERNATIVES**

1. Receive the 2017 Regional Growth Strategy Annual Report.
2. Provide other direction.

### **FINANCIAL IMPLICATIONS**

Proceeding with the considered recommendation has no implications related to the Board 2018 – 2022 Financial Plan.

### **STRATEGIC PLAN IMPLICATIONS**

The 2017 RGS Annual Report is consistent with the 2016 – 2020 Board Strategic Plan. The Report outlines how the RDN and the member municipalities are contributing to all five of the RDN Strategic Priorities and the Governing Principles. As well, the report itself is consistent with the governing principles of 'Be Transparent and Accountable', 'Collaborate and Communicate' and 'Work Effectively as a Team'.



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June 20, 2018

#### Reviewed by:

- P. Thompson, Manager, Long Range Planning
- G. Garbutt, General Manager, Strategic and Community Development
- P. Carlyle, Chief Administrative Officer

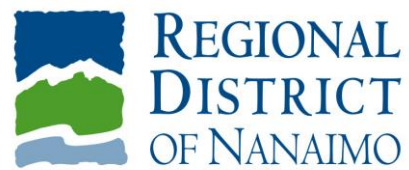
#### Attachment:

2017 Regional Growth Strategy Annual Report

# 2017 Annual Report Implementation & Progress



June 20, 2018



ESTABLISHED 1967

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## EXECUTIVE SUMMARY

This is the third annual report that includes quantitative data used to monitor progress in advancing the 11 goals set out in the Regional District of Nanaimo's Regional Growth Strategy. In 2017, progress towards the (RGS) goals is mixed, though the majority of indicators reporting (7 indicators) are either improving or stable. Data is not yet sufficient to provide a comprehensive analysis of trends as this is only the third monitoring report. Two indicators have moved away from the desired regional goals.

The results of the 2017 report builds on previous years reporting to show progress, specifically gains in transit ridership and state of growth in the region arising from the implementation of RGS policies and action designed to contain growth in well-defined areas.

### Moving towards target

**Goal 3: Indicator #7 - Number of households within a set distance (400 m) of employment lands, shopping, schools, transit and recreation facilities.** The target is to increase the number of households in reasonable proximity to services. While the data is limited, it does show an increase consistent with the target of households living within close proximity to bus stops, employment lands and shopping within the RDN.

**Goal 3: Indicator #8 - Per capita transit use has increased.** The increase in per capita transit use continues to show a positive, upward trend within the RGS reporting period of 2011 to 2017. In 2017, per capita rides increased from 17.8 in 2011 to 19.8 in 2017.

**Goal 7: Indicator #17 - [Unemployment] employment rate and labour force participation.** The target to maintain an Unemployment Rate between 3-6% and to increase labour force participation rate was met. In 2017, the unemployment rate was 5.7% and the labour force participation rate was 51.6% in 2015 compared to 62.8% in 2017.

### Moving away from target

**Goal 5: Indicator #14 – The amount of land classified as Private Managed Forest Land (PMFL).** Since 2015, the amount of PMFL has decreased by 394 hectares. In 2017, 130,600 hectares or about 63% of the region remain as PMFL.

**Goal 6: Indicator #15 - The total number of rental units affordable to households with incomes below 50 percent of the median for the region.** Based on the past six years, the trend shows a rise in renter households between 2011 and 2014 spending more than 30% of their income on housing. This trend reversed from 2015 and 2016, but has since rebounded over the last two years to 2011 levels.

### Summary of approach

Through the collaborative efforts of member municipalities and the RDN to share data, it is anticipated that future years' reporting will allow for initial year-to-year assessment, three-year average as well as a few six-year average trends to constructively assess progress and to help inform opportunities for improvement.

## 1 TRADITIONAL TERRITORY ACKNOWLEDGEMENT

The Regional District of Nanaimo (RDN) respectfully acknowledges and recognizes the Coast Salish Nations whose territory we live, work and play on.

## 2 OVERVIEW

The Regional Growth Strategy (RGS)<sup>1</sup> is a strategic plan adopted by the RDN Board that aims to establish a more sustainable pattern of population growth and development in the region over a 25 year period. The RGS encourages and directs most new development in the region within designated Growth Containment Boundaries, thereby keeping urban settlement compact, protecting the integrity of rural and resource areas, protecting the environment, increasing servicing efficiency, and retaining mobility within the region.

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

The 2011 RGS addresses implementation in Section 5, stating that:

*“Being accountable for progress towards achieving the goals of this RGS requires a commitment to implementation, target-setting, establishing indicators, and monitoring”.*

Reporting on annual progress shows a commitment to implementation and fulfills a requirement under the *Local Government Act* “to prepare an annual report on implementation and progress towards the goals and objectives of the RGS” (RGS Policy 5.2.1).

This Annual Progress Report briefly describes the RGS purpose, vision and goals in order to set the stage for documenting the actions taken in 2017 by the RDN and member municipalities towards implementing the RGS. This report also incorporates performance indicators from the RGS Monitoring Program, where data is available, with the intention of tracking trends over time to achieve the goals of the RGS. In addition, Appendix 1 of this report includes a summary of actions taken to implement the RGS since it was updated and adopted by the RDN Board on November 22, 2011.

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



### 3 RGS ROLE & PURPOSE

The purpose of the RGS is to:

*"promote human settlement that is socially, economically and environmentally healthy and that makes efficient use of public facilities and services, land and other resources".*

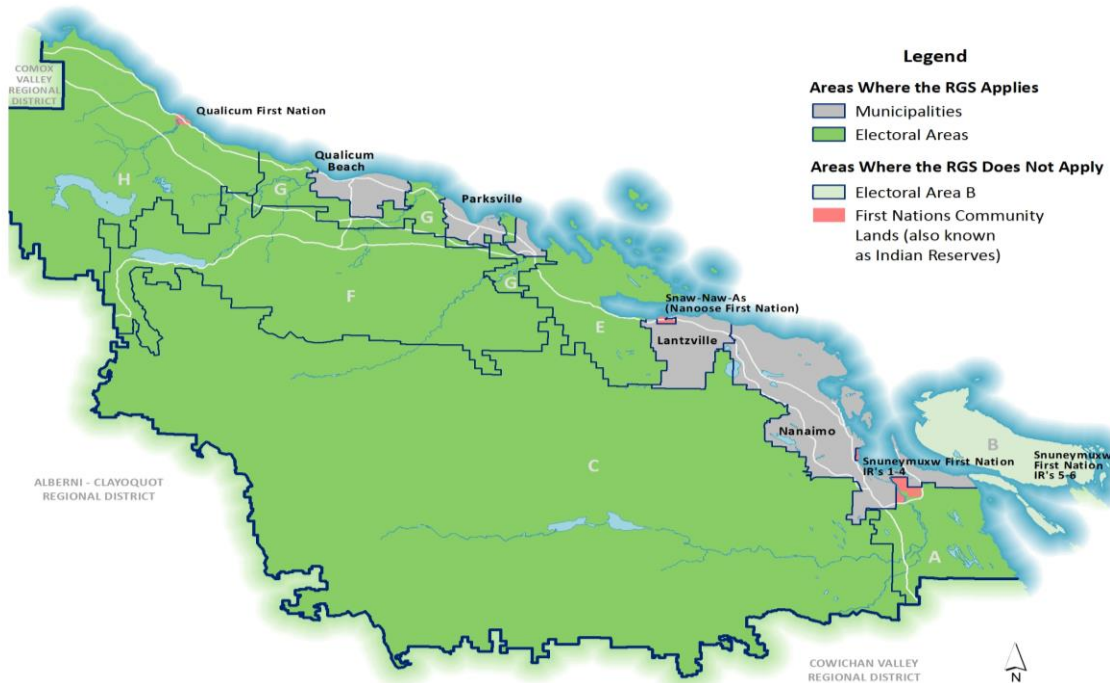
Ultimately, it is a coordinated plan to manage growth in the region in a sustainable manner.

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

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

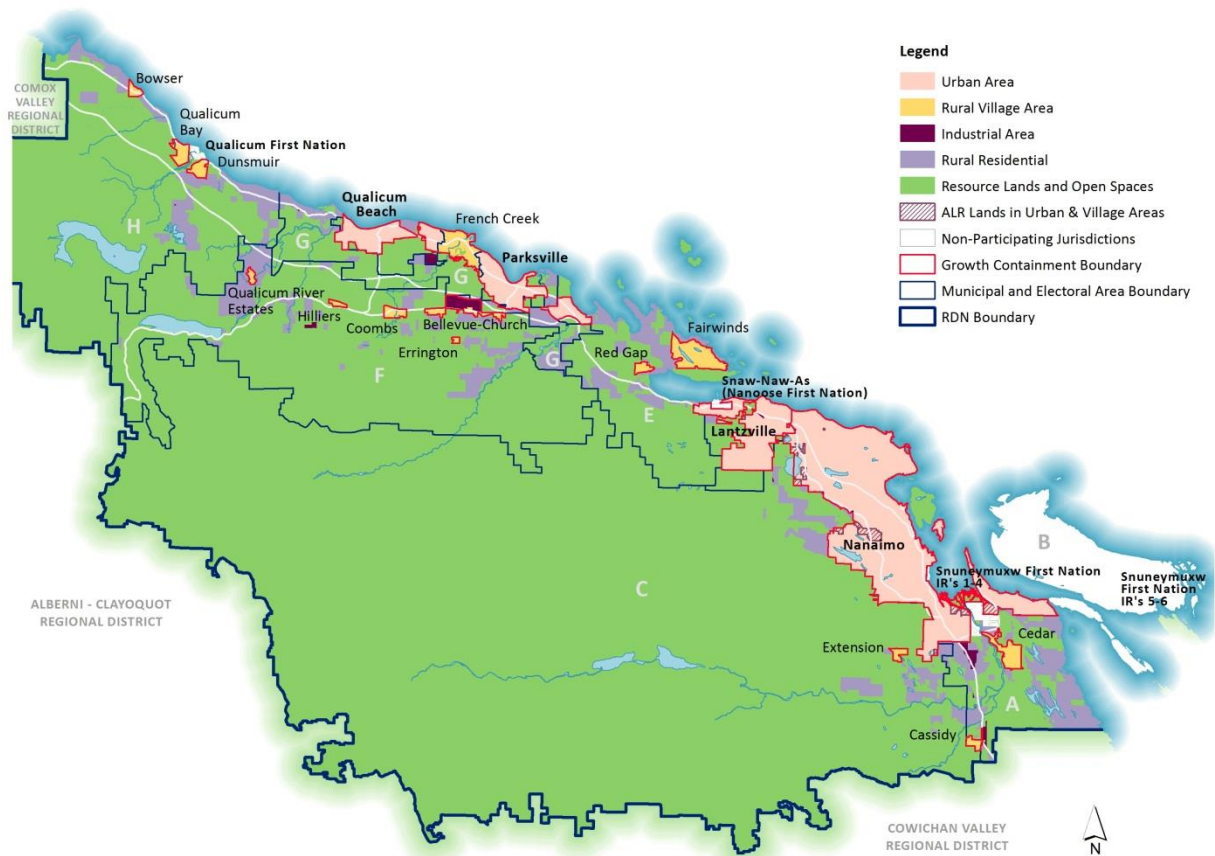
The RGS applies to six electoral areas and four municipalities within the region as shown by the map below. The RGS does not apply to Gabriola, Decourcy and Mudge Islands (Electoral Area B) as they fall under the jurisdiction of the Islands Trust. It also does not apply to lands under the jurisdiction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

**Map 1: RGS Application**



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

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



## 4 RGS VISION

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

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

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

## 5 RGS PRINCIPLES

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

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

## 6 RGS GOALS, INDICATORS & TARGETS

The RGS is based upon 11 goals that work towards achieving the collective vision of regional sustainability. Policies in the RGS provide the direction to take specific actions to implement the RGS goals.

In January 2015, the RDN Board approved a final list of 22 indicators and related targets to measure the region's progress towards the 11 goals of the RGS. Targets and Indicators are closely linked. Indicators tell us whether or not the results of our actions are consistent with achieving our targets. Targets are a specific result to achieve over time within a social, cultural, economic or environmental system.

Goal 1: Prepare for Climate Change and Reduce Energy Consumption	
Indicator	Target
#1 Total community greenhouse gas emissions	Reduce greenhouse gas emissions 33% below 2007 levels by 2020 and 80% by 2050
#2 Per capita non-renewable energy use	Reduce per capita energy use
#3 Total community energy use	Reduce total energy use
Goal 2: Protect the Environment	
Indicator	Target
#4 Total water consumption	Reduce water consumption decrease the average residential and commercial water use by 33% between 2004 and 2018.
#5 Surface water quality (Community Watershed Monitoring)	Improve surface water quality
#6 Amount of land in protected areas	Increase amount of land in protected areas
Goal 3: Coordinate land Use and Mobility	
Indicator	Target
#7 Number of households within a set distance of employment lands, shopping, schools, transit and recreation facilities	Increase the number of households living within close proximity to places to work, play, learn and shop
#8 Per capita transit use	Increase per capita transit use
Goal 4: Concentrate Housing and Jobs in Rural Village and Urban Growth	
Indicator	Target
#9 Population inside and outside the Growth Containment Boundary(GCB)	Increase the proportion of the population living within the GCB
#10 Density of dwelling units inside and outside the GCB	
#11 Diversity of land use (ratio) inside the GCB	Increase the land use diversity inside the GCB

Goal 5: Enhance Rural Integrity	
Indicator	Target
#12 The number of new lots/units created through subdivision inside and outside the GCB	Increase the proportion of development inside the GCB
#13 Number of parcels with Farm Status	Increase the number of parcels with Farm Status
#14 The amount of land classified as Private Managed Forest Land	Increase the amount of land available for natural resource uses (farm, forestry, outdoor recreation)
Goal 6: Facilitate the provision of affordable housing	
Indicator	Target
#15 The total number of rental units affordable to households with income below 50% of the median income for the region	Increase the proportion of households living in housing that meets their needs (appropriate, adequate, adaptable, sustainable, affordable and attainable)
#16 The portion of units in each housing type inside the Growth Containment Boundary (Diversity of housing types in GCB)	Increase the portion of non-Single Family Dwellings inside the GCB
Goal 7: Enhance economic resiliency	
Indicator	Target
#17 [Unemployment] Employment rate and labour participation rate	Maintain an unemployment rate between 3 – 6% and increase the labour Force Participation Rate
Goal 8: Enhance food security	
Indicator	Target
Number of parcels with Farm Status	Same as, Goal 5: Indicator #13 Increase the number of parcels with Farm Status
Goal 9: Pride of Place	
Indicator	Target
#18 The amount of publicly owned land designated for parks and community use (including land in protected areas, community use parks and recreational facilities)	Increase the amount of land for parks and recreational facilities
#19 Per capita length of maintained public trails (including trails, paths, laneways)	Increase the per capita length of maintained trails
Goal 10: Provide Services Efficiently	
Indicator	Target
#20 Per capita waste disposal	Decrease the per capita amount of waste going to the landfill (amount of waste sent to the landfill per person) below 350 kg/person
#21 Per capita cost to provide water and sewer systems	Decrease per capita cost of water and sewer
#22 Per capita length of roads (length of paved roads per person)	Decrease the per capita length of roads
Goal 11: Enhance Cooperation Among Jurisdictions	

## 7 RGS IMPLEMENTATION

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

### 7.1 RGS Monitoring Program

To ensure consistent monitoring and reporting on the indicators, the RDN has established a RGS Monitoring Program that includes an annual report and a public website that regularly updates the indicators as new information becomes available.

#### RGS Annual Report - 2017

This annual report is an attempt to measure progress by incorporating select indicators to help gauge the effectiveness of RGS policies and implementation to achieve the goals of the RGS. Since the monitoring program was initiated it has not always been possible to provide information for all 22 indicators annually. This challenge continues to be addressed through collaboration with the member municipalities, various RDN departments and external agencies. As a result, this Report includes both information of key initiatives and quantitative data. Where member municipalities have submitted quantitative data for indicators for the first time, this information is used to establish a baseline starting in 2017 which will be used for comparison in subsequent years.

#### Data Limitations

This report refers to many sources of information, including information produced by the member municipalities, various RDN Departments, Statistics Canada and the Canadian Mortgage and Housing Corporation. Every reasonable effort has been made to use comparable data with consistent geographies and methodology. Where data limitations exist, these are noted within the document content, chart or table.

#### RGS Monitoring Website

The RDN's website is intended to be highly accessible and visually oriented experience. Reporting is ongoing and the indicators are updated as data becomes available. Ideally, most indicators will be updated on an annual basis.

RGS Monitoring website: [www.rdn.bc.ca/rgsmonitoring](http://www.rdn.bc.ca/rgsmonitoring)

## 8 PROGRESS TOWARDS ACHIEVING THE RGS

In addition to specific implementation projects of the RGS, the RDN and the member municipalities actively make decisions and take actions that affect the goals of the RGS. The following summaries, grouped by each RGS goal, report on the RDN and member municipality initiatives and actions to achieve the goals of the RGS. Where information is available, select indicators have been updated to track progress towards the RGS goals.

### 8.1 Goal 1 – Prepare for Climate Change and Reduce Energy Consumption

#### Regional Actions

##### Greenhouse Gas Emissions Reduction

In 2016<sup>2</sup>, within the RDN, 3,465,732m<sup>3</sup> of landfill gas was captured through the landfill gas collection project.

##### Greater Nanaimo Pollution Control Centre Co-generation System

In 2017, the Greater Nanaimo Pollution Control Centre co-generation system converted waste gas (methane) into 448,500 kilowatt hours of electricity, which is sold back to the electrical grid. This amount of energy production is equivalent to the power usage for 41 homes for one year.

##### RDN Remains Carbon Neutral

In 2017, the RDN remained Carbon Neutral by applying 2,907 tonnes of CO<sub>2</sub> equivalent (CO<sub>2</sub>e) through utilizing carbon offsets generated from the landfill gas collection project. A total of 21,123 tonnes of carbon offsets were verified and validated arising from the existing landfill gas collection project. 5000 tonnes of carbon credits have been listed through the Community Carbon Marketplace that are now available from Cowichan Energy Alternatives to corporate entities whose objective is to achieve carbon neutrality.

##### Green Building Incentives

The RDN and the member municipalities delivered green building incentives to residents who improved the performance of their homes. In 2017, the RDN programs delivered \$36,600 in green building incentives and rebates. The Green Building Incentive Program issued 153 individual rebates for: wood stove exchanges (126), renewable energy systems (6), home energy assessments (18), oil to pump rebates (1) and site-cut timber (1). There was one (1) uptake of the electric vehicle charging station rebate in 2017.

<sup>2</sup> The Provincial Re-Trac Connect BC Waste Disposal Calculator is made available each year in July. Due to this, the value included in this report is for 2016.

### Green Building Series

The Green Building series included a tour of the Nanaimo Aboriginal Centre, a 25 unit affordable housing complex designed to the Passive House Standard.

### Climate Change Actions and Energy Efficiency Measures

In April 2017, the Province of British Columbia adopted the BC Energy Step Code as regulation. To support the Province's initiative, the RDN received grant funding from BC Hydro's Sustainable Communities Program to provide region wide education and to build awareness amongst the construction industry about the BC Energy Step Code.

### Sea Level Rise Adaptation Program

In 2017, the RDN received \$150,000 from the Community Emergency Preparedness Fund. These funds enable the RDN to proceed with the technical work needed to acquire coastal floodplain mapping. When completed, this information will be used to update land use regulations relating to the management of lands in coastal areas and bring the RDN into compliance with the Provincial Flood Hazard Area Land Use Management Guidelines.

The Coastal Floodplain Mapping project is part of the RDN's Sea Level Rise (SLR) Adaptation Program. The SLR Adaptation Program is a RGS implementation item with the goal of enabling the RDN to adapt to the projected impacts associated with sea level rise (SLR).

## City of Nanaimo

### Nanaimo's Energy Management Program

Through the City's Strategic Energy Management Program, it has saved 787,878 kilowatt hours of electricity, 3,876 gigajoules of natural gas consumption, and reduced emissions by 215 tonnes CO<sup>2</sup> (equivalent) by completing a mix of building, lighting, and systems upgrade projects.

### Climate Adaptation/Resilience Strategy

The City received \$175,000 from the Federation of Canadian Municipalities in 2017 to complete a Climate Change Resilience Strategy (CCRS) to prepare for climate change. A major component of the CCRS will be to understand the impacts of sea level rise on the coastal portions of Nanaimo.

### Reservoir No.1 Energy Recovery Facility

As part of the facility upgrade, the control building incorporated an energy recovery system to translate the hydraulic energy from the available head to electricity during reservoir filling. This new energy recovery equipment will enable the City to sell generated power back to BC Hydro.

Incorporating energy recovery equipment at the design stage is a new practice for the City and is regarded as one of the first of its kind in BC.



### Energy Efficiency Upgrades

The City's Corporate Energy Conservation Policy sets an energy conservation target of 1% reduction per year in the overall energy consumption of City owned and operated buildings. Implementation actions for 2017 included:

- The new refuse collection fleet is CNG powered. This change is expected to reduce carbon emissions by 25%.
- The Beban Park lighting upgrade has resulted in the replacement of 500 lights with T5 and T8 fluorescent fixtures at Frank Crane Arena and Beban Pool. As well as reducing operating costs, the upgrade has significantly improved the facilities lighting.
- A City wide LED streetlight conversion project was initiated in 2017.

#### City of Parksville

Parksville continues to participate in the regional Green Building Incentive Program, including woodstove rebates.

#### Town of Qualicum Beach

In preparation for the implementation of the BC Energy Step Code, Building Department staff completed additional Step Code training in 2017. This training was made possible through grant funding received by the RDN from BC Hydro.

#### District of Lantzville

Lantzville continued to participate in the provision of green building incentives through the RDN, including incentives for rainwater harvesting, wood stove exchanges, solar hot water, home energy assessments and electrical vehicle charging stations.

### 8.1.1 RGS Indicator #1: Total greenhouse gas emissions

#### Reduce greenhouse gas emissions 33% below 2007 levels by 2020 and 80% by 2050

The RGS Indicators #1- 3 relies on information from the Province of BC's Community Energy and Emissions Inventory (CEEI) for the amount of emissions created by the on-road transportation, buildings, and solid waste sectors. This information is used to help monitor the increase or decrease of regional greenhouse gas emissions, which are the primary contributor to climate change.

Table 1 provides a summary of how different sources contributed to the regional "carbon footprint". Based on the available data it appears that on-road transportation is the overall greatest contributor to GHGs while solid waste is the least. Between 2010 and 2012 the GHG relating to solid waste significantly reduced from 68,618 co<sup>2</sup>e to

15,044 co<sup>2</sup>e. This change may be attributed to the landfill gas collection project, noted above under RDN Actions.

**Table 1: Regional GHG by Source (2007, 2010, 2012)**

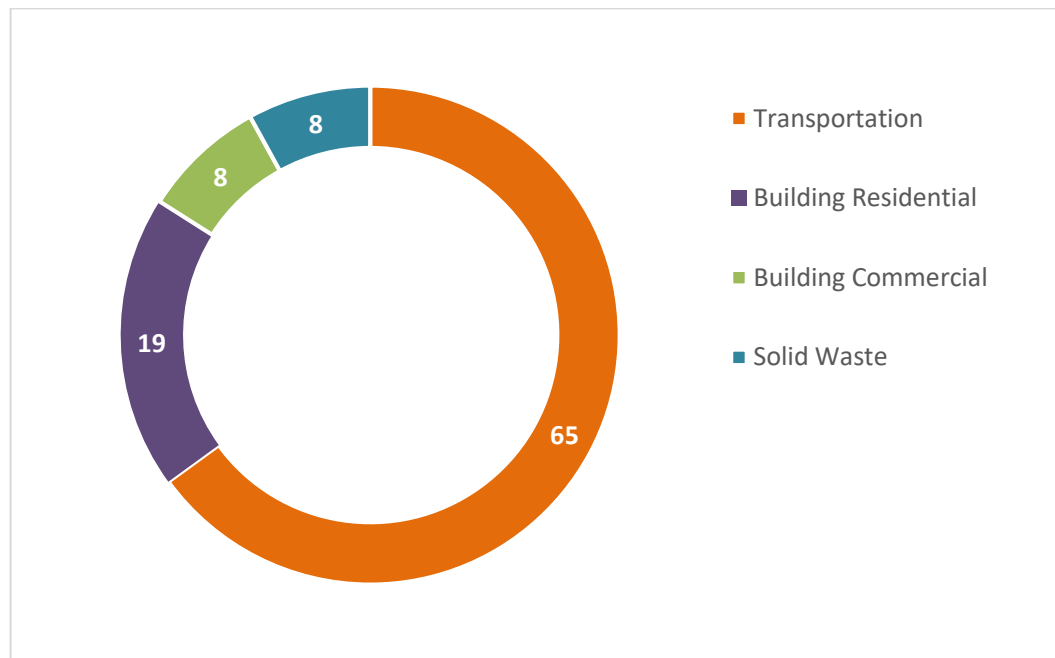
Year	On-road Transportation	Buildings Residential	Buildings Commercial	Solid Waste	Agriculture	Total CO2E(t)
2007	527,905	163,021	71,088	60,888	18,570	841,472
2010	561,685	161,333	68,660	68,618	NI*	860,296
2012	NI*	155,101	62,670	15,044	4,976	237,791

\*NI – no information available

Unfortunately beyond 2010, on-road transportation data is not available for the RDN and no new data has been released since 2012. This is a significant change to the RGS monitoring program that prevents reporting on GHG emissions in the region, especially on-road transportation which has historically been the largest contributor to GHGs.

For example, in 2010 an estimated 65% of GHG emissions was attributed to on-road transportation followed by residential buildings at 19%, commercial buildings at 8% and solid waste accounted for 8%. See Chart 1.

**Chart 1: Percentage of Regional Greenhouse Gases by Source (2010)**



## Goal 1 - Key Findings

While GHG and energy consumption data is not available for the 2017 period, action to mitigate and adapt to a changing climate continue to be implemented across the region. For example, the Green Building Incentive Program continues to attract applications for funding to help residents implement more environmentally friendly home practices. Another response to climate change is building resiliency and capacity to adapt. In 2017, both the RDN and the City of Nanaimo launched climate adaptation initiatives to help communities adapt to the projected impacts of sea level rise.

## 8.2 Goal 2 – Protect the Environment

### Regional Actions

RDN Water Services continued to achieve Goal 2 by pursuing watershed and environmental protection, including:

#### Watershed Protection and Enhancement Measures

- Upgraded 15 wellheads to protect aquifers in our region and over 120 well owners received support in testing their water quality through the Rural Water Quality Stewardship Rebate Program.
- Supported the installation or expansion of 45 residential rainwater harvesting systems across the region through the Rainwater Harvesting Incentive Program.
- Supported watercourse restoration projects on Plum Creek Wetland, Millstone River and Walley Creek.

#### Water Quality Program

- Added 15 new volunteer observation wells to the Groundwater Monitoring Network in the region, in the priority areas of Nanoose, French Creek and Cedar-Yellowpoint.
- Analyzed trends in groundwater level data collected through the Provincial Observation Well network in our region and the RDN Volunteer Observation Well Network, producing “State of our Aquifer” reports for 18 aquifers.
- Established a hydrometric (streamflow) monitoring station on Nanoose Creek in partnership with Ministry of Forest, Lands and Natural Resource Operations & Rural Development.
- Established lake level gauges on Quennell Lake and Holden Lake (Area A).
- Completed physical stream assessments on Cat Stream (Nanaimo) and Annie Creek (Area H).

**Public Outreach & Education**

- Continued community outreach including workshops, school watershed field trips, events and community displays, totaling over 40 occasions.
- Continued residential irrigation check-up service, providing on-site assessments and recommendations to improve outdoor water efficiency for 18 top water users in community water service areas.

**City of Nanaimo**

- The Buttertubs Marsh Pilot Study was completed. Key components of the pilot included the completion of a Stormwater Management Model to determine the economic value of the marsh and a Natural Capital Asset Management Plan to integrate results into Asset Management Plans.
- New storm water management policies were incorporated into the City's Manual of Engineering Standards, which will be implemented into the design consideration of all new development.

**City of Parksville**

- Continued to promote the Green Shores approach to finding ecological solutions to shoreline development.
- Continued to participate in the RDN's Drinking Water Watershed Protection Function.

**Town of Qualicum Beach**

- Completed the installation of a rain garden at the Crescent/Memorial Intersection to help filter water run-off from the roadway and to avoid excessive surface water flow from the commercial core.
- The Town received a grant to improve trails near the Heritage Forest.
- A review of the Town's Tree Policy was initiated.

**District of Lantzville**

- Continued to provide educational information to residents concerning water conservation and implemented water restrictions.
- Continued to participate in the RDN's Drinking Water Watershed Protection Function.
- Continued to provide information to residents concerning outdoor burning.

### 8.2.1 RGS Indicator #4: Total water consumption

Target is to decrease the average residential and commercial water use by 33% between 2004 and 2018.

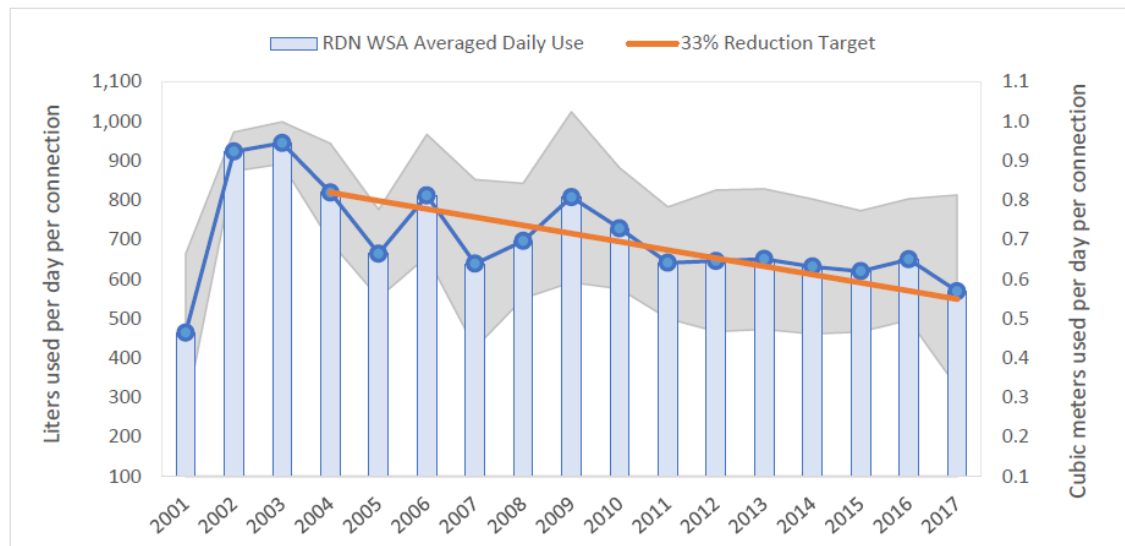
Water is recognized as a vulnerable resource, and it is critical for the health of all ecosystems and human communities. While water supply may seem abundant in the region, long dry summers put pressure on local water resources at the same time water use is at its highest. This indicator is a measure of water conservation and tells us if the amount of water consumed is increasing or decreasing.

For the period 2004 to 2017<sup>3</sup>:

- The City of Nanaimo had a 15% decrease in water consumption while population increased in the same period by 16%
- The District of Lantzville had a 20% decrease in total water consumption
- The RDN (all nine) Water Service Areas had a 31% decrease in total water consumption

For all three areas combined, the average water consumption decreased by 22% since 2004. The findings show gradual progress towards the regional goal.

Chart 2: RDN Operated Water Services - Average Annualized Daily Water Use



Source: RDN draft Water Conservation Plan, 2018

## Goal 2 - Key Findings

Across the region on-going actions have been implemented to enhance existing programs aimed at watershed protection as well as to gain groundwater data to assess the state of the aquifers. Most notable is the progress that has been made in the reduction in water consumption. Since 2004, water consumption has decreased by 22%

<sup>3</sup> The RDN's 2018 Water Conservation Plan and trend analysis is in development. When completed detailed water consumption and water quality will be available for future years' reports.

### 8.3 Goal 3 – Coordinate Land Use and Mobility

#### Regional Actions

During 2017, the RDN achieved the following regional transportation goals:

#### Regional Transit

- The Kids Ride Bus program was expanded to 7 days a week.
- Conventional and Custom (handyDART) Transit both received a reduction in fares for Seniors/Youth and Custom riders.
- The RDN and BC Transit evaluated the viability of local transit initiatives as well as inter-regional transit between the RDN and Comox Valley Regional District as part of the 2018/2019 Annual Operating Agreement.

#### City of Nanaimo

#### Linley Valley West Access

Road improvements to link Rutherford Road to Linley Valley Drive were completed. The works included the addition of a round-about and new side walk network to service a new/expanding development area in North Nanaimo.

#### Improvements to Departure Bay Beachfront

The Departure Bay Beachfront Improvement Project was completed in 2017. The improvement works included the installation of new pedestrian access ramps and handrails; new LED streetlights and walkway lights; new water and electrical services for events and vendors; improvements to parking facilities; and replacement of old storm drains on Loat Street and Departure Bay Road. In addition to these improvements, a Snuneymuxw First Nation public art installation is also planned for 2018.

#### Re-Imagining Project

The Terminal/Nicol Re-Imagined Streetscape Project study was completed in 2017. The aim of the study was to explore options to improve multi-modal transportation along a key corridor in the City's downtown. Following completion of the study, the results were presented to City Council and the Province for consideration.

#### Pedestrian Enhancement

- Georgia Avenue Greenway Project was completed. This project has resulted in the construction of a pedestrian/cycle bridge over the Chase River and Harewood Bikeway extension (Third to Fourth Street).
- The Port Drive Waterfront Master Plan was completed. The Plan sets out how a multi-use bike and pedestrian pathway can be achieved between Departure Bay and the Nanaimo River Estuary.

- Support for the foot passage ferry between Vancouver and Nanaimo was continued. Island Ferry Service and the Nanaimo Port Authority agreed on terms that may lead to the company signing a lease for marine space.

### City of Parksville

#### Transportation Master Plan

The update of the Transportation Master Plan was completed. This Plan now incorporates alternative modes of transportation into the overarching transportation plan for the City.

#### Corfield Street Upgrade and Jensen Greenway Project

Improvements were made to the road, water, sewer and drainage on Corfield as well as a new multi-use greenway was added along the Jensen Avenue alignment from Corfield to McVickers Street. This project is intended to improve pedestrian and cycling safety and formalize traffic lanes and parking on Corfield Street from Highway 19A to Stanford Avenue.

### Town of Qualicum Beach

The multi-year Memorial Avenue Active Transportation and Utility Upgrade Project continued. In 2017, the lower 1/3 of the Memorial Avenue pathway was completed and protected walkways and crosswalks were installed at key locations.

#### 8.3.1 RGS Indicator #7: Number of households within a set distance (400 m) of employment lands, shopping, schools, transit and recreational facilities.

RGS Target is to increase the number of households living within close proximity of places to work, play, learn and shop.

The RGS encourages the RDN and member municipalities to direct new development into mixed use centres where households are closer to employment and services needed on a daily basis. These compact communities enable more people to walk, cycle or use public transit, as the cost to provide public transportation services and infrastructure to compact communities is much lower than spread out communities. This indicator is a measure of how compact, complete and connected a community is.

Over a two year period, there has been a increase consistent with the target of households living within close proximity to bus stops, employment lands and shopping within the RDN.

**Table 2: Total Number of Households within 400 m of Services (2015, 2017)**

	Bus Stops	Schools	Employment Lands	Shopping Centre
Nanaimo	36,411	18,930	6,671	10,714
Parksville	-	1,025	3,837	2,446
Qualicum Beach	-	1,165	-	1,005
Lantzville	1,021 (1,064)*	192 (191)	1,201	-
Electoral Area**	3,664 (3,292)	996 (1,628)	8,741 (8,400)	597 (377)

\* Values shown in brackets are for 2015.

\*\*The category "RDN Electoral Areas" does not include Area 'B'

### 8.3.2 RGS Indicator #8: Per capita transit use

#### RGS Target is to increase per capita transit use

Since 2015, the number of bus rides has steadily increased. In 2015-16, there were 2,737,848 rides taken in the RDN compared to 3,093,311 in 2017-18. Within the same periods, per capita rides also increased from 18.2 in 2015-16 to 19.8 in 2017-18. This change may, in part, be attributed to the 5,000 hour conventional transit service that took place in 2017.

**Table 3. Transit rides – total and per capita**

Year	Transit Rides	Transit Rides Per Capita
2011-12	2,614,421	17.8
2012-13	2,593,016	17.7
2013-14	2,739,904	18.7
2014-15	2,725,378	18.6
2015-16 RGS baseline	2,737,848	17.5
2016-17	2,830,691	18.2
2017 - 18	3,093,311	19.8

\*Year based on Annual Operational year from April 1 to March 31.

\*\*Totals include handyDART and Gabriola Island's Community Bus Services.



### Goal 3 – Key Findings

The results appear to indicate that the relationship between land use and access to transit are moving in the right direction. As the region grows, provisions in support of the transit network should remain a priority to not only reduce carbon emissions, but to also promote connectivity and to encourage a choice of transportation modes.

## 8.4 Goal 4 – Concentrate Housing and Jobs in Rural Villages & Urban Growth Centres

### Regional Actions

#### Bowser Village Center Wastewater Project

In March 2017, the RDN was awarded \$7,590,328 from the Federal-Provincial Clean Water and Wastewater Fund to establish a wastewater system for the Bowser Village Center located in Electoral Area 'H'. Within the remainder of the year, a Petition to establish a sewer service area was passed and the Regional Board approved the bylaws to establish the Bowser Village Sanitary Sewer Service.

#### Fairwinds Landing at Schooner Cove

Within the existing Fairwinds Village Mixed-Use zone, the RDN Board approved a re-development proposal to re-purpose an existing building to include 11 dwelling units and a range of commercial uses. The development also includes a new six-storey residential building containing 39 dwelling units and a minor commercial area. This project increased the diversity of housing available in an area where single-residential dwellings is the prominent form and promotes walkability as an result of added provisions for a publicly accessible boat launch, waterfront boardwalk and internal pathways.

### City of Nanaimo

#### Hospital Area Plan and Parking Study

Both the Hospital Area Plan and Parking Study was initiated. The Area Plan is in response to development challenges and is intended to result in a better plan for the densification and design of development around this key Urban Node. In tandem with the Area Plan, a parking study was initiated to address issues related to parking impacts on and around the Nanaimo Regional General Hospital.

## 8.4.2 RGS Indicator #10: Density of dwelling units inside and outside of the Growth Containment Boundary

### RGS Target is to increase the density of dwelling units within the Growth Containment Boundary

This indicator monitors the density inside the Growth Containment Boundary (GCB) compared to outside the GCB. This shows whether or not the majority of growth is happening in designated growth areas. This indicator can also be used to show if development is occurring at densities needed to support walkability and efficient servicing.

## 4.1

units/hectare  
inside GCB  
2017

In 2017, the density of dwelling units per hectare has increased in one of the Urban Areas, as intended. The City of Nanaimo increased from 4.68 units/hectare in 2015 to 4.87 units/hectare in 2017.

The average density of dwelling units within the GCB is 3.74 units/hectare in 2017. Of the urban areas, the Town of Qualicum Beach has the highest density of dwelling units (6.48 units/ha) followed by the City of Nanaimo at 4.87 units/hectare. The data also shows an increase in the Rural Village Centers from 2.03 units/ha in 2015 to 2.06 units/ha in 2017, while the District of Lantzville is unchanged.

**Table 4: Density Units Per Hectare Inside/Outside GCB (2015, 2017)**

	Nanaimo units/ha		Parksville units/ha		Qualicum Beach units/hectare		Lantzville units/hectare		Electoral Areas units/hectare	
	Inside	Out	Inside	Out	Inside	Out	Inside	Out	Inside	Out
<b>2015 Baseline</b>	4.68	-	-	-	-	-	0.85	0.02	2.03	0.06
<b>2017</b>	4.87	-	4.44	-	6.48	0.3	0.85	0.02	2.26	0.06

\*Data for 2015 did not include the Town of Qualicum Beach or the City of Parksville.

\*\* Developable land within the City of Nanaimo and City of Parksville entirely inside GCB.

## 8.4.3 RGS Indicator #11: Diversity of Land Use (ratio) inside the Growth Containment Boundary

### RGS Target is to increase the land use diversity inside the Growth Containment Boundary

This indicator shows the proportion of different land uses (as a ratio) within the Growth Containment Boundary (GCB). This is an indicator of how complete a community is based on the existing mix of residential, commercial, industrial, institutional and recreational uses. This indicator applies to Urban Areas in municipalities and Rural Village Centres in electoral areas.

The ideal land use mix to support complete, compact communities, identified in the Rural Village Centre Study (2013), is 10-15% public uses, 10-40% commercial and employment uses, and 50-80% for residential uses. In electoral areas, since 2015, Commercial has increased by 1% and Mixed Use has decreased by 1%. While this is considered a change (not a regression), the land use ratio for Rural Village Centres remains consistent with the desired ratio.

**Table 5: Diversity of land uses in Urban & Rural Village Centres the RDN (2015, 2017)**

Year 2017	Residential (%)	Commercial (%)	Industrial (%)	Mixed Use (%)	Institutional (%)	Recreational (%)
Electoral Areas	61 (61)*	7 (6)	11 (11)	5 (6)	6 (6)	10 (10)
Lantzville	62	0.5	1	0.5	1.5	34.5
Parksville	33	7	3	5	20	7
Qualicum Beach	70	9	1	8	4	8
Nanaimo	69 (67)	1 (1)	9 (8)	5 (5)	3 (5)	13 (13)

\*Values shown in brackets are for 2015.

\*\*Parksville - "Institutional" is interpreted as Public Institutional (P1) zoning that includes shore land, which accounts for a higher proportion of land in this category.

\*\*\*Nanaimo – "Commercial" is interpreted to include only those lands zoned Commercial. No residential or non-commercial uses. Where both residential and non-commercial are also permitted these lands are categorized as "Mixed-Use".

## Goal 4 – Key Findings

The results indicate that the RGS policies appear to be effective in advancing the RGS Goal 4: Concentrate Housing and Jobs in Rural Village and Urban Growth Centres. Further years' data is needed to determine if the changes reflect a positive trend over time.

## 8.5 Goal 5 – Enhance Rural Integrity

### Regional Actions

#### Electoral Area 'H' Official Community Plan Review

After a two-year review process with extensive community engagement, the Electoral Area 'H' Official Community Plan Amendment Bylaw 1335.06 was adopted on December 12, 2017.

**Town of Qualicum Beach**

The Town launched their Official Community Plan Review in 2017 with a strong commitment to public engagement. A town-wide Quality of Life survey received over 2,000 responses and 38 community consultation meetings were held. Based on this input, draft policy options were prepared and shared with the public and Council. The Town’s OCP review process is scheduled to conclude in 2018.

**District of Lantzville**

The District of Lantzville completed the public engagement component of their Official Community Plan review in 2017. The first draft of the proposed changes were made available in October 2017. The OCP review is scheduled to conclude in 2018.

**8.5.1 RGS Indicator #12: The number of new lots/ units created through subdivision inside and outside the GCB**

RGS Target is to increase the proportion of development inside the GCB

**310**

new lots  
inside GCB

The RGS encourages most new development to locate within the GCB, where residents are close to services they require on a daily basis. Outside of the GCB, land is maintained for rural and resource uses and open space.

**38**

new lots  
outside GCB

This indicator tells us the proportion of new development inside and outside the GCB. The RGS designates the GCB as the area for future development and growth

In 2017, a total of 348 lots were created in the RDN electoral areas, Lantzville, City of Parksville, Town of Qualicum Beach and City of Nanaimo, 310 lots were created inside the GCB and 38 lots were created outside of the GCB.

**Table 6: By Area - number of residential lots/units created by subdivision in/outside of GCB**

	Nanaimo		Parksville		Qualicum Beach		Lantzville		Electoral Areas	
	Inside	Out	Inside	Out	Inside	Out	Inside	Out	Inside	Out
<b>2012</b>	-	-	-	-	-	-	3	0	38	5
<b>2013</b>	-	-	-	-	-	-	1	0	0	28
<b>2014</b>	-	-	-	-	-	-	0	0	0	8
<b>2017 Baseline</b>	227	-	50	-	1	-	2	1	30	37

\*Data for 2012 – 2016 not available for the City of Nanaimo, City of Parksville or the Town of Qualicum Beach.

\*\* Developable land within the City of Nanaimo and City of Parksville entirely

### 8.5.2 RGS Indicator #13: Number of Parcels with Farm Status

#### RGS Target is to increase the number of parcels with Farm Status

This indicator indicates the number of parcels of land with Farm Class in the region. Farm Status is determined by BC Assessment and it is based on land use qualifying for agricultural use, which includes lands within the Agricultural Land Reserve (ALR) and outside of the ALR. This information provides an indication of how much land is being used to produce food in the region.

The data represents the 2017 baseline which shows that there are a total of 713 parcels with Farm Class status as determined by BC Assessment in the RDN. Progress towards the RGS target will be measured against this value in future years' reporting.

Table 7: Number of parcels with Farm Status

	City of Nanaimo	City of Parksville	Town of Qualicum Beach	District of Lantzville	Electoral Areas
<b>2017 Baseline</b>	45	-	28	12	628

\*Data not available for the City of Parksville.

### 8.5.3 RGS Indicator #14: The amount of Land Classified as Private Managed Forest Land

#### RGS Target is to increase the amount of land available for natural resource use (farming, forestry, outdoor recreation).

Private Management Forest Lands (PMFL) is a BC Assessment property classification established to encourage private landowners to manage their lands for long-term forest production. The majority of these lands are located outside the GCB. Decreases to the amount of PMFL can reflect the pressure to convert forested land to residential, commercial and other uses that are contrary to RGS goals to protect rural lands for rural uses.

In 2015, the region had a total of 130,994 hectares of PMFL compared to 130,600 hectares in 2017. The data shows PMFL decreased by 394 hectares or 0.19%. This change is contributed to the subdivision and sale of PMFL lands, which are re-classified by BC Assessment as a result of a change of primary use from forestry to residential.

In 2017, an estimated 130,600 ha or 63% of the RDN's land base remains within the PMFL.

**Table 8. The amount of Private Managed Forest Land**

	City of Nanaimo	Town of Qualicum Beach	District of Lantzville	Electoral Areas
<b>2015 Baseline</b>	160	129	723	129,982
<b>2017</b>	160	129	723	129,588

\*The City of Parksville does not have any lands designated Private Managed Forest Land.

## Goal 5 - Key Findings

The results indicate that the RGS policies in support of protecting the characteristics of rural areas appear to have an effect in containing growth within the well-defined areas where the majority of growth is intended to occur. To better understand the RGS policies intended to support an increase in the number of parcels classified as Farm Class and PMFL, further years' data is needed.

## 8.6 Goal 6 – Facilitate the Provision of Affordable Housing

### Regional Actions

#### Emergency Shelter and Food Materials

The RDN completed the annual update to the extreme weather brochure and poster, which was distributed to social service providers and made available on RDN buses.

The brochure provides information on the location and contact information for emergency shelters, extreme weather shelters, hot meal programs and food banks in the region. The brochure also provides bus route information to help locate these services.

#### Oceanside Health and Wellness Network

With an Island Health Grant, OHWN hosted a community forum in the fall of 2017 to advance understanding and progress towards goals around child wellness and mental health for young adults.

#### Oceanside Community Map of Service Agencies

The RDN assisted the Oceanside Homelessness Network in updating the Oceanside Community Map of Service Agencies. The map is now a handy pocket-size, fold out map that highlights the locations of local social services as well as applicable bus routes and contact information for the service providers.

## City of Nanaimo

### Affordable Housing Strategy

The City launched a process to develop an Affordable Housing Strategy in 2017. The aim of the strategy is to establish the priorities for the City of Nanaimo to address affordability across the housing continuum over the next ten years. The process will include an Affordable Housing Discussion Paper that outlines the issues and opportunities, which will be followed by an Affordable Housing Implementation Plan.

## City of Parksville

The City continued to offer the option to expedite building permits, including those intended for affordable housing.

## Town of Qualicum Beach

As part of the Town's Official Community Plan review process, affordable housing has been identified as a major topic for discussion. As a result, draft policies to address these concerns have been developed for further consideration as part of the ongoing review process.

### 8.6.1 RGS Indicator #15: The total number of rental units affordable to households with incomes below 50 percent of the median for the region.

RGS Target is to increase the portion of households living in housing that meets their needs (appropriate, adequate, adaptable, sustainable, affordable and attainable).

The RGS seeks to increase the stock of affordable market and social housing for seniors, youth, those with special needs, those with moderate or low incomes, and people experiencing homelessness. This indicator tells us the amount of documented market rental units that are affordable to those with lower incomes in the Nanaimo and Parksville Census Agglomeration.

# 26%

units > \$786  
2017

The Canada Mortgage and Housing Corporation (CMHC) establishes the affordable rent threshold (ART) for lower income households based on a household spending 30 percent or more of before tax income for housing that is adequate, suitable and affordable.

# 36%

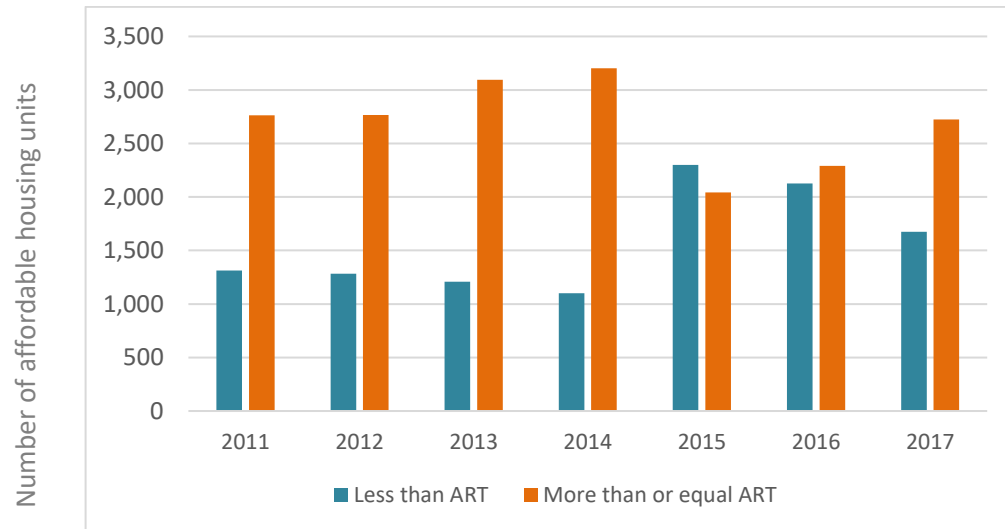
units > \$786  
2015

According to the CMHC, there was a rise in the number of renter households paying more than 30 percent of their income on housing from 2011 to 2014. This trend reversed from 2015 and 2016, but has

since rebounded over the last two years within the Nanaimo and Parksville Census Agglomeration<sup>4</sup>.

Over the past two years, the portion of households living in housing that meets their needs (less than the affordable rent threshold) has decreased from 36% (2,301) in 2015 to 26% (1,675) in 2017, within the Nanaimo and Parksville Census Agglomeration.

**Chart 3: Total number of rental units affordable to low income households**



Data source: Canada Mortgage and Housing Corporation, 2011 – 2017

**Table 9: Total number of renter households more or equal to the affordable household threshold (2011-2017)**

Year	Renter households more than or equal to ART	Amount of Change between years (renter households)
2011	2,764	NA
2012	2,765	+1
2013	3,095	+330
2014	3,201	+106
2015 Baseline	2,042	-1159
2016	2,290	+248
2017	2,724	+434

Data source: Canada Mortgage and Housing Corporation, 2011 – 2017

<sup>4</sup> The [Nanaimo and Parksville Census Agglomeration](#) includes the City of Nanaimo, City of Parksville, Town of Qualicum Beach, French Creek, District of Lantzville, Electoral Area A, Electoral Area C, Snuneymuxw First Nations Lands, and Snaw-Naw-As First Nations Lands.



## 8.6.2 RGS Indicator #16: The portion of units in each housing type inside the GCB (Diversity of housing types in the GCB)

### RGS Target is to increase the portion of non-Single Residential Dwellings inside the GCB

This indicator tells us how well different housing needs can be accommodated in the region. The majority of housing in the region is detached single family dwellings. Increasing the diversity of housing types is important to improving choice to meet different needs and can improve affordability.

The target to increase the portion of non-single family dwellings inside the GCB generally remained static between 2015 and 2017 for both Urban Centres and Rural Village Centres (RVC), despite the increase in the number of overall new units. The Urban Centres non-single residential units in 2015 made up 34% of the mix compared to 35% in 2017. In RVCs, 27% of the housing type was non-single residential in 2015 compared to 26% in 2017.

Table 10: Portion of Units in Each Housing Types Inside the GCB

	Single Residential (units)		Ground Oriented (units)		Apartments (units)		Uncategorized (units)	
	Urban	RVC	Urban	RVC	Urban	RVC	Urban	RVC
<b>2017</b>	30,303 (65%)	4,982 (74%)	10,249 (22%)	1,518 (23%)	5,952 (13%)	54 (1%)	-	135 (2%)
<b>2015 Baseline</b>	28,014 (66%)	4,751 (73%)	8,669 (21%)	1570 (24%)	5,472 (13%)	50 (2%)	-	161 (1%)

\*Parkville information not available for reporting period

\*\*Qualicum Beach information not available for 2015; included for 2017

## Goal 6 – Key Findings

Progress on the targets intended to support adaptable, accessible, affordable, and attainable housing appear to have regressed to 2011 levels over the last two years. Comparably, there appears to be little change since 2015 in the portion of non-single residential housing types within the GCB.

## 8.7 Goal 7 – Enhance Economic Resiliency

### Regional Actions

#### Northern Community Economic Development Service

The RDN continued to deliver the Northern Community Economic Development (NCED) Program to provide support for economic development initiatives in Parksville, Qualicum Beach and Electoral Areas 'E', 'F', 'G', and 'H', to advance the Board's vision for a resilient, thriving and creative regional economy.

In 2017, the function disbursed over \$28,000 in economic development grants in School District 69 communities. A few of the projects funded include the BladeRunners' Youth Employment Program, renovations of the Qualicum Beach Fire Hall, ECHO Players' Society mural and Entrepreneur's Toolkit.

#### Rural Area Signage

The RDN Rural Area Signage project was completed in 2017. The project identified opportunities for improving community identification, wayfinding and directional signage throughout the region.

#### Legalization of Non-Medical Cannabis in Canada

Following the Federal government's announcement to legalize non-medical cannabis by July 2018, the RDN began the process of reviewing and preparing the necessary zoning amendments to address this use.

The RDN also created a webpage to help keep residents informed of the ongoing changings: [www.rdn.bc.ca/cannabis-production-facilities-faq](http://www.rdn.bc.ca/cannabis-production-facilities-faq)

### City of Nanaimo

#### Food Truck & Trailer Policy

The City endorsed a new food truck and trailer policy to allow mobile food entrepreneurs to operate. The policy provides provisions for parking to allow 12 on-street parking spaces for food truck businesses (primarily downtown) and 24 spaces in park locations throughout the city for food truck or food trailer vendors. Following this change, a number of food truck business licenses were approved for designated locations in 2017.

#### Development Cost Charges

The City initiated a review of their Development Cost Charges (DCCs) bylaw to ensure that the costs between existing users and new development is distributed in a fair manner.

## Town of Qualicum Beach

### Social Procurement Policy

In 2017, the Town awarded the contract for the Memorial Avenue Upgrades Phase 3. This contract was the first major capital project to be awarded under the Social Procurement Policy, which seeks to proactively leverage the supply chain to achieve positive community objectives.

#### 8.7.1 RGS Indicator #17 [Unemployment] Employment rate and labour participation

RGS Target is to maintain an unemployment rate between 3 – 6% and increase the labour force participation rate

These indicators are important because changes in the labour force are the result of changes in population and economic activity.

**59.1%**

Employment Rate

Based on the Statistics Canada Labour Force Survey, the total NAC employment went from 82,300 persons of working age (49.2%) in 2015 to 102,000 (59.1%) in 2017.

**5.7%**

Unemployed

In 2015, the NAC unemployment rate was 4.7% compared to 5.7% in 2017, which is within the desired RGS target range of 3 – 6%. This is also less than the provincial unemployment rate of 6.6% for the same period.

**62.8%**

Labour Force Participation

As illustrated here, the rise in employment has failed to reduce unemployment. This may be attributed to the rise in the number of people that used to be outside of the labour force, including people over age 65 returning to work and migration from other parts of Canada and to a lesser extent from BC.

The Labour Force Participation Rate was 51.6% in 2015 compared 62.8% in 2017.

### Goal 7 – Key Findings

Overall, the changes suggest improvements in the regional labour market conditions consistent with furthering the RGS Goal 7: Enhance Economic Resiliency.

## 8.8 Goal 8 – Food Security

### Regional Actions

#### Gathering for an Event in the Agricultural Land Reserve

In response to the provincial changes to the Agricultural Land Reserve (ALR) to allow a limited number of secondary on-farm commercial activities to take place on properties in the ALR, the RDN Board passed a resolution to seek public input into proposed zoning bylaw amendments. The proposed bylaw amendments are intended to mitigate the potential impacts to farmland associated with gathering for an event.

#### Composting Facility Project

The results of the Composting Facility project were made available in 2017. The results of the project indicated that producers currently have adequate access to compost and do not produce more compostable material than what they can manage on-site.

#### Agriculture Area Plan Website Updates

The RDN website for agricultural resources and activities within the region continued to be updated in 2017. The updates included information about existing commercial composting facilities in the region and U-map, which is an online land registry used to match farmers with landowners to support access to land available for farming.

### City of Nanaimo

- In partnership with Nanaimo Food Share, the City initiated a food security assessment in 2017.
- The City worked with community partners to create a second food forest at Beaufort Park. The City now has two food forests and six community gardens on public property.

### Town of Qualicum Beach

In partnership with the School District, the Town approved a proposal to establish a second community garden consisting of 50 garden plots. The community garden project would significantly expand the popular existing community garden initiative in Qualicum Beach by making more land available to residents to grow their own food.

## Goal 8 – Key Findings

Consistent with RGS Goal 2: Food Security, the municipal members, including the City of Nanaimo and the Town of Qualicum Beach, have undertaken actions to advance local food security. The RDN continues to take actions to support the economic diversification of the agricultural sector.

## 8.9 Goal 9 – Pride of Place

### Regional Actions

#### Recreation Programs and Facilities

The RDN's recreation programs and facilities played an ongoing role in furthering RGS Goal 9 by providing sports and cultural amenities that boost the attractiveness of the region as a place to live and visit. These include ongoing delivery of recreation programs and maintenance of facilities throughout the RDN. In 2017, the RDN expanded existing recreation programs and continued to attract sports tournaments for youth, adults and seniors.

#### RDN Community Celebration 50<sup>th</sup> Anniversary

This unique occasion was marked by the official opening of the Coombs to Parksville Rail Trail.

#### Regional and Community Parks

The RDN completed or initiated several projects to improve existing trails and other park amenities throughout the regional and community parks. A few examples include:

- Completed the Cedar Plaza Tipple development, celebrating the area's mining history.
- In partnership with the Snaw-Naw-As First Nations, the new Oak Leaf Drive Community Park (Area E) was renamed Es-hw Sme~nts (seal rock).
- Blueback Community Park (Area E) redevelopment was completed.

### City of Nanaimo

#### Maffeo-Sutton Park Master Plan

Council reviewed the Maffeo-Sutton Park Master Plan to continue development of the park as a premier waterfront event park along the expanding waterfront walkway. Nanaimo hosted over 180 special events along the Nanaimo waterfront and at Maffeo Sutton Park in 2017.

#### Park Projects and Events

- The Stevie Smith Community Bike Park officially opened in 2017 and the City constructed the Harewood Covered Sport Space in conjunction with rebuilding another lacrosse/sport court at Harewood Centennial Park. The covered design reflects the agricultural heritage of the area.
- Nanaimo was selected as one of the 24 towns and cities across Canada to host the 2017 Rogers Hometown Hockey Tour. The Hometown Hockey event held in Maffeo-Sutton Park, featured an outdoor rink enjoyed by over 4,400 citizens over a nine day period from Feb. 18-26.

- Nanaimo hosted the University Soccer Nationals at Merle Logan fields in 2017.
- Over 252 hectares of additional park space was added to Nanaimo's park and trail system.

### Town of Qualicum Beach

#### Canada 150 Mural Project

The Canada 150 celebration was a great success! A key event included the unveiling of the 19 x 5 meter mural located on the outside wall of the Village Theatre, a landmark heritage building in Qualicum Beach. The art work depicts both past and present day plays as well as local actors who have appeared in the Theatre's productions.

## Goal 9 – Key Findings

The natural environment, cultural history and arts communities remains one of the region's greatest assets. This is demonstrated by the actions taken to advance Goal 9: Pride of Place.

## 8.10 Goal 10 – Efficient Services

### Regional Actions

#### Strategy Planning and Community Development

With a focus on Goal 10: Efficient Services and organizational excellence, the RDN Board adopted amendments to the Regional District of Nanaimo Delegation of Authority Bylaw No. 1759 to expand the delegation authority for Development Permits. The change resulted in decreased timelines for the issuance of Development Permits and an overall positive impact on the ability of property owners and contractors to start and finish projects in a reasonable period of time, particularly when there are construction window constraints due to weather, nesting and fisheries windows.

#### Solid Waste

RDN Solid Waste continued to achieve the RGS Goal 10 by pursuing an approach to eliminate the need for waste disposal. Consistent with the RGS direction to achieve 'zero waste', the RDN has a region-wide diversion rate of 68%<sup>5</sup> and continues to have one of the lowest provincial annual per capita disposal rates of 353.8 kg.

<sup>5</sup> The Extend Producer Responsibility program reports to the Ministry of Environment on July 1<sup>st</sup> each year. Due to this, the value included in this report is from 2016.

### Solid Waste Management Review

2017 marked the third and final stage of the Solid Waste Management Review. Throughout the year residents and businesses were invited to learn and have a say in the future direction of solid waste priorities for the region.

### RDN Get Involved!

The Solid Waste Management Review was also the first project to be featured on the RDN's new communications platform, "RDN Get Involved!" This new on-line platform features a robust set of tools to promote and encourage communications between the RDN and its residents. With only a few clicks of the mouse, residents can view the current projects being undertaken by the RDN, participate in surveys, sign up to receive email updates, and access other project specific information.

### Water Services

RDN Water Services continued to achieve RGS Goal 10 by providing community water in the RDN water service areas. Actions in 2017 included the continuation of the design and installation of the Englishman River Water Service intake and treatment project along with Parksville. The facility is scheduled to begin operations in the spring of 2019.

### Wastewater Services

RDN Wastewater Services continued to achieve the RGS goal to Provide Efficient Services by providing community wastewater to lands located within the GCB. Actions in 2017:

- The replacement of the Greater Nanaimo Pollution Control Centre (GNPCC) outfall was completed.
- Construction of the Greater Nanaimo Pollution Control Centre Secondary Treatment Upgrade Project was on-going in 2017. When completed, secondary treatment will improve the quality of treated effluent in the receiving environment, replace ageing infrastructure, and provide capacity for a growing service area.
- Provided four SepticSmart public information workshops to a total of 171 participants and distributed over \$33,000 in funds for the Septic Maintenance Rebate Program.
- Established a new Land Use Agreement with TimberWest and a Shared Use Agreement with the Nanaimo Mountain Bike Club to continue to efficiently manage biosolids in a beneficial way.
- Approximately 449 megawatt hours of electricity was produced at the Greater Nanaimo Pollution Control Centre in 2017 resulting in \$50,000 in revenue through cogeneration, which is the conversion of waste gas into electricity. This is double the amount of the previous year.

## RDN Electoral Areas

### Emergency Planning and Disaster Resiliency

RDN actions for emergency planning and preparedness in 2017 have been consistent with RGS direction to integrate and coordinate on a regional basis among the RDN and member municipalities.

In a joint application, the RDN and the Town of Qualicum Beach received \$175,000 in funding from the Federal National Disaster and Mitigation Program to undertake a flood hazard risk assessment. The goal of this project is to identify the risk of all hazards in the region, and ultimately develop a plan to mitigate the hazards.

### RDN's Emergency Notification System

The RDN established a mass notification system to deliver both text and voice calls to those signed up to receive notifications. The Alert webpage and registration was launched in May 2017.

## City of Nanaimo

### Solid Waste

Phase one of the new automated curbside collection for recycling and garbage pick-up was launched in 2017. The new service incorporates the collection of yard waste which was a request of many residents. Once established, the service will be expanded city wide.

### Water Services

- The City began construction of the emergency water supply pump station.
- Developed a policy and strategy for water metering across the City.
- The Sanitation Department debuted a new public event in the summer called the "Nanaimo Recycles Trunk Sale". The event is aimed at keeping used items out of the landfill. Due to the success of the event, it will now become an annual event.
- The City has generated 900 megawatts of electricity from the operation of the water supply system.

## Town of Qualicum Beach

Following a preliminary, internal review in 2016, a comprehensive organizational review was launched in late 2017. The aim of the review is to maximize service efficiencies.



### 8.10.1 RGS Indicator #20: Per capita waste disposal

RGS Target is to decrease the per capita amount of waste going to landfill below 350 kilograms/person

# 347

Kilograms/person  
per capita waste

The amount of solid waste produced in the region reflects our stewardship of resources from consumption to disposal. This indicator shows the amount of waste being diverted through recycling and composting, and the impact on landfill capacity.

Consistent with the RGS direction to achieve 'zero waste', the RDN has a region-wide diversion rate of 68% and continues to have one of the lowest provincial annual per capita disposal rates.

The per capita amount of waste going to landfill remains stable from 2016 to 2017 at 347kg/person.

## Goal 10 – Key Findings

Year-to-year the RDN and member municipalities have taken actions to retain one of the lowest annual per capita disposal rates and to invest in alternative technologies to reduce greenhouse gas emissions at the landfill. These actions help to reduce costs and to advance RGS Goal 10: Efficient Services.

## 8.11 Goal 11 – Cooperation Among Jurisdictions

### Regional Actions

#### First Nations

Throughout 2017, RDN staff and elected officials met with staff and elected officials from First Nations within the region, including Qualicum, Snaw- Naw- As and Snuneymuxw. Discussions involved various planning and implementation projects related to regional growth, development applications, parks, transit, emergency planning and utilities. While some meetings were to address specific matters others were focused on strengthening relationships to facilitate stronger collaboration on issues of mutual concern.

#### Adjacent Regional Districts and Municipalities

The RDN continued to host and participate in meetings to network and liaise with staff at member municipalities and adjacent regional districts. On an ongoing basis, outside of these meetings, RDN staff maintains professional relationships that enable effective communication and collaboration. This allows the RDN to share information on RGS implementation activities in order to support adjacent jurisdictions with actions consistent with the direction of the RGS.

### Sea Level Rise Adaptation Program – Coastal Floodplain Mapping

The RDN launched a multi-year project to acquire coastal floodplain maps for the region. When completed, this information will be shared with all RDN departments, member municipalities and First Nations communities to help inform future flood hazard risk assessments, land use planning, infrastructure and adaptation planning.

#### City of Nanaimo

The City and School District No. 68 formed a partnership to build and operate the new Nanaimo District Secondary School (NDSS) Community Artificial Turf field. The \$3.6 million NDSS Community Field opened with a soft launch in November and replaces the previous field.

#### Town of Qualicum Beach

The Town of Qualicum Beach, Emergency Services and the RDN's Emergency Services received funding to undertake a joint hazard risk assessment.

## Goal 11 – Key Findings

Advancing the RGS goals of growth management in support of a more sustainable region depend on a shared understanding of the RGS goals and collaboration between all levels of governments. The noted actions (above), such as the SLR Adaptation Project demonstrate the importance of fostering relationships between local governments and different departments to advance future planning and service delivery.

## 9 IMPLEMENTATION – 2018

For 2018 the RDN will continue to make progress on the following implementation items:

1. Continue to monitor, evaluate and periodically report on regional economic, population, social and environmental trends and progress towards achieving RGS goals through RGS Monitoring, as set out in Policy 4.
2. Complete the RGS minor amendment approvals process to implement the Electoral Area ‘H’ Official Community Plan.
3. Continue to advance the Sea Level Rise Adaptation Program by acquiring coastal floodplain mapping information.
4. Complete bylaw amendments for Gathering for an Event in the Agricultural Land Reserve.
5. Continue to monitor changes to the federal and provincial legislation regarding the legalization of non-medical cannabis and consider the potential implication to land use in the region.
6. Continue to build strong relationships and pursue protocol agreements with First Nations.
7. Strengthen relationships with major institutions such as Island Health, Vancouver Island University, School Districts 68 and 69 and organizations key to furthering RGS goals (e.g., Chambers of Commerce, Economic Development Groups, non-governmental/community organizations).

## APPENDIX: SUMMARY OF RGS IMPLEMENTATION ACTIONS

RGS GOAL / SECTION	ACTION	STATUS JANUARY 2018
Section 5.0	Establish Targets & Indicators to monitor progress.	The RDN launched a website for monitoring the RGS project at <a href="http://www.rdn.bc.ca/rgsmonitoring">www.rdn.bc.ca/rgsmonitoring</a> . Monitoring of the RGS will be ongoing
Section 5.0	Corporate Implementation Strategy to show how RDN activities are consistent with RGS	To be initiated
1. Climate Change	Complete Community Energy & Emissions Plan.	Completed 2013
	Sea Level Rise Adaptation Plan	Initiated in 2015. Acquired LiDAR in 2017. Proceeding with coastal floodplain mapping
2. Environmental Protection	Advocate for provincial and federal government support to update and maintain SEI databases	Ongoing
	Encourage the Province to regulate groundwater, require reporting on water use and protect water resources on a watershed basis	Under the new <i>Water Sustainability Act</i> , licenses for groundwater are now required for larger water users. The RDN will continue to advocate for regulations that come out of the <i>Act</i> to protect water resources on a watershed basis
3. Coordinate Land Use & Mobility	Initiate discussions with provincial and federal transportation authorities to share data collection and analysis and prepare mobility strategy	Participated in the City of Nanaimo's Transportation Master Plan. Adopted in 2014. Parksville adopted a Transportation Plan in 2017
	Prepare industrial land supply and demand study and strategy (also applies to Goal 7)	Industrial Lands Study completed Spring 2013
4. Concentrate Housing & Jobs	Prepare region-wide study of Rural Village Centres	Rural Village Centres Study completed Spring 2013.
5. Rural Integrity	Policy 5.13: Implementation - Study of options for more sustainable forms of subdivision - to limit sprawl and fragmentation on rural residential land	Completed October 2012

RGS GOAL / SECTION	ACTION	STATUS JANUARY 2018
<b>6. Affordable Housing</b>	Identify next steps to addressing affordable housing issues	Housing Action Plan Completed 2011 Secondary Suites Bylaw Amendments completed in Spring 2014 Participated in the City of Nanaimo's Affordable Housing Strategy
<b>7. Vibrant, Resilient Economy</b>	Support and encourage economic development	Northern Community Economic Development Program Established in 2012 with ongoing implementation.  Southern Community Economic Development Service Agreement completed in 2012 with ongoing implementation
	Collaborate in the preparation of a regional industrial land supply strategy and ensure that the region remains competitive in its ability to attract industrial development	Industrial Lands Study completed Spring 2013
	Collaborate in the preparation of a commercial (retail and office) land strategy to ensure that the supply, location, distribution, form and type of commercial development is consistent with sustainability and growth management objectives of the RGS and supports the continued vitality of the sector	To be initiated
<b>8. Food Security</b>	Prepare study of agriculture in the region to identify issues of and present and future needs of the agricultural sector	Emergency Livestock Evacuation Plan approved in 2013
	Prepare Agricultural Area Plan Implementation	Bylaw and Policy Update project completed in 2016  Rural Areas Guide completed in 2016  Agricultural Area Plan completed in 2012; Action Plan completed in November 2013

RGS GOAL / SECTION	ACTION	STATUS JANUARY 2018
		Bylaw 500 and 1285 amendments for Gather for Events in the Agricultural Land Reserve in progress in 2017
<b>9. Pride of Place</b>	Ongoing activities through implementation and development of parks plans and OCPs	<p>Cedar Main Street Plan adopted 2013.</p> <p>Nanaimo Cultural Plan, adopted in 2014 and now being implemented</p> <p>RDN Community Parks and Trails Guidelines approved in 2014</p> <p>RDN Community Parks and Trails Strategy for Electoral Areas 'E', 'F', 'G' and 'H' approved in 2014</p> <p>Qualicum Beach Cultural Plan completed in 2012 with ongoing implementation</p>
<b>10. Efficient Services</b>	Prepare strategy for servicing Rural Village Centres (See Goal 4)	Will be pursued for different Rural Village Centres as funding permits. A Wastewater Service Area established for the Bowser Village Center in 2017. Detail designs for a treatment system are underway for Bowser Village Centre
<b>11. Cooperation Among Jurisdictions</b>	Continue outreach initiatives to First Nations including signing of protocol agreements	<p>New cooperation protocol signed between RDN and Qualicum First Nation in 2016</p> <p>First handyDART servicing agreement signed between Snaw-Naw-As and RDN in 2013</p>



to give evidence in court for a number of reasons such as lost time from work or fear of retribution. The member of the public who has been ticketed is also inconvenienced. The prosecution of a MTI, whether successful or not, can cost the RDN \$2000 to \$6500 or more in legal fees, depending on the complexity of the file.

Although ticketing for bylaw violations is a tool that is proven to enhance compliance with local government regulations, the current MTI system used by the RDN does not support effective and cost efficient compliance or represent best practices in bylaw enforcement. The requirement for personal service of tickets, the high cost of court prosecutions and the difficulty in collecting fines owing are detriments to the continued use of the MTI System as an enforcement tool.

***Bylaw Adjudication System:***

In 2003, the Province adopted the *Local Government Bylaw Notice Enforcement Act*, creating a framework for a streamlined non-judicial system for local governments to deal with bylaw ticket disputes. The Act was developed to create a simple, fair and cost-effective system for dealing with minor bylaw infractions through:

- The creation of a Bylaw Notice and an enforcement dispute forum dedicated to resolving local bylaw matters;
- Reduction to the cost and complexity of decision making in that forum;
- Avoidance of unnecessary attendance of witnesses and the involvement of legal counsel;
- Reduction in the length of time required to resolve bylaw ticket disputes;
- Elimination of the requirement for personal service of tickets.

The *Local Government Bylaw Notice Enforcement Act*, and the authority it provides to establish an adjudication system, applies to both municipalities and regional districts by regulation. Local governments and other bodies may make a request to the Ministry of Attorney General to be added, by regulation, to a list of bodies to which the Act applies. Currently, more than 80 jurisdictions in B.C. are using the system. Local governments may join together to administer a Bylaw Dispute Adjudication System jointly to cover a broader geographic area more cost-effectively.

Local governments participating in the Bylaw Dispute Adjudication System must pay its costs. At the same time, the Bylaw Dispute Adjudication System improves local government bylaw contravention enforcement by providing a more accessible venue for determining simple bylaw contraventions. It also reduces the demands on the court system, is less expensive to administer than the court process, and better balances between the amount of the penalty imposed (at a maximum set by regulation, currently at \$500) and the cost of pursuing the bylaw contravention in court. However, the system would not replace the ability of the RDN to pursue more serious matters through injunctive relief or higher fines from the courts where deemed appropriate by the Board.

Notices issued under this system do not require personal service. By way of contrast, the current MTI requires personal service on an individual, which can be difficult to achieve if the person cannot be located. Under the *Local Government Bylaw Notice Enforcement Act*, a Bylaw Notice may be delivered in a variety of fashions including leaving it on a car (parking offences)



or mailing it to the person responsible for the contravention. Unless the Bylaw Notice is delivered in person, it is presumed to have been received, and allowances are made in the event that the person claims not to have received it. This step is a considerable saving of time and effort and reduces delays in the enforcement of bylaw contraventions. Once the Bylaw Notice is received or presumed to be received, it becomes legally effective and the recipient has a fixed period of time in which to take action on it. The person may pay the fine amount or notify the local government that he or she wishes to dispute the allegation. In the event the person does neither, the amount of the Notice will be due and owing.

***Screening Officers:***

In order to reduce the number of disputed Notices forwarded to adjudication, a local government has the option of establishing one or more screening officers. A screening officer does not need to be a bylaw enforcement officer but should have some familiarity with the bylaws and be available to respond to Bylaw Notice recipients in a timely manner, such as supervisors and managers.

The screening officer has the authority to cancel a Bylaw Notice if he or she believes that the allegation did not occur, or that the required information is missing from the Notice. A screening officer may also be permitted to cancel a Bylaw Notice in other circumstances set out by a local government. A screening officer may conduct the review based on discussion or correspondence with the disputant, and will typically explain the process and potential consequences of dispute adjudication.

For infractions where compliance is the goal, a local government may also authorize a screening officer to enter into a compliance agreement with a person who has received a Bylaw Notice. A compliance agreement will include acknowledgement of the bylaw contravention and may set out remedies or conditions on actions to be taken within a designated period of time, and reduce or waive the fine at the conclusion of that period.

If the screening officer determines that cancellation or a compliance agreement are not possible and the person still wishes to dispute the allegation, the disputant must confirm this and indicate whether he or she plans to appear at the adjudication hearing in person, in writing or by telephone. The disputant is then advised of the date and time of the adjudication.

***Adjudication:***

Adjudicators under this system are chosen on a rotating basis from a list established by the Ministry of Attorney General. Although the adjudicator is paid by the local government, having them selected by the Province and not the local government, gives credibility to the system that the person making decisions on Bylaw Notices is not appointed or employed by the local government.

At the adjudication hearing, an adjudicator hears from both the disputant and the local government to decide whether he or she is satisfied that the contravention occurred as alleged. When considering the matter, the adjudicator can review documents submitted by either party or hear from the parties or witnesses over the telephone. The function of the adjudicator is strictly to confirm or cancel the Bylaw Notice. The adjudicator has no discretion to reduce or waive the fine amount or jurisdiction to deal with challenges to the bylaw or other legal issues.

The standard of proof for the prosecution of MTIs in Provincial Court follows the criminal scale of beyond a reasonable doubt, whereas the standard of proof under the adjudication system is based on a balance of probabilities (civil scale).

## **ALTERNATIVES**

1. Direct staff to proceed with the preparation of draft bylaws, policies and agreements and to work with the Province to approve the use of the Bylaw Dispute Adjudication System for the Regional District of Nanaimo.
2. Receive the Bylaw Dispute Adjudication System report and take no further action.

## **FINANCIAL IMPLICATIONS**

As outlined above, the cost of prosecuting a disputed MTI in Provincial Court can reach several thousand dollars and is only done in those instances where it serves the public interest to do so and there are limited options available to the RDN to resolve an issue. In the past 3 years the RDN has incurred approximately \$6,500 in legal fees for MTI dispute trials that resulted in fines of less than \$1,000. There is no recourse for recovery of those legal costs in Provincial Court. The high cost of dealing with disputed tickets in court is a disincentive to using MTIs, which reduces the effectiveness of the enforcement of RDN bylaws.

Under the *Local Government Bylaw Notice Enforcement Act*, local governments are responsible for the costs of setting up and administering the Bylaw Dispute Adjudication System within their jurisdictions. The Act also specifies that local governments may join together to administer a Bylaw Dispute Adjudication System jointly to cover a broader geographic area more cost-effectively.

The City of Nanaimo created a Dispute Adjudication Registry System (DARS) and is the “host municipality” for this area, sharing the costs of bylaw adjudication with Duncan, Parksville, Tofino, District of North Cowichan and Port Clements. Staff has confirmed that the RDN can be a party to Nanaimo’s DARS Agreement with an annual fee of up to \$300 per year. By moving to the Bylaw Dispute Adjudication System, the RDN will not have any set up costs associated with the program and would only pay proportionate costs of the fees related to the adjudication. The Act also allows for a \$25 surcharge to be applied to all tickets upheld by the adjudicator to help offset the costs associated to the process.

The Bylaw Dispute Adjudication System creates efficiencies that will save time and money regardless of the number of tickets that are disputed. The primary savings would be realized in not requiring legal council to handle court prosecutions and by eliminating the necessity for staff to expend considerable time attempting to effect personal service of tickets.

## STRATEGIC PLAN IMPLICATIONS

The introduction of a Bylaw Dispute Adjudication System supports the Board's focus on the delivery of efficient, effective and economically viable services as well as the opportunity to partner with other local governments in the delivery of services.



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Tom Armet  
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2018.06.22

Reviewed by:

- G. Garbutt, General Manager, Strategic & Community Development
- P. Carlyle, Chief Administrative Officer



In order to facilitate the identification of risk, eight risk categories were identified: Organizational, Financial, Regulatory, Operational, Watershed, Communication, Strategic and Hazard. The systems approach assists in identifying the interconnectivity of the different risks, which improves the understanding of all the risks and importance of addressing them. Staff identified sources of risk for each risk category and described processes and tools in place to manage the corresponding risk if available. By identifying concerns within their departments, staff facilitated discussion and improved the understanding of those issues that elevated risk.

Through the process, the complexity of water governance in the RDN was identified, particularly with drinking water. There are many different community water systems, managed by different agencies (RDN, Municipalities, Improvement Districts, and First Nations) that draw on a variety water sources and often share sources. It was recognized that regulation and authority around water and land in the regional district context is much more complex than in individual municipal settings. The workshop facilitators from Kerr Wood Leidal acknowledged they had not uncovered these governance issues unique to regional districts at the two workshops previously conducted with municipalities. This workshop confirmed that there is more to be done to understand the nature of the water governance complexities that exist in the RDN, the risks, blockages or issues that stem from overlapping jurisdiction challenges and what interventions or changes to the current governance model would best serve the region from a water risk management perspective.

Once sources of risk had been identified for all the risk categories, staff participating in the workshop identified the top three. Kerr Wood Leidal will complete a report, identifying all sources of risk and highlighting those risks identified as critical. The report and process will help inform the Water Governance work underway, as well as our broader risk management planning.

## **STRATEGIC PLAN IMPLICATIONS**

The Board 2016-2020 Strategic Plan includes strategic focus on service and organizational excellence, with the priorities of viewing our emergency services as core elements of community safety and funding infrastructure in support of our core services employing an asset management focus. The WSRMP will identify opportunities to improve on these services.

The Strategic Plan also includes strategic focus on relationships, with a priority on improving two-way communication within the regional district and facilitating / advocating for issues outside our jurisdiction. The WSRMP Workshop was effective in improving internal dialogue within the RDN, and the completed report could serve as a tool to improve communication with external partners.

Finally, Strategic Plan includes strategic focus on the environment with priorities on protecting and enhancing our environment, evaluating climate impacts as factors in our infrastructure and services planning and preparing for and mitigating the impact of environmental events. The completed WSRMP will identify risks associated to our Water and Wastewater infrastructure with climate change and identify improvements that need to be made to address these risks.



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June 27, 2018

Reviewed by:

- J. Pisani, Drinking Water & Watershed Protection Coordinator, Water Services
- R. Alexander, General Manager, Regional & Community Utilities
- P. Carlyle, Chief Administrative Officer



**Table 1 – List of corrected Tender prices**

<b>Tenderers</b>	<b>Tender Price (excluding GST)</b>
Windley Contracting Ltd.	\$1,713,119.00
Milestone Equipment Contracting Ltd.	\$1,716,614.38
Knappett Projects Inc.	\$1,761,078.03
Knappett Industries	\$1,782,667.13
Copcan Civil Ltd.	\$1,788,053.00
Ridgeline Mechanical Ltd.	\$1,851,048.16
Bowerman Excavating Ltd.	\$2,050,047.00
Hazelwood Construction Services Inc.	\$2,091,628.00
IWC Excavation Ltd.	\$2,288,923.56

The lowest tender price was submitted by Windley Contracting Ltd. for \$1,713,119.00 (excluding GST).

McElhanney has reviewed the tenders for compliance and recommends awarding the contract to Windley Contracting Ltd.

Local and regional construction costs have been under significant upward pressure since the budget was prepared (due to material cost and active construction market), and the tender results are considered to provide good value to the RDN.

#### **ALTERNATIVES**

1. Award the tender for the Nanoose Bay Peninsula Pumpstation construction to Windley Contracting Ltd. for \$1,713,119.00 (excluding GST).
2. Provide alternate direction to Regional District of Nanaimo staff regarding the project.

#### **FINANCIAL IMPLICATIONS**

The Pump Station project will be funded by \$800,000 Electoral Area E Community Works Funds with the balance funded 34% from General Reserves, and 66% DCC revenues. This project is a specific RDN component of the overall ERWS Joint Venture projects being completed in conjunction with Parksville and funded through the Nanoose Bulk Water Service. Future DCC revenues will be used to service debt principle for the portion of the project funded by DCCs.

The approved budget for this project is currently \$1.81 Million. Total expected project cost, based on actual tendered construction costs (summarized in Table 2), are estimated at \$2.184 million. This increase reflects the increases in construction and materials costs since 2016. Construction costs have been under higher than normal upward pressure over the last 2 years, and key material costs are volatile. There are funds available through the existing Nanoose Bulk Water borrowing authority and general reserves to accommodate the budget increase of \$375,000 within the approved 2018 to 2022 financial plan. The proposed budget maintains a contingency of \$170,000 (based on 10% of the construction contract cost).



**Table 2 – Summary of Project Costs**

<b>Project Components</b>	<b>Project Costs (excluding GST)</b>
Engineering and Contract Management	\$230,432
Construction Contract	\$1,713,119
Contingency (10% of construction contract)	\$171,312
Utilities and Equipment Refurbishment	\$70,000
<b>Total (Proposed Revised Budget)</b>	<b>\$2,184,863</b>
<b>Budget</b>	<b>\$1,810,000</b>
Difference	\$374,863

### STRATEGIC PLAN IMPLICATIONS

The design and construction of the pumpstation directly supports the strategic priority to Focus on Service and Organization Excellence and “...fund infrastructure in support of our core services...”. More specifically, this project allows the RDN to maintain the existing level of service provided to the Nanoose Bay Peninsula Water Service Area well into the future. Also, this project supports the strategic priority to Focus on Economic Health and recognizes the importance of water in supporting economic and environmental health. Without this pumpstation, further development within the NBP Water Service Area would not be feasible.

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 June 20, 2018

Reviewed by:

- S. DePol, Director, Water & Wastewater Services
- R. Alexander, General Manager, Regional & Community Utilities
- P. Carlyle, Chief Administrative Officer



In 2017, AECOM was awarded the predesign for the FCPCC Stage 4 upgrades. The completed predesign provided a detailed scope of improvements and updated engineering cost estimates for the Financial Plan.

A RFQ for detailed design of the FCPCC Stage 4 Expansion Project and Odour Control Upgrades was publicly advertised on February 8, 2018. The RFQ closed on March 15, 2018 and two (2) Proposals were received (5 engineering firms with experience in major wastewater project design were contacted and made aware of the opportunity). After a review with Purchasing and Engineering Services staff, it was determined that the two proposals received both met the qualification standard and would be invited to provide detailed proposals for the project in the form of an RFP.

The RFP for the detailed design of the FCPCC Stage 4 Expansion Project and Odour Control Upgrades was issued on May 11, 2018 and closed on June 15, 2018; proposals from AECOM and JACOBS CH2M were received.

The two proposals were evaluated by a selection committee consisting of Regional District of Nanaimo (RDN) Purchasing, Wastewater Operations and Engineering Services Staff. The selection was made on the basis of technical merit and financial fees. Proposals were evaluated using the following weighting:

- Technical Submission – 65 % of total proposal score
- Financial Submission – 35 % of total proposal score

The Evaluation Team determined that the highest ranked Proposal was provided by AECOM. AECOM's proposal was also the lowest cost proposal.

AECOM is a consulting engineering firm specializing in water and wastewater. AECOM demonstrated a thorough understanding of the Project and has the experience and expertise needed to work with RDN staff to complete the Engineering Services for this Project.

The French Creek Pollution Control Centre (FCPCC) Stage 4 Expansion Project and Odour Control Upgrades aligns with the RDN Asset Management Policy, which identifies maintaining and managing assets at defined levels to support public safety, community well-being and community goals, and to fulfil Board Strategic Priorities as essential asset management activities.

The design work is expected to be completed in 2019 followed by tendering, award and construction start in 2020. The project is expected to be completed late 2021/early 2022.

## **ALTERNATIVES**

1. Award the Engineering contract for FCPCC Stage 4 Expansion Project and Odour Control Upgrades to AECOM for \$2,506,980 (excluding GST).
2. Cancel the RFP and provide alternate direction to staff.

## FINANCIAL IMPLICATIONS

The 2018 – 2022 Financial Plan provides over \$2.7 million in funding for detailed design, tendering services and construction services for this project through the Northern Communities Waste Water Services Fund. AECOM's financial submission included a total fixed-fee of \$2,506,980 is within the allocation in the approved Five Year Financial Plan. The current budget for construction identified in the Five Year Financial Plan for this project is \$30.8 million.

On May 31, 2018, the Canadian and British Columbian governments committed up to \$243 million towards an initial intake of the Green Infrastructure – Environmental Quality Program to support cost-sharing of infrastructure projects in communities across the province. This project meets all program requirements and at the Regular Board Meeting held June 26, 2018 the following motion was carried:

*That the Board endorse the following projects for submission under the Green Infrastructure – Environmental Quality Program, with a commitment to contribute the Regional District of Nanaimo's share of the project costs:*


- *French Creek Pollution Control Centre Expansion.*
- *Chase River Forcemain Replacement.*
- *Nanoose Bay Wastewater Upgrades.*
- *Regional District of Nanaimo Transit Exchange.*
- *Water Governance.*
- *French Creek Water Service Upgrades*

If the application is successful, funding through this program will be applied to the construction phases following detailed design.

## STRATEGIC PLAN IMPLICATIONS

The design and construction of FCPC Stage 4 Expansion Project and Odour Control Upgrades directly supports the Board Strategic Priority to Focus on Organizational Excellence. This priority states that the RDN will deliver efficient, effective and economically viable services that meet and the needs of the Region, including funding infrastructure in support of our core services employing asset management focus.

This project also supports the strategic priority to Focus on Economic Health and recognizes the importance of wastewater in supporting economic and environmental health.



---

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June 29, 2018

Reviewed by:

- M. Mauch, Manager, Engineering
- S. De Pol, Director, Water & Wastewater Services
- R. Alexander, General Manager, Regional and Community Utilities
- P. Carlyle, Chief Administrative Officer



Including the aforementioned DCC funding, the total estimated project cost of \$10.7 million is composed of:

- Clean Water and Wastewater Fund: \$7.6 million (maximum)
- Development Cost Charges (DCCs): \$2.6 million
- Borrowing (repaid through Property Taxes): \$0.5 million

The current cost estimate for the project is \$10.7 million which includes an \$847,000 contingency. The design drawings for the collection system have been revised to incorporate changes requested made during the petition process, and preliminary input provided by permitting authorities. The Treatment Plant drawings are being updated based on information provided as part of the rezoning process and the initial discussions with permitting authorities. The outfall design is underway with the final outfall design to be completed in the fall. The outfall design has been extended an additional 400 metres to address input from the public. As part of the design process, the project cost estimate will continue to be reviewed to consider any required design changes, regulatory requirements and market conditions. If the estimated project cost exceeds the \$10.7 million budget, approval for additional funds would need to be secured from the service area participants and potentially other sources.

### **Clean Water and Wastewater Funding Deadline and Project Schedule**

The funding deadline for the \$7,590,328 Clean Water and Wastewater Fund Grant was originally set for March 2018, but was extended shortly after the award to March 2019. The project schedule has been revised based on updated permitting and construction timelines. Our engineers estimate project completion in fall 2020. Given this, the RDN requested an extension to the grant funding deadline to allow the project to be completed. The Province and Federal Government have agreed in principle to extend the project funding deadline to March 2020. An amendment to the funding agreement is required to formalize this support, and staff are in discussion with representatives of the Clean Water and Wastewater Fund to secure this amendment. It is important to note that the new March 2020 funding deadline is earlier than the anticipated project completion date. Staff are investigating possible mitigation measures to address this risk.

The updated project schedule anticipates completion of detailed design for all project components in September 2018, submission of required permitting and approvals applications by December 2018. The collection system, treatment plant, and marine outfall would then be tendered separately, with contract awards anticipated in January 2019. Construction and commissioning of the project are estimated to be completed in October 2020.

### **First Nations Communications**

Sixteen First Nations and First Nation Organizations have been identified as having consultative area over the project area. A project information package was sent to Chief and Council and/or the designated consultative contact for each First Nation in March 2018 to provide an overview of the project and the permits and approvals for which they may receive referral packages. Also included was an offer to meet to discuss the project. To-date, the RDN has held project meetings with Qualicum First Nation at the invitation of Chief Michael Recalma and K'ómoks

First Nation at the invitation of staff. Consultation procedures for each permit or approval are being carried out as directed by the respective approving agency.

### Permitting and Approvals Process

RDN staff and consultants commenced the permitting and approvals process in December 2017. The project cannot be constructed until all necessary permits and approvals are in place. At present, the following applications have been submitted and are in-process:

Permit or Approval	Approving Agency	Date Submitted
Municipal Wastewater Regulation Registration	<i>Ministry of Environment</i>	December 2017
Zoning Amendment Application	<i>Regional District of Nanaimo</i>	January 2018
Crown lease amendment application for wastewater treatment plant site	<i>Ministry of Forests, Lands, Natural Resource Operations and Rural Development</i>	March 2018
Occupant License to Cut timber for wastewater treatment plant site and access	<i>Ministry of Forests, Lands, Natural Resource Operations and Rural Development</i>	May 2018

Additional applications will be submitted in the coming months, pending completion of requisite design work; these include: Ministry of Transportation and Infrastructure (MOTI) permit(s), *Fisheries Act* authorization, *Navigation Protection Act* notification and Disposal at Sea notification. The requirement for *Heritage Conservation Act* permit(s) will be determined through the completion of an Archaeological Impact Assessment. Additional permitting and approvals requirements may be identified in detailed design. All required permits and approvals must be granted by approving agencies prior to construction. Delays in the permitting process may affect the project schedule.

### May 16, 2018 Zoning Amendment Public Information Meeting

A Public Information Meeting (PIM) regarding proposed amendment of the zoning of the wastewater treatment plant site from Residential 2 (RS2) to Public 4 (PU4) to permit a wastewater treatment facility was held on May 16, 2018. Regional District of Nanaimo Land Use and Subdivision Amendment Bylaw No. 500.420, 2018 was forwarded to the Regional Board for consideration of first and second reading on June 26, 2018. A fulsome account of the proposed zoning amendment is provided in the staff report accompanying Bylaw No. 500.420.



## **Archaeological and Environmental Considerations**

Archaeological and environmental studies will inform the detailed design and permitting and approvals processes. An Archaeological Impact Assessment commenced in June 2018 for the proposed site of the wastewater treatment plant, and further assessments associated with the collection system and marine outfall will be undertaken in the coming months. Representatives of Qualicum First Nation and K'ómoks First Nation have been invited to participate and advise in this work. The assessments will provide guidance regarding *Heritage Conservation Act* permitting requirements and the protection of historical resources during construction of the project.

A Stage I Environmental Impact Study based on desktop information was completed in 2016. A Stage II Environmental Impact Study, based on field sampling will be completed in 2018. Prior to construction, the contractor(s) will be required to produce a Construction Environmental Management Plan to identify monitoring requirements and measures to protect biological, social and cultural resources and habitat during construction. In addition, Provincial regulations require a Receiving Environment Monitoring Program to be run both before and after system construction. The scope of this monitoring program will be determined by the Ministry of Environment and must demonstrate that the effluent meets the regulatory requirements for water quality. Once commissioned, the system will be subject to Wastewater Services' operational monitoring program to demonstrate ongoing compliance with Provincial and Federal regulations.

## **Public Communications**

In May 2018, staff implemented a refreshed communication approach for the project, including updates to the "Get Involved RDN" project webpage ([www.getinvolved.rdn.ca/bowser-village-sewer](http://www.getinvolved.rdn.ca/bowser-village-sewer)) and a project update newsletter mailed to residents of Electoral Area 'H' (see Attachment 1). Looking ahead, project updates will be provided monthly and at milestones.

## **Review of Disposal Alternatives**

As part of the detailed design process, alternate outfall routes were explored and consideration given to extending the length of the outfall. The feasibility of alternate outfall routes to the Noonday Rd alignment were also reviewed. It was determined that no alternative alignments were available. The length of the outfall will be extended approximately 400 m (1,300 ft) longer than the original design. The diffuser will be at a depth of about 65 m (213 ft), the outfall will be roughly 2,700 m (8,860 ft) long and 2,350 m (7,700 ft) from shore. The diffuser location will be approximately twice the required distance of 400 m from the shellfish lease. No suitable sites for ground disposal were found for a number of reasons, including: unsuitable soil types; prohibited protected areas; and proximity to vulnerable water resources (including surface water, ground water, and drinking water wells).

## STRATEGIC PLAN IMPLICATIONS

Establishing sewer servicing for the Bowser Village Centre in order to support the community's evolution into a "compact, complete community" is supported by the Bowser Village Centre Plan (2010) and RDN Rural Village Centre Study (2013).

The project supports the RDN Board's strategic focus areas of: Service and Organizational Excellence through "funding infrastructure in support of our core services"; Economic Health, through "fostering economic development"; and Environment, through development decisions that protect our environment.



---

Randy Alexander  
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June 21, 2018

Reviewed by:

- P. Carlyle, Chief Administrative Officer

Attachments

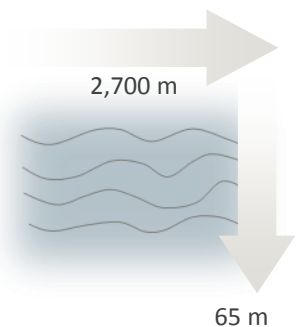
1. May 2016 Project Update Mail Out

## Project Update — May 2018

The Regional District of Nanaimo (RDN) Bowser Village Centre Wastewater Project includes the construction of a sewer collection system, wastewater treatment plant, and marine outfall for treated effluent. It will serve a future population of 600 people and support the community's long standing vision of becoming a complete, compact community.

The project is now in the detailed design and permitting phase. This phase includes updating the collection system and treatment plant design, completing the detailed design of the marine outfall, and applying for permits and approvals. This phase will continue through 2018. The construction tender may also begin in 2018.

**We Heard You** — A series of six public meetings in 2016 and 2017 were held to engage with the community on the project. Feedback suggested that the RDN explore alternate outfall routes and consider extending the length of the outfall. As a result, the length will be approximately 400 m (1,300 ft) longer than the original design (see Map 1). It will sit on the ocean floor at a depth of about 65 m (213 ft). The outfall will be roughly 2,700 m (8,860 ft) long and 2,350 m (7,700 ft) from shore. The terminus will be roughly twice the required distance from the shellfish lease which will provide additional dilution.



### PROJECT FACTS

- The RDN does not and will not discharge raw sewage to the Strait of Georgia.
- The treatment plant effluent will be cleaner than the regulated standard.
- The project will address odours and noise.
- Detailed project information is provided on the website [getinvolved.rdn.ca/bowser-village-sewer](http://getinvolved.rdn.ca/bowser-village-sewer). Register online for email updates.

### PUBLIC INFORMATION MEETING

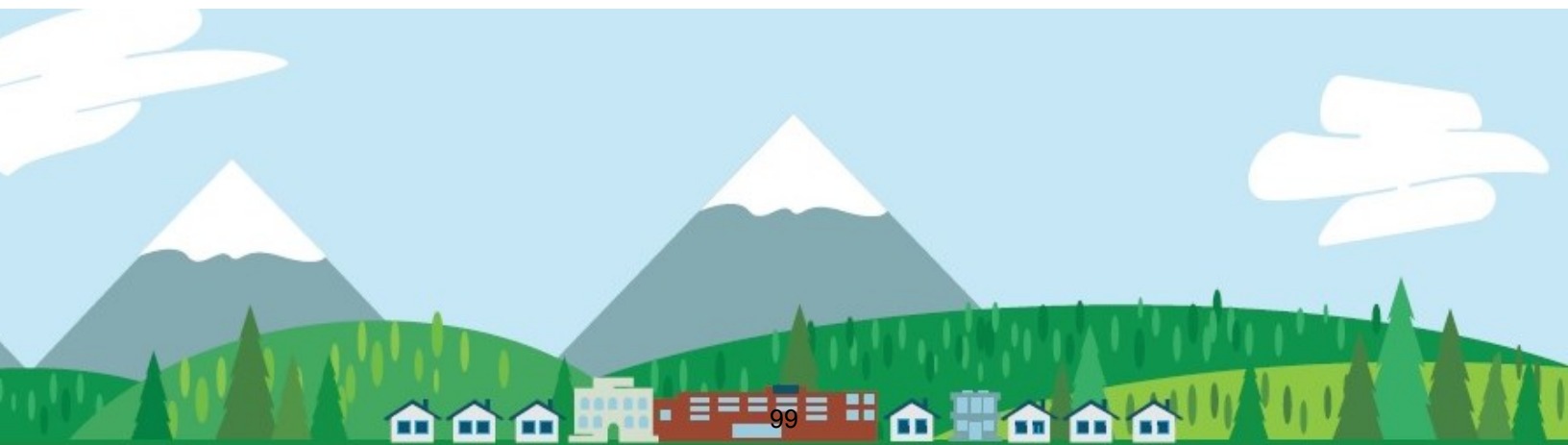
May 16, 2018

Lighthouse Community Hall

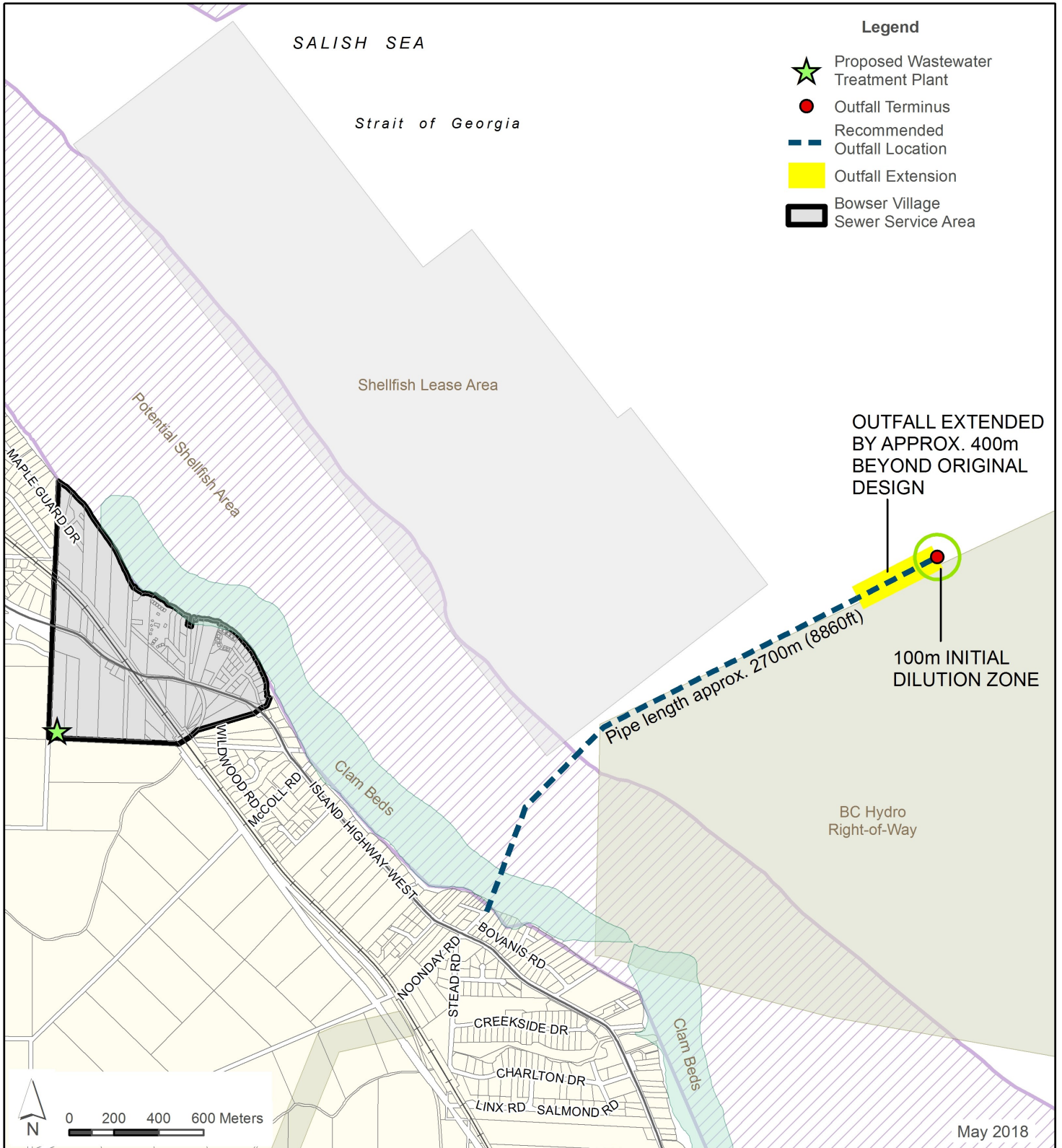
240 Lions Way, Qualicum Beach

6:00 pm (presentation at 6:30 pm)

All are welcome to attend. The RDN will provide information and seek input on the proposal to rezone the wastewater treatment plant site from Residential 2 (RS2) to Public 4 (PU4) to allow a wastewater treatment plant.



# Bowser Village Centre Wastewater Project Project Update—May 2018



Map 1: Proposed Bowser Marine Outfall Location—Revised

# Bowser Village Centre Wastewater Project

## Project Update—May 2018

### Wastewater Treatment

- Wastewater treatment is designed to eliminate hazards to human health and the environment as the community grows. The wastewater treatment plant will be a secondary treatment facility with ultraviolet (UV) disinfection.
- UV disinfection is used in both drinking water and wastewater treatment to safeguard against viruses, bacteria and parasites. UV disinfection works because it disrupts the DNA so the organisms can not grow or reproduce. UV disinfection will go beyond the regulatory requirements for the Bowser project.
- The Environment Canada 2010 Municipal Water Use Report states that 97% of Canadian communities discharge to marine or fresh waters.
- Federal and Provincial environmental and health agencies recognize that treatment with marine disposal reduces the likelihood of impacts to human health and the environment compared to communities without treatment.



The treatment plant effluent will be cleaner than Provincial and Federal expectations. For example, the RDN's wastewater treatment facility at Duke Point uses similar treatment technology and last year produced effluent that was about ten times cleaner than its permitted standard. Its effluent had an average 2.9 mg/L biological oxygen demand and 3.2 mg/L total suspended solids concentration while its permitted standard was 30 mg/L for each.

### Odour and Noise

- A vegetative buffer around the site will help mitigate odours and noise. As with all RDN wastewater facilities, operations staff will monitor the site daily and will follow established protocols to address noise or odour reports.
- Equipment will be located to reduce noise transfer to the surrounding area.
- The plant is designed so that odours will not travel or be detected beyond the property boundary. A carbon scrubber and other control measures will reduce or eliminate odour.

### Resource Recovery

Solids recovered during treatment plant operation will be further treated at the RDN's wastewater treatment facility in French Creek. There, solids will become a nutrient-rich resource known as biosolids.

RDN biosolids are beneficially used in a Forest Fertilization Program. Trees fertilized by RDN biosolids show an 80% increase in growth, appear healthier, and have needles and buds that are longer, greener and more numerous.

Other resource recovery opportunities, such as reclaiming water, may be considered as opportunities arise.



Photo: Comparison of Douglas-fir tree branches. The bottom branch was fertilized with RDN biosolids. Needles and buds are longer and greener.

# Bowser Village Centre Wastewater Project Project Update—May 2018

## Protecting the Environment and Archaeological Resources

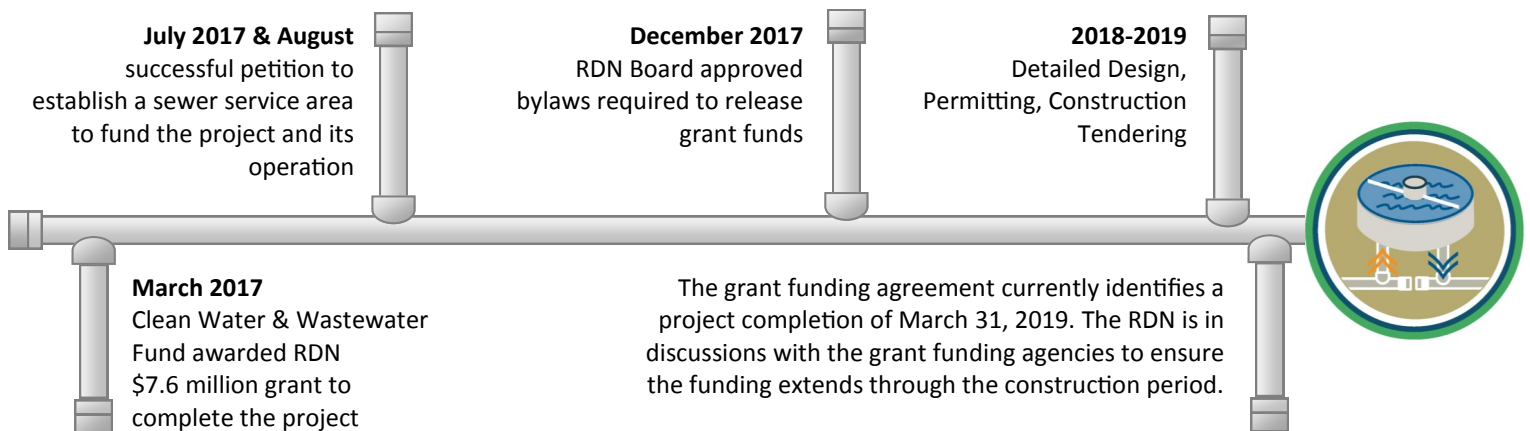
The RDN will protect natural and historic and cultural resources, public health and the environment at each stage, from design to operation.

- An Archaeological Impact Assessment will be completed where the construction of public infrastructure overlaps with areas of high archaeological potential (property owners are responsible for assessments on private property).
- Environmental Impact Studies must demonstrate that public health and environmental resources are protected.
- Receiving Environment Monitoring is required by provincial regulations and must demonstrate that public the effluent meets the regulatory requirements for water quality.
- A Construction Environmental Management Plan will protect biological, social and cultural resources, and habitat.
- Monitoring during operations will be performed to demonstrate compliance with the regulations.

The RDN has started the permitting and approvals process by submitting several application packages to local, Provincial and Federal agencies. Approving agencies will direct the RDN on the required referrals procedures for each application.

Communications with First Nations will continue through the permitting and approvals process.

## Milestones



## For More Information

[getinvolved.rdn.ca/bowser-village-sewer](http://getinvolved.rdn.ca/bowser-village-sewer)

## Contact Us

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## FINANCIAL IMPLICATIONS

Operation and maintenance (O & M) costs for the service area will be recovered through an annual parcel tax and user fee and are estimated to be \$150,000 per year. The parcel tax will be recovered through the annual Provincial Rural Property Tax Notice; it will be levied on all parcels within the service area and will total \$505 per parcel per year.

The user rates set out in the proposed bylaw vary by category of use. Rates are set based on proportional use of the sewer system and will be payable by all properties capable of connection (i.e. non-vacant properties). The user rate for single family dwellings is \$879 per year. When added to the proposed annual O & M parcel tax of \$505 per parcel, this results in a total annual O & M cost for single family dwellings of \$1,384. The consultant has set out the methodology for determining the fees and charges in a memo to staff, as per the requirements of the *Local Government Act*.

When connection is made to the sewer system, parcels will be required to pay a \$300 connection fee to cover costs for Regional District of Nanaimo (RDN) staff to connect the property. Where a gravity sewer connection is not possible, the RDN will provide existing property owners with an on-site grinder pump unit. It is important to note that property owners will be responsible for all other on-site costs required to move sewage from any building on the property to the service connection at the property line, including permitting fees, installation and maintenance of a pump (if required) and decommissioning of septic tanks.

O&M costs for the service area are estimated to increase with inflation by 3% per year in each subsequent year of operation. The proposed bylaw accounts for the estimated \$150,000 for the first year of operation to serve the existing parcels and dwellings within the service area. When the system is operational, the annual O&M costs and associated user rates will need to be reviewed and revised annually to account for inflation, new development, and changes in O&M.

## STRATEGIC PLAN IMPLICATIONS

Establishing sewer servicing for the Bowser Village Centre in order to support the community's evolution into a "compact, complete community" is supported by the Bowser Village Centre Plan (2010) and RDN Rural Village Centre Study (2013).

The project supports the RDN Board's strategic focus areas of: Service and Organizational Excellence through "funding infrastructure in support of our core services"; Economic Health, through "fostering economic development"; and Environment, through development decisions that protect our environment.



---

Sean De Pol, Director, Water and Wastewater Services  
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June 20, 2018

Reviewed by:

- R. Alexander, General Manager, Regional and Community Utilities
- P. Carlyle, Chief Administrative Officer

Attachments

1. Bowser Village Sanitary Sewer Service Rates and Regulations Bylaw No. 1773, 2018

**REGIONAL DISTRICT OF NANAIMO  
BOWSER VILLAGE SANITARY SEWER RATES AND REGULATIONS  
BYLAW NO. 1773, 2018**

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**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1773**

**A BYLAW TO REGULATE AND IMPOSE FEES AND  
CHARGES FOR THE PROVISION, OPERATION, AND  
ADMINISTRATION OF THE BOWSER VILLAGE SANITARY  
SEWER SERVICE**

**WHEREAS** the Regional Board of the Regional District of Nanaimo adopted the Bowser Village Sanitary Sewer Service Establishment Bylaw No. 1760, establishing the service for the collection, conveyance, treatment, and disposal of sewage within the Bowser Village Sanitary Sewer Service Area;

**AND WHEREAS**, pursuant to section 363 of the *Local Government Act* (“the Act”), the Regional Board may impose fees and charges in respect of all or part of a service of the Regional District;

**AND WHEREAS**, pursuant to section 306(a) of the *Act*, the Regional Board may regulate and prohibit the design and installation of drainage and sewerage works provided by persons other than the Regional District;

**AND WHEREAS**, pursuant to section 306(b) of the *Act*, the Regional Board may require owners of real property to connect their buildings and structures to the appropriate sewer or drain connections in the manner specified by bylaw;

**AND WHEREAS**, pursuant to section 335(2) of the *Act*, the Regional Board may regulate and prohibit in relation to a Regional District service;

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

**PART I: INTERPRETATION**

**1. CITATION**

This Bylaw may be cited for all purposes as “Bowser Village Sanitary Sewer Rates and Regulations Bylaw No. 1773, 2018”.

**2. APPLICATION**

This Bylaw applies to all properties within the Bowser Village Sanitary Sewer Service Area.

**3. DEFINITIONS**

The following terms, words and phrases when used in this Bylaw shall have the meanings set forth in this section, whether appearing in capital or lower case form. If not defined below, the words and phrases used in this Bylaw shall have their common and ordinary meanings to the degree consistent with the technical subjects in this Bylaw.

- (1) **BUILDING SEWER** means any sewer, including gravity and pump systems, and its appurtenances installed that connects a Service Connection to any building or structure on a Parcel.
- (2) **BYLAW No. 500** means “Regional District of Nanaimo Land Use and Subdivision Bylaw No. 500, 1987”, including any of its amendments or any bylaw that may replace it.
- (3) **BYLAW No. 1250** means “Regional District of Nanaimo Building Regulations Bylaw No. 1250, 2010”, including any of its amendments or any bylaw that may replace it.
- (4) **BYLAW No. 1730** means “Regional Sewage Source Control Bylaw No 1730, 2015”, including any of its amendments or any bylaw that may replace it.
- (5) **BYLAW No. 1760** means “Bowser Village Sanitary Sewer Service Establishment Bylaw No 1760, 2017”, including any of its amendments or any bylaw that may replace it.
- (6) **CAPABLE OF CONNECTION** means that a Parcel of land abuts a highway, Regional District right-of-way, or easement upon or in which there is a Community Sewer System with excess capacity and that the Service Connection will have adequate cover at the property line and convey sewage towards the sewer, allowing any building or structure on the Parcel to be connected to the Service Connection by way of building sewer, or a pump and force main.
- (7) **COMMUNITY SEWER SYSTEM** means a sewer system constructed under the authority of Bylaw No. 1760.
- (8) **CONGREGATE CARE FACILITY** means an institutional use building with four or more sleeping units where permanent residential accommodation is provided, and the building has a common living area, common kitchen and dining area where meals are provided, and common area where health care, cultural and social services may be provided.
- (9) **CONNECTION** means the coupling of a Building Sewer and a Service Connection at the property line so as to allow the Building Sewer to discharge into the Community Sewer System.
- (10) **DIRECTOR OF FINANCIAL SERVICES** means the Manager of Financial Services of the Regional District, including any person designated as the Acting Director and any person appointed or designated by the Regional Board to act on her or his behalf or to carry out the function of the Director under this Bylaw.
- (11) **DISCHARGE** means:
  - a) used as a noun, means any substance that is directly or indirectly introduced into a sewer or sewage facility by spilling, disposing of, abandoning, depositing, leaking, seeping, pouring, draining, emptying, or by any other means;

- b) used as a verb, means to directly or indirectly introduce a substance into a sewer or sewage facility by spilling, disposing of, abandoning, depositing, leaking, seeping, pouring, draining, emptying, or by any other means.

- (12) **DOMESTIC SEWAGE** means sewage produced on a residential premise, or sanitary waste and wastewater from showers and restrooms washbasins produced on a non-residential premise.
- (13) **ENACTMENT** an enactment as defined in the *Interpretation Act* (British Columbia) by a federal, provincial, regional or municipal government or their authorized representative.
- (14) **FAILURE** means any break, leak, blockage, stoppage, malfunction, or other form of disrepair.
- (15) **GROUND WATER** means water in a saturation zone or stratum beneath the surface of land or below a surface water body.
- (16) **HIGHWAY** includes a street, road, lane, bridge, viaduct and any other way open to public use, other than a private right of way on private property.
- (17) **INFLOW AND INFILTRATION** means water that enters a sewer system:
  - (a) As inflow directly from a storm water connection,
  - (b) As infiltration indirectly through the land, or
  - (c) through both (a) and (b).
- (18) **MANAGER** means the Manager of Water Services of the Regional District, including any person designated as the Acting Manager and any person appointed or designated by the Regional Board to act on her or his behalf or to carry out the function of the Manager under this Bylaw.
- (19) **MOBILE HOME** means a structure, whether or not ordinarily equipped with wheels, that is:
  - (a) designed, constructed or manufactured to be moved from one place to another by being towed or carried, and
  - (b) used or intended to be used as living accommodation.
- (20) **MOBILE HOME PARK** means the Parcel or Parcels, as applicable, on which one (1) or more mobile home sites and common areas are located.
- (21) **MOBILE HOME SITE** means a site in a mobile home park, in which the site is occupied or intended to be occupied by a tenant or licensee for the purpose of being occupied by a mobile home.
- (22) **NOTICE** means a “NOTICE TO CONNECT”.

- (23) **NOTICE TO CONNECT** means an order issued by the Manager or an Officer to an owner of a Parcel or premise that requires that owner to install and maintain a building sewer and/or service connection from the premise to the community sewer system.
- (24) **OFFICER** means an employee of the Regional District who implements and enforces this Bylaw, including the Engineering Technologist of Water Services, Project Engineer of Water Services, a Building Inspector, or a Bylaw Enforcement Officer, or any person designated by the Regional District to act on her or his behalf to carry out the function of the Officer under this Bylaw.
- (25) **ORDER** means an order issued under this Bylaw.
- (26) **OWNER** means:
- (a) in respect of property, has the same meaning as defined in the *Community Charter*;
  - (b) in respect of a business, means the owner, manager, president, or person who may otherwise act on behalf of a business;
  - (c) in respect of waste, means the person who produces, discharges, carries, possesses, or is otherwise responsible for that waste.
- (27) **PARCEL** means any lot, block, or other area in which land is held or into which it is subdivided, but does not include a highway.
- (28) **PREMISES** means a Parcel of land, including any buildings or structures or both or any part thereof that have a Service Connection.
- (29) **PROPERTY** includes land and improvements.
- (30) **REGIONAL DISTRICT** means the Regional District of Nanaimo
- (31) **SANI-DUMP** means any facility that is used or may be used for the discharge of recreational vehicle waste to a sanitary sewer.
- (32) **SANITARY SEWAGE** means human excreta and waterborne waste from the non-commercial and non-industrial preparation and consumption of food and drink, dishwashing, bathing, showering, and general household cleaning and laundry. Includes domestic sewage.
- (33) **SANITARY SEWER** means a sewer which carries sanitary sewage but which is not intended to carry storm water, ground water, or uncontaminated water.
- (34) **SERVICE AREA** means the area defined by Bowser Village Sanitary Sewer Service Establishment Bylaw No. 1760, 2017 including any of its amendments or any bylaw that may replace it.
- (35) **SERVICE CONNECTION** means any sewer extending from a community sewer system to a property line.

- (36) **SEWAGE** means the composite of water wastes and water-carried wastes from residential commercial, industrial, or institutional premises or any other source.
- (37) **SEWER SYSTEM** means all pipes, conduits, drains, pumps, and other equipment and facilities owned by the Regional District for the purpose of providing sewage collection, conveyance, treatment, and/or disposal.
- (38) **STORM WATER** means water resulting from natural precipitation from the atmosphere, including water from inflow and infiltration;
- (39) **THREAT TO HUMAN OR ENVIRONMENTAL HEALTH OR THE ENVIRONMENT** means any condition, thing, or activity that causes or may cause:
- (a) a health hazard, as defined in the *Public Health Act*;
  - (b) a health impediment, as defined in and prescribed under the *Public Health Act*;
  - (c) pollution, as defined in the *Environmental Management Act*; or,
  - (d) effluent to be introduced into the environment, as defined in the *Environmental Management Act*.
- (40) **WASTE** means any substance that is or is intended to be discharged or discarded to the Community Sewer System, including sewage.
- (41) **WATER** means any water including seawater, surface water, groundwater, storm water and ice.

## PART II: WASTE DISCHARGES

### 4. DISCHARGE RESTRICTIONS

A person must not discharge or allow or cause to be discharged any waste to any sewer or plumbing fixture that ultimately discharges to a Community Sewer System that:

- (1) contravenes Bylaw No. 1730;
- (2) causes or may cause any nuisance;
- (3) interferes or may interfere, in any manner, with the proper functioning, maintenance, or repair of any sewer.

### 5. BYLAW No. 1730 SHALL PREVAIL

Where there is conflict between this Bylaw and Bylaw No. 1730, Bylaw No. 1730 shall prevail.

## PART III: SERVICE CONNECTIONS

### 6. NUMBER OF CONNECTIONS

Each Parcel that is Capable of Connection shall have one (1) Service Connection, unless the Regional Board approves an additional connection to address issues regarding the configuration of buildings and structures on the Parcel.



**7. PARCELS OUTSIDE SERVICE AREA**

A person must not connect a Parcel to the Community Sewer System if that Parcel is outside the service area, or if the connection of that Parcel to a Community Sewer System contravenes or is not consistent with any applicable official community plans or other enactments unless:

- (1) the Parcel's existing sewerage system causes or may cause threat to human health or the environment;
- (2) the connection is approved by the Regional Board;
- (3) a covenant to restrict development is placed on the Parcel to be included; and,
- (4) the service area is amended to include that Parcel.

**8. MANDATORY CONNECTION TO SANITARY SEWER SERVICE**

- (1) Following the completion and commissioning of the wastewater treatment plant, an owner of a Parcel within the Service Area that is Capable of Connection must connect or cause any building on the Parcel to be connected to the Community Sewer System by means of a Service Connection and Building Sewer.
- (2) The Manager or an Officer may issue a Notice to Connect to an Owner of any Parcel that is Capable of Connection to require the Owner to carry out the connection of a building or structure within the time period specified in the Notice to Connect: and,
  - a) a Notice to Connect may be issued in the form and manner set out in Schedule 'A';
  - b) an Owner of the Parcel must, at her or his expense, install and maintain the Building Sewer and any other works as specified in the Notice to Connect;
  - c) an owner of the Parcel must, at her or his expense, do all things necessary to meet the requirements of the Notice to Connect, including site excavation and remediation.
- (3) An Owner must comply with all applicable provisions of this bylaw in carrying out the connection referred to in subsections (1) and (2).
- (4) Where an Owner fails or neglects to connect a Parcel under this section by the time stipulated for connection, the user charge referred to in section 26 applies as if the Parcel had been connected.

**9. DELIVERY OF THE NOTICE**

- (1) A Notice to Connect will be sent by registered mail or delivered by personal service to an Owner of a Parcel that is Capable of Connection. The Notice will require the Owner to connect or cause to be connected the buildings or structures on the Parcel to the Sewer Connection within the period specified in the Notice to Connect. The period specified will not be less than four months and not more than eight months after the date on the Notice to Connect.
- (2) The Notice will be deemed to have been received upon service or three days after mailing.

**10. FAILURE TO COMPLY**

- (1) An Owner must not fail to connect a building or structure on the Parcel to the Sewer Connection on or before the expiry of the time stipulated in the Notice to Connect.
- (2) After the expiry of the dates specified in the Notice to Connect for the Parcel, the user charge under section 26 applies to a Parcel that is Capable of Connection, to be determined in accordance with Schedule 'C', whether the connection has been made or not.

**11. CONNECTION LOCATION AND DEPTH**

- (1) The Manager or an Officer may designate the location of the Service Connection and/or the Building Sewer;
- (2) The Manager or an Officer may determine the depth of the Service Connection and/or the Building Sewer;
- (1) Where a gravity sewer system is available, a person must install the Building Sewer with sufficient depth to provide gravity flow from the lowest floor of any building or structure, except where gravity flow is made impractical by the relative elevation of the sewer and the lowest floor of the building or structure or by any other cause.
- (2) Where a pressurized sewer system is available, the installation of an on-site pressure-building system including pump and service pipe is required.

**12. CONNECTION TO SERVICE CONNECTION**

- (1) Where a Service Connection to a Parcel has not been installed, an Owner must install a Service Connection prior to installing a Building Sewer;
- (2) Where an Owner installs a Building Sewer prior to installation of the Service Connection, the Regional District is not responsible for meeting the elevation of the Building Sewer or connecting the Community Sewer System to the Building Sewer.

**PART IV: CONNECTION RESTRICTIONS**

**13. CROSS-CONNECTIONS PROHIBITED**

A person must not directly or indirectly connect or cause to be connected any roof drain, perimeter drain, rock pit, sump pump, basement drain, or other storm water drain to the Community Sewer System.

**14. ILLEGAL CONNECTIONS**

A person must not connect or allow to be connected any Parcel to the Community Sewer system:

- (1) without the required permits or written authorization from the Manager or an Officer;
- (2) contrary to the provisions of this Bylaw.

**15. DISCONNECTION OF CROSS-CONNECTIONS AND ILLEGAL CONNECTIONS**

- (1) The Manager or an Officer may order the immediate disconnection, stopping up, and closing of a Service Connection at the expense of the Owner for:
  - (a) contravention of any provision of this Bylaw,
  - (b) failure to maintain the Building Sewer or any other plumbing on the Parcel to the standard of the B.C. Plumbing Code or any other applicable Enactment;
  - (c) the discharge of any waste contrary to this Bylaw or Bylaw No. 1730.

**16. DAMAGE AND ALTERATIONS**

A person must not:

- (1) damage, destroy, uncover, deface, alter or otherwise tamper with any part of the sewer system;
- (2) make any alteration or connection to a sewer system without obtaining the required permits or written authorization from the Manager or an Officer.

**PART V: APPLICATION, CONSTRUCTION, AND PERMITTING**

**17. BYLAW No. 500 AND BYLAW No. 1250 SHALL PREVAIL**

- (1) Where there is a conflict between this Bylaw and Bylaw No. 500, Bylaw No. 500 shall prevail;
- (2) Where there is a conflict between this Bylaw and Bylaw No. 1250, Bylaw No. 1250 shall prevail.

**18. APPLICATION AND PERMIT FOR SEWER INSTALLATION**

- (1) An Owner wishing to connect a Parcel to the Community Sewer System shall make an application to the Regional District in the same manner and form as prescribed by Bylaw No. 500 and/or Bylaw No. 1250.

**19. CONNECTION FEE**

- (1) In addition to any other charges or fees, an Owner must pay the Service Connection fee as prescribed in Schedule 'B' of this Bylaw at the time of application for the purpose of the connection of the Building Sewer to the Service Connection.
- (2) The Service Connection fee is non-refundable.

**20. CONSTRUCTION STANDARDS**

- (1) Any Building Sewer or Service Connection must be built and maintained in accordance with the B.C. Building Code, B.C. Plumbing Code, Bylaw No. 500, Bylaw No. 1250 and any other federal, provincial, regional, or municipal enactments that govern the installation and maintenance of sewer systems.

**21. SANI-DUMP REQUIREMENTS**

- (1) A person must not construct, install, or operate a sani-dump on any Parcel, unless permission is obtained from the Manager or an Officer;

- (2) A person who receives permission under 21(1), must comply with Bylaw No. 1730.

## **PART VI: SEWER MAINTENANCE**

### **22. RESPONSIBILITY OF OWNER**

The installation, repair, maintenance, and operation of any Building Sewer are at the sole expense and responsibility of the Owner of the Parcel on which that Building Sewer is located.

### **23. BLOCKAGES AND REPAIR**

Where there is any failure to a service connection or building sewer, the Owner of the Parcel must:

- (1) first determine the location of the failure;
- (2) if a failure is found to exist in the building sewer, the Owner of the Parcel must remedy the failure, at her or his expense;
- (3) if a failure is found to exist in the Service Connection, the Owner of the Parcel must immediately notify the Manager or an Officer, and all costs incurred by the Regional District in restoring the Service Connection must be paid by the Owner of the Parcel served by the Service Connection.

## **PART VII: ABANDONMENT**

### **24. ABANDONMENT OF SEWER**

When any building sewer is abandoned, the Owner of the Parcel must notify the Manager or an Officer and the Owner must effectively block up the Building Sewer at the Service Connection with a water tight seal approved by the Manager or an Officer.

### **25. ABANDONMENT OF ON-SITE SEWERAGE SYSTEM**

Within 30 days of the completion of the Service Connection, the Owner of the Parcel shall pump-out and abandon or decommission any existing septic tank or holding tank on the Parcel in accordance with all applicable enactments and standards. Tank contents shall be disposed of in a lawful manner.

## **PART IX: USER CHARGES**

### **26. BOWSER VILLAGE USER CHARGES**

The Owner of a Parcel that is within the Service Area and that is connected to the Community Sewer System must pay the user charge based on the use or class of user as prescribed in Schedule 'C'. Where the use or class of user cannot be determined, the zoning designation will be used to determine the charges.

## **PART X: BILLING AND PAYMENT**

### **27. BILLING AND PAYMENT GENERAL**

- (1) Invoices for user charges will be issued annually on May 16<sup>th</sup>. The Regional District may vary billing dates as it deems necessary or desirable.
- (2) Invoices for user charges are due and payable on the date set out in the invoice.
- (3) Despite subsections (1) and (2) in the case of a new connection, the user charge may be invoiced after May 16 of the year in which the new connection is made; and may be prorated to a portion of the year; and shall be due and payable on the date set out in the invoice.
- (4) Billing complaints and requests for adjustments must be received by the Regional District within one year of the applicable invoice's due date. Requests received after that time will not be considered.
- (5) Invoices that remain unpaid after the 31<sup>st</sup> of December in any year shall be deemed to be taxes in arrears with respect to the Parcel in respect of which the user charge was imposed, in accordance with the *Local Government Act*.
- (6) The Director of Financial Services is authorized to make billing adjustments in accordance with applicable Regional District of Nanaimo policy.
- (7) User charges for new connections shall be calculated from the first (1<sup>st</sup>) of the month.
- (8) The Owner of a Parcel must notify the Regional District of a change of use of the Parcel.

### **28. BILLING FOR ABANDONED SEWERS**

- (1) Where a building sewer is abandoned in accordance with section 24 of this Bylaw and upon the approval of the Manager or an Officer, user charges imposed by this Bylaw may be suspended for that Parcel unless that connection becomes re-commissioned or is replaced by another connection on that same Parcel.

## **PART XI: ENFORCEMENT**

### **29. RIGHT OF ENTRY FOR INSPECTION**

Pursuant to section 419 of the *Local Government Act*, and subject to section 16 of the *Community Charter*, the Manager, an Officer or agent may enter, at all reasonable times, on any property to inspect and determine whether all regulations, prohibitions and requirements are being met.

### **30. OFFENCE AND MAXIMUM PENALTY**

A person who contravenes a provision of this Bylaw is guilty of an offence and is liable to a penalty not exceeding \$2,000.

**31. OTHER REMEDIES**

Nothing in this Bylaw shall limit the Regional District from pursuing any other remedies that are otherwise available to the Regional District at law.

**PART XII: GENERAL**

**32. OTHER ENACTMENTS**

Nothing in this Bylaw shall be interpreted as relieving a person from complying with other applicable enactments.

**33. SCHEDULES**

- (1) The schedules appended hereto shall be deemed to be an integral part of this Bylaw;
- (2) An employee of the Regional District may update, re-format, or edit any application, notice, or other form that accompanies a schedule as necessary, including both paper and digital forms, without an amendment to this Bylaw provided that the changes or edits made comply with this Bylaw.

**34. SEVERABILITY**

If any provision of this Bylaw is found to be invalid or unenforceable by a court of competent jurisdiction, it may be severed from the Bylaw, and such invalidity or unenforceability shall not affect the validity or enforceability of the remaining provisions.

**35. HEADINGS**

The headings and the table of contents in this Bylaw are inserted for convenience of reference only and in no way limit, expand, or alter the contents of this Bylaw.

Introduced and read three times this \_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

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

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CHAIRPERSON

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CORPORATE OFFICER

Schedule 'A' to accompany  
"BYLAW NO. 1773, 2018".

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CHAIR

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CORPORATE OFFICER

## **1. SCHEDULE 'A': NOTICE TO CONNECT**

A notice to connect shall include the information substantially as prescribed in this schedule:

### **1. NOTICE TO CONNECT**

The Notice to Connect will be prepared in writing and sent by mail, and shall contain not less than the following information:

- (1) The name of an owner of the Parcel to be connected;
- (2) The civic address of the Parcel to be connected;
- (3) A statement of the requirement that the Parcel must be connected to the sewer system;
- (4) A statement of the requirement that the Building Sewer must be constructed, installed, and maintained at the expense of the owner;
- (5) A statement of the requirement that the Building Sewer must be constructed to the then current standards of the B.C. Building Code, B.C. Plumbing Code, and any other applicable enactments;
- (6) Any requirements or conditions of the construction of the Building Sewer, including:
  - (a) the date by which the Parcel must be connected,
  - (b) that any on-site sewerage system, such as septic tanks or holding tanks, must be abandoned or decommissioned at the expense of the owner,
  - (c) any other applicable requirements or conditions;

### **2. USER FEE**

- (7) That if an Owner fails to comply with the Notice to Connect by the required date, the Regional District may charge a user fee against a Parcel that is Capable of Connection; and
- (8) The name, contact information, and signature of the Manager or Officer issuing the notice.

Schedule 'B' to accompany  
"BYLAW NO. 1773, 2018".

\_\_\_\_\_  
CHAIR

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

**2. SCHEDULE 'B': CONNECTION FEE**

The connection fee is set as follows: \$300.00

**NOTES:**

These connection fees are for work within the road right-of-way. Further costs to physically connect to the Community Sewer System including costs of the Building Sewer are at the expense of the property owner.

DRAFT



Schedule 'C' to accompany  
"BYLAW NO. 1773, 2018".

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CHAIR

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CORPORATE OFFICER

### 3. SCHEDULE 'C': BOWSER VILLAGE USER CHARGES

Rates Payable:

<b>Classification of Parcel or Use and Basis for Charge:</b>	<b>Annual Rate</b>
Single-family dwellings, townhouses, and duplexes – per unit	\$879
Multi-family dwellings – per unit	\$879
Cafes and Restaurants – per CRU (Commercial Retail Unit)	\$1,047
Camping – per building	\$879
Camping – per space with a sewer connection	\$561
Churches, Public Halls, Community Centers and similar facilities – per building or use	\$654
Congregate Care Facility – per bed	\$440
Hotels / Motels – per room	\$879
Laundry, Laundromat, or Dry Cleaners – per washer	\$879
Licenses Premises – per building or use	\$879
Mobile Homes – per site within a Mobile Home Park	\$879
Mobile Homes – per unit where the unit is not located within a Mobile Home Park	\$879
Commercial premises – per CRU (Commercial Retail Unit)	\$1,047
Schools – per classroom	\$1,319



## ALTERNATIVES

1. That “Bow Horn Bay Fire Protection Service Amendment Bylaw No. 1385.09, 2018” be introduced, read three times and forwarded to the Inspector of Municipalities for Approval.
2. Provide alternate direction to staff.

## FINANCIAL IMPLICATIONS

There are no significant financial or operational implications.

## STRATEGIC PLAN IMPLICATIONS

The strategic plan implications would be for the Bow Horn Bay Fire Department to have their members aware of the additional properties they will be responding to, and to familiarize their department with the properties and adapt any training required for emergency response to the subject area. This is in line with the RDN’s strategic priority to focus on service and organizational excellence by viewing our emergency services as core elements of community safety.



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Doug Gardiner  
[dgardiner@rdn.bc.ca](mailto:dgardiner@rdn.bc.ca)  
June 19, 2018

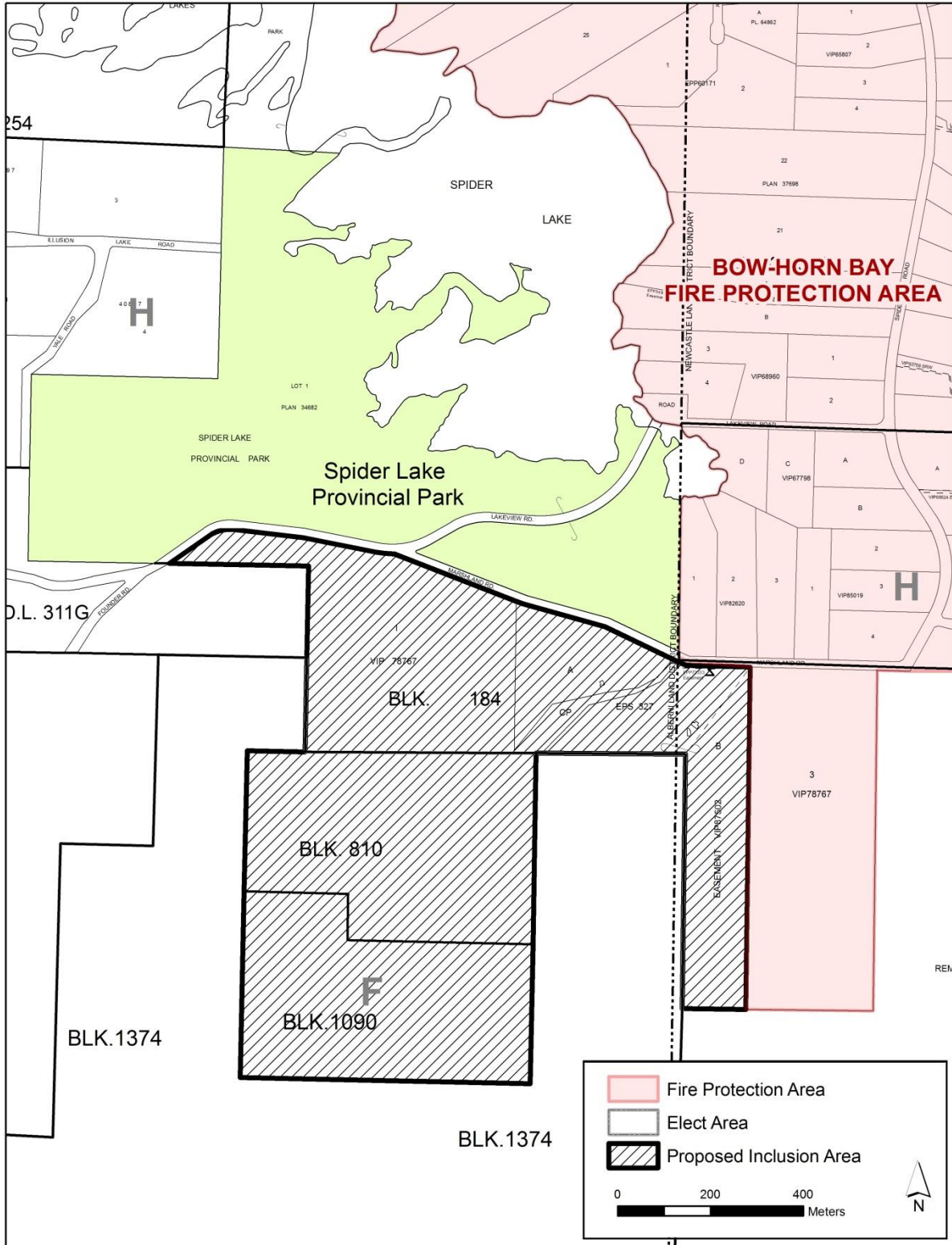
### Reviewed by:

- E. Beauchamp, A/ Manager, Emergency Services
- D. Pearce, Director, Transportation & Emergency Services
- P. Carlyle, Chief Administrative Officer

### Attachments

1. Subject Area Map
2. Bow Horn Bay Fire Protection Service Amendment Bylaw No. 1385.09, 2018

**Attachment 1 – Subject Area Map**



**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 1385.09**

**A BYLAW TO AMEND THE BOUNDARIES  
OF THE BOW HORN BAY FIRE PROTECTION SERVICE**

WHEREAS the Regional District of Nanaimo established the Bow Horn Bay Fire Protection Service pursuant to Bylaw No. 1385, cited as "Bow Horn Bay Fire Protection Service Establishment Bylaw No. 1385, 2004";

AND WHEREAS the Board of the Regional District of Nanaimo has been petitioned by the property owners to extend the boundaries of the service area to include the lands shown outlined in black on Schedule 'A' of this bylaw;

AND WHEREAS the approval of the Inspector of Municipalities has been obtained;

AND WHEREAS at least 2/3 of the service participants have consented to the adoption of this bylaw in accordance with section 349 of the *Local Government Act*;

THEREFORE BE IT RESOLVED that the Board of the Regional District of Nanaimo, in open meeting assembled enacts as follows:

**1. Citation**

This bylaw may be cited for all purposes as "Bow Horn Bay Fire Protection Service Amendment Bylaw No. 1385.09, 2018".

**2. Amendment**

"Bow Horn Bay Fire Protection Service Establishment Bylaw No. 1385, 2004" is hereby amended as follows:

(1) By deleting section 3 and replacing it with the following:

"3. The Participating Areas for the Service are Electoral Areas 'F' and 'H'."

(2) By amending the boundaries of the Bow Horn Bay Fire Protection Service area to include the properties outlined in black on Schedule 'A' attached to and forming part of this bylaw.

Introduced and read three times this \_\_\_\_ day of \_\_\_\_\_, 2018.

Received the approval of the Inspector of Municipalities this \_\_\_\_ day of \_\_\_\_\_, 2018.

Adopted this \_\_\_\_ day of \_\_\_\_\_, 2018.

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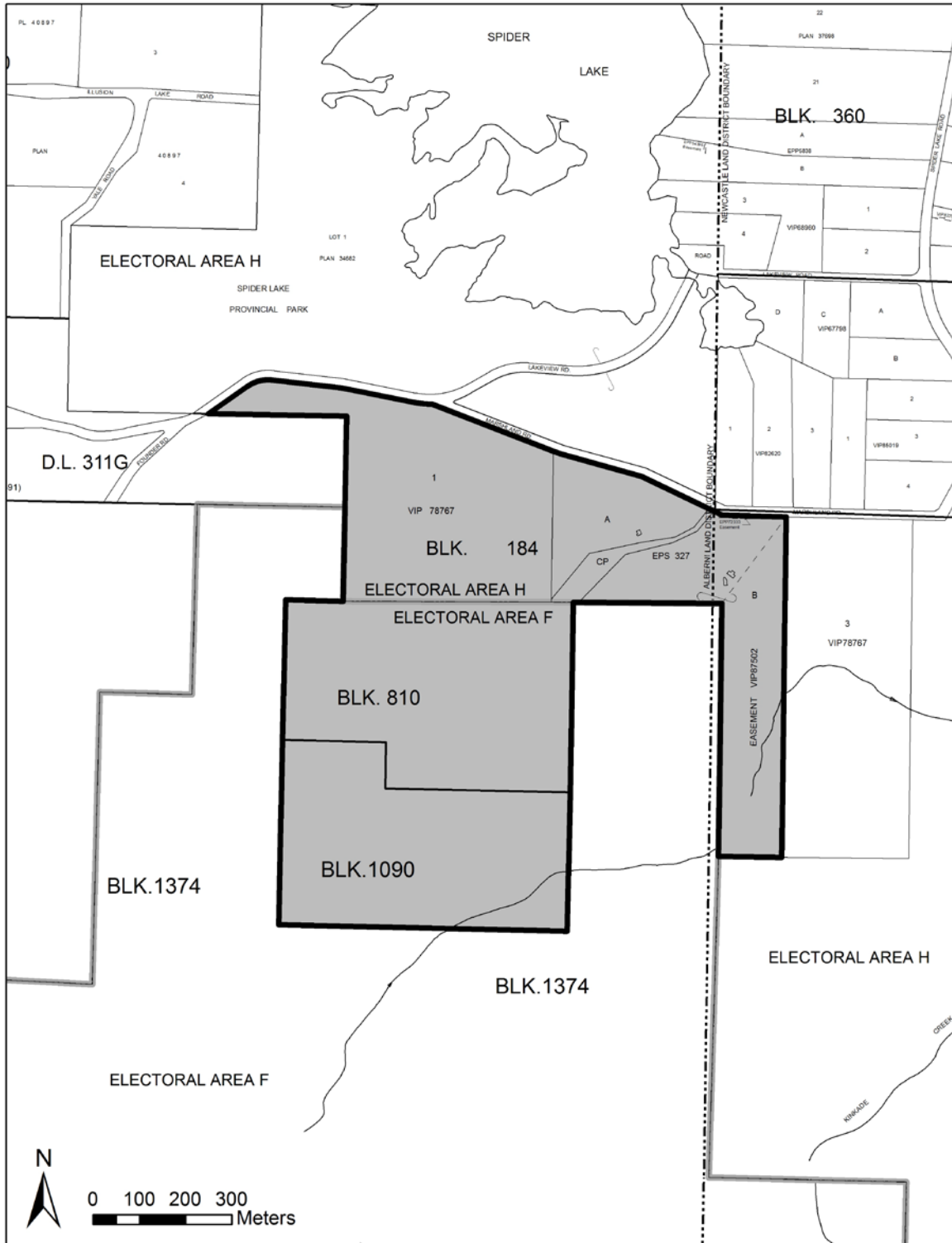
CHAIR

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CORPORATE OFFICER

Chair

Corporate Officer





## ALTERNATIVES

1. That “Dashwood Fire Protection Service Amendment Bylaw No. 964.06, 2018” be introduced and read three times.
2. Provide alternate direction to staff.

## FINANCIAL IMPLICATIONS

There are no significant financial or operational implications.

## STRATEGIC PLAN IMPLICATIONS

The strategic plan implications would be for the Dashwood Fire Department to have their members aware of the additional properties they will be responding to, and to familiarize their department with the properties and adapt any training required for emergency response to the subject area. This is in line with the RDN’s strategic priority to focus on service and organizational excellence by viewing our emergency services as core elements of community safety.



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Doug Gardiner  
[dgardiner@rdn.bc.ca](mailto:dgardiner@rdn.bc.ca)  
June 20, 2018

### Reviewed by:

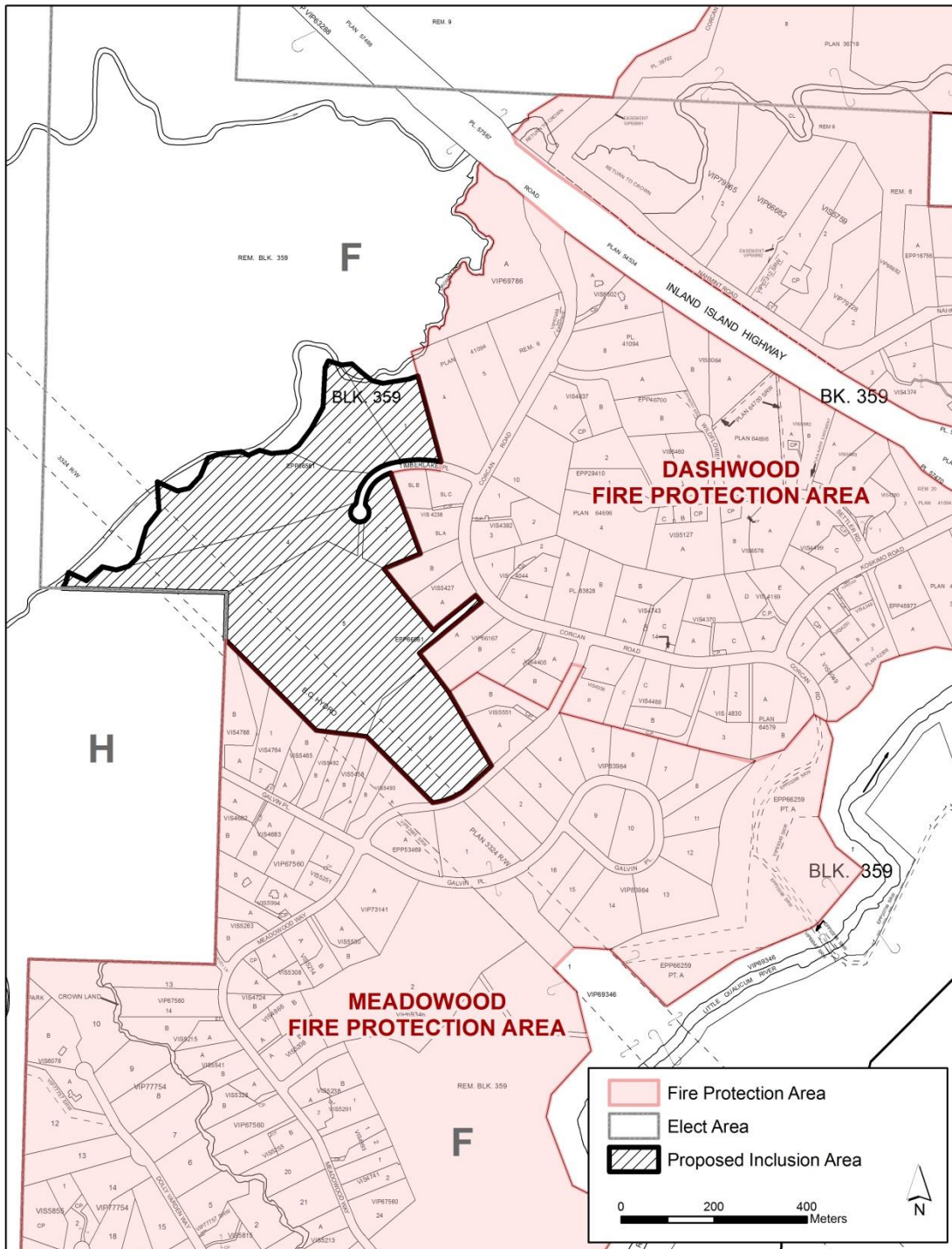
- E. Beauchamp, A/ Manager, Emergency Services
- D. Pearce, Director, Transportation & Emergency Services
- P. Carlyle, Chief Administrative Officer

### Attachments

1. Subject Area Map
2. Dashwood Fire Protection Service Amendment Bylaw No. 964.06, 2018



Attachment 1 - Subject Area Map



**REGIONAL DISTRICT OF NANAIMO**

**BYLAW NO. 964.06**

**A BYLAW TO AMEND THE BOUNDARIES  
OF THE DASHWOOD FIRE PROTECTION SERVICE**

WHEREAS the Regional District of Nanaimo established the Dashwood Fire Protection Service pursuant to Bylaw No. 964, cited as "Dashwood Fire Protection Service Conversion and Boundary Amendment Bylaw No. 964, 1996";

AND WHEREAS the Board of the Regional District of Nanaimo has been petitioned by the property owners to extend the boundaries of the service area to include the lands shown outlined in black on Schedule 'A' of this bylaw;

AND WHEREAS at least 2/3 of the service participants have consented to the adoption of this bylaw in accordance with section 349 of the *Local Government Act*;

THEREFORE BE IT RESOLVED that the Board of the Regional District of Nanaimo, in open meeting assembled enacts as follows:

**1. Citation**

This bylaw may be cited for all purposes as "Dashwood Fire Protection Service Amendment Bylaw No. 964.06, 2018".

**2. Amendment**

"Dashwood Fire Protection Service Conversion and Boundary Amendment Bylaw No. 964, 1996" is hereby amended as follows:

- (1) By amending the boundaries of the Dashwood Fire Protection Service area to include the properties outlined in black on Schedule 'A' attached to and forming part of this bylaw.

Introduced and read three times this \_\_\_\_ day of \_\_\_\_\_, 2018.

Adopted this \_\_\_\_ day of \_\_\_\_\_, 2018.

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CHAIR

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CORPORATE OFFICER

Chair

Corporate Officer

