

Schedule 1
Revised Project Terms of Reference

AMENDED

Area H Village Planning Project

Terms of Reference

1.0 Background

The Electoral Area 'H' Official Community Plan (OCP), adopted in 2004, designates and provides guidance on the development of three village centres in Electoral Area 'H'. They are named the Dunsmuir, Qualicum Bay and Bowser Village Centres (*see Appendix 1 for Location Map*). In addition to providing policy direction for the village centres, the OCP directs that village centre plans be carried out within five years or before the next OCP review.

At the request of the Area Director, and based on community interest and OCP direction, the RDN has allocated funding in 2008 to start working with the community to look at village planning.

The general location of the three Area 'H' village centres was first identified in the 1997 Regional Growth Strategy. The boundaries of the centres were developed through the Shaw Hill – Deep Bay Official Community Plan process in 1996, at which time a number of planning policies were developed to assist with the implementation of the village centres, including residential densities, density bonuses, development permit requirements, and the use of a design panel process. Policies were also included requiring further assessment of the Dunsmuir Village Centre prior to further rezoning of this area. Prior to the next OCP review in 2003, few changes occurred in the village centre areas, due in part, to issues related to sewer servicing.

Through the 2003 - 2004 OCP Review process, a number of the original village centre policies were removed in favour of creating village centre plans. The current OCP implementation schedule identifies further studies and works required to address village centres, including investigations of sewer servicing requirements for village centres, a watershed study with specific reference to aquifer quality and quantity, and the creation of village centre plans. While providing some policy direction for the village centre areas, the OCP does not specifically outline what the village centre plans would need to address.

The last few years have seen continued residential and population growth in the Dunsmuir to Deep Bay areas, with only a limited amount of residential development occurring within the village centre areas. The Bowser Village Centre area continues to diversify in terms of the mixture of uses and services, including the recent introduction of a library. There is interest in developing seniors housing in the area.

There is likely to be continued interest to develop outside of the village centre areas, including the Deep Bay area, which was never included as a village centre, but has commercial activities taking place in association with the Deep Bay wharf, shellfish industry activities, and the shellfish research station.

There was a high degree of community participation in the 2003 - 2004 OCP review, and the Electoral Area 'H' Official Community Plan contains a Community Values Statement which states, amongst other values, the requirement for "comprehensive public consultation with respect to decisions about the future development of all lands and services within (Area 'H') communities".

Prior to developing the proposed Terms of Reference for this project, Planning staff held an Open House in Area 'H' on June 9, 2008 to help staff better understand the scope of planning issues related to the village centres and village planning from a community perspective. An in-depth questionnaire was developed, seeking input on a range of topics, including:

- what has been happening since the last OCP review;
- guiding principles for the project;
- what is important to people as we undertake further planning;
- more specific issues and opportunities, related to all three village centres, a particular centre area or surrounding area;
- questions or comments on the location, size or boundaries of the village centres;
- the concept of preparing a village plan versus a village centre plan;
- who should be involved in this project; and,
- how the RDN should communicate about the project with the community.

Feedback results are contained in a separate report which can be made available upon request. While the RDN did not receive a large number of responses (14 questionnaires returned in addition to open house comment boards available to the 40 - 50 open house attendees), the results did help staff to understand better the scope of planning issues related to the Area 'H' village centres.

The results suggest that:

- changes in the community are being noticed, in terms of additional residential and population growth;
- there is support to develop a set of sustainability principles that would guide village planning and the RDN Strategic Plan Vision Statement, the RGS Goals and the Electoral Area 'H' OCP Community Values Statement could be a good basis from which to derive these principles;
- there are questions regarding the location, size or boundaries of the existing village centres;
- there is support to prepare "village plan(s)", as opposed to "village centre plans", the difference being that village plan(s) would help to provide direction on the village centres and provide a better picture of how village centres relate to the surrounding context; and,
- the scope of issues that are on the minds of residents include:
 - mobility (road safety, alternatives to car travel, including public transit, rail, and walking and cycling connections);
 - the location and type of additional local commercial and tourist uses;
 - health services;
 - infrastructure (e.g. water, sewer, storm water);

- affordable housing and types of housing;
 - the role of open space in village centres;
 - sustainability and environmental protection;
 - sense of place, community identity and how much and what type of growth is desired;
 - the future of the Dunsmuir, Qualicum Bay, Bowser and Deep Bay areas and the roles of each of these areas; and,
 - financial implications of village planning.
- Everyone in the community should have the opportunity participate in this project, and efforts should be made to encourage groups that are typically under-represented (e.g. youth);
 - A range of communication methods should be considered including open houses, newsletters, e-mail, and advertisements through The Beacon.

The feedback received through this process, along with initial background research has helped to shape the proposed Terms of Reference. While efforts have been made to anticipate the scope of work required, flexibility will be required to adjust or fine-tune the work program in response to emerging issues or opportunities.

2.0 Purpose

The purpose of the Area 'H' Village Planning Project is two-fold:

1. To carry out a planning process that is based on Sustainability Principles, and which assists the Area 'H' Community in determining how it would like to address these principles through village centres and village planning.
2. To prepare a village plan(s) which provides comprehensive guidelines for the development of village centres, and which recognizes the relationship of the village centres to one another and to the surrounding areas.

Supporting goals include:

- To carry out a public participation process which provides opportunities for all interested residents, business owners, community interest groups, and government agencies to participate in village planning for Area 'H';
- To encourage those people, groups or agencies who are most affected by an issue, or that have an ability to assist in understanding or problem solving around an issue, to participate;
- To encourage an integrated approach to planning by identifying matters where a multi-disciplinary approach (i.e. involving a combination of land use, transportation, parks and environmental planning, engineering, architecture and/or other disciplines) would be useful, and by creating opportunities for multi-disciplinary discussions and solutions; and,
- To provide a planning process which acknowledges that there may be a variety of perspectives on a number of matters and which provides a respectful and productive approach to consensus building.

3.0 Study Area

The OCP directed that “village centre plans” be created, and on first read, this would imply study areas defined by the village centre areas themselves.

Based on initial research and Community feedback, Planning staff believe that the project needs to be based on a broader Study Area, including the Dunsmuir, Qualicum Bay, Bowser and Deep Bay areas, and that it is important for this planning process to consider how these areas relate to one another. Through the process, it will become clearer as to whether there should be one Village Plan for the entire area, or perhaps a series of plans.

4.0 Scope of Work

The proposed work program consists of two main parts:

Part 1: Establishing the groundwork for village planning in Area ‘H’

- Background Research
- Establishing a set of Guiding Principles Based on Sustainability
- Understanding Issues and Opportunities: What do these principles mean in the context of the Dunsmuir to Deep Bay Area? How are we currently addressing these principles? What further steps are required?
- Identifying Solutions

Part 2: Preparing Village Plan(s)

Part 1: Establishing the groundwork for village planning in Area ‘H’

Step 1 Background Research

Planning staff will produce a background report that will provide the community and others a good basis from which to begin the project.

The Study will include:

- RDN planning policies related to the village centres in Area ‘H’;
- Other RDN planning initiatives related to village centres in Area ‘H’;
- Outside Agency Initiatives/Roles related to village centres in Area ‘H’;
- Status of current planning for village centres in Area ‘H’ and surrounding areas;
- A summary of consultation/feedback undertaken to date regarding the village centres and village planning;
- A summary of issues & opportunities identified to date; and,
- The purpose of the Area ‘H’ Village Planning Project and the Terms of Reference

The report will include information collected to date, in addition to further research and consultation with outside agencies and community interest groups.

Step 2 Establishing Sustainability Principles as Guiding Principles

Planning staff will review the work program with the Community, and ask the Community to help confirm a set of Sustainability Principles that will guide village planning.

The Regional District of Nanaimo, through its 2006 - 2009 Strategic Plan, signing onto the BC Climate Action Charter, and the Regional Growth Strategy, has committed to working to become a more sustainable region. The Electoral Area 'H' Community, through its current Official Community Plan, has adopted a Community Values statement which embraces many sustainability principles.

The RDN received support at the Open House and via the questionnaire feedback to establish a set of Sustainability Principles that would guide village planning. Most respondents indicated that the Electoral Area 'H' OCP Community Values Statement, the 2006 - 2009 Strategic Plan and the Regional Growth Strategy goals would serve as a useful basis from which to develop these principles.

Based on this support, one of the first steps in the work program will be to work with the Community to confirm a set of Sustainability Principles which will help to guide the process and provide a common ground for discussions.

Step 3 Understanding Issues and Opportunities:

Having developed a set of Sustainability Principles in Step 2, Planning Staff will now work with the Community to think about:

- What these sustainability principles mean in the context of the Dunsmuir to Deep Bay Area;
- How we (collectively) are currently addressing these principles (what is working well); and,
- What further steps or measures are desired to address these principles (what is not working as well).

Planning staff will work with the Community to provide a variety of opportunities for the community to participate in this step.

It is anticipated that this step may result in the need for additional work and/or expert opinion on topics such as:

- liquid waste infrastructure;
- water quality and quantity;
- storm water management;
- transportation systems, including roads, bus and rail systems, and walking and cycling networks;
- green development standards; and,
- village design (aesthetics).

There is a limited budget within the project to undertake specific studies. Planning staff will work with the Community to prioritize what types of studies are required.

This step will result in a third Project report, which will summarize the issues and opportunities identified, and provide a framework for moving to the next step.

Step 4 Identifying Solutions

Having better understood the issues and opportunities for village centres planning and village planning, Planning staff will work with the Community to look at how the village centres and a Village Plan(s) can help to address the issues and opportunities identified in Step 3.

Planning staff will work with the Community to identify a process for problem solving and consensus building. It may be that smaller working groups are formed and/or that various proposals are put together for the Community's consideration. Other approaches may also be identified at this time.

To the extent possible, staff will encourage a multi-disciplinary approach to problem solving and encourage those who are most affected by an issue to become part of the problem solving process, including residents, business operators and owners, interest groups and government agencies.

Part 2: Preparing Village Plan(s)

The second part of the project provides an important deliverable, a village plan(s) which will guide the development of village centres and which will provide a better understanding of not only the village centres, but the surrounding neighbourhoods and areas that together with the village centre form a village(s). It will become clearer as the project progresses as to whether there should be one Village Plan for the entire area, or perhaps a series of plans.

4.0 Public Consultation Strategic Plan

4.1 Background

The success of the Area 'H' Village Planning process is dependent on a comprehensive public consultation plan that enables Planning staff to work together with community members at large (residents and business owners), community interest groups, local business associations, and government agencies in a meaningful and productive way.

In preparing this Public Consultation Strategy staff have considered:

- feedback received by the Area 'H' Community at the June 2008 Open House and subsequent questionnaire feedback;
- **Local Government Act** requirements; and,
- the Regional District of Nanaimo Public Consultation Policy.

Community Feedback

Community feedback from the June 2008 Open House and questionnaire is in keeping with the current Electoral Area 'H' OCP Community Values Statement that requests "comprehensive public consultation" where decisions are being made regarding future development of lands and services. While "everyone" should be involved, it was noted that seniors (particularly those with mobility issues) and youth should be encouraged to participate, along with non-property owners. A number of specific community organizations were identified as well. Several respondents noted a need for Resident Associations in the area.

The Beacon magazine is noted as a primary source of information sharing for the Area 'H' community, and staff will explore opportunities to work with this publication. In addition, while respondents identified a wide range of communication methods, a preference towards open houses, newsletters, weekday or weeknight meetings, e-mail and the internet was indicated. Staff are conscious that not all residents have access to the internet and that opportunities for personal and community discussion are vital.

Local Government Act Requirements

It is anticipated that the Village Plans produced through this project will need to be incorporated into the current Electoral Area 'H' Official Community Plan through an OCP amendment process. Amendments to the Regional Growth Strategy may also be required.

The *Local Government Act* requires that during the development of an amendment of an Official Community Plan, the Regional District, must, at a minimum, provide one or more opportunities it considers appropriate for consultation with persons, organization and authorities it considers will be affected. Furthermore, the Regional District must specifically consider whether consultation is required with the Board of any regional district that is adjacent to the area covered by the plan, the council of any municipality that is adjacent to the area covered by the plan, first nations, school district boards, greater boards and improvement district boards and the Provincial and Federal governments and their agencies.

The Regional District of Nanaimo Public Consultation Policy

The Regional District of Nanaimo Consultation Policy provides a framework to ensure that a comprehensive approach is undertaken with respect to public consultation. In addition to community feedback and *Local Government Act* considerations, Planning staff referred to this policy in establishing guiding principles, communication methods, and an overall consultation schedule.

The following principles will help to guide how public consultation is carried out:

- Opportunities for input throughout the process will be provided for any person, group or agency likely to be affected by this project;

- People, groups or agencies who are most likely to be affected by an issue or those who have an ability to help understand or problem solve will be encouraged to participate;
- Efforts will be made to reach those segments of the population who may be under-represented (e.g. youth, seniors with mobility issues, non-property owners);
- Opportunities for meaningful involvement will be provided and open and informed discussions will be encouraged;
- All positions and input received will be considered and participants will be encouraged to work towards broad-based consensus wherever possible, recognizing that at the end of the project, it may be that not all input can and will be accommodated;
- The different characteristics and ability of the community will be considered and taken into account;
- The integrity of broad public involvement is paramount to the process and must not be superseded by any individual or interest group;
- Interdepartmental and interagency consultation and cooperation will be encouraged;
- Feedback on how public input is being used either at a staff, Committee or Board level and how the public will be affected, will be provided in a timely manner;
- Evaluation components will be used throughout the process to assist staff in learning, making improvements and ensuring proper use of resources; and,
- The project will meet and exceed all required consultation requirements of the *Local Government Act*.

4.3 Area 'H' Village Planning Advisory Group

In addition to community-wide events, the community will be invited to participate in an open advisory group which will confirm and prioritize local issues, act as information sources for both the community as a whole and staff, and help to guide the village plan preparation process.

Any number of interested volunteers including residents, landowners, and stakeholders can participate in the advisory group, although staff will be encouraging residents to attend as many meetings as possible, and will aim to have broad representation. The individuals who attend the Advisory Group Sessions will participate through a series of public meetings to:

- *work with Planning staff on the development of one or more village plans, based on the outcomes of community-wide events. This means that the advisory group will carry forward/refine/add to work accomplished at community-wide level, and take this additional work/refinement back to the community-at large at key stages for information and feedback.*
- *provide/present information at the General Public Events,*
- *provide feedback on one or more Draft Village Plan(s) for the area.*

4.4 Input from Agencies and Organizations

The following agencies and organizations will receive formal referrals from the Regional District of Nanaimo with respect to the Area 'H' Village Planning Project.

<p>Local Government Comox Valley Regional District</p>	<p>Provincial Agencies Ministry of Community Development Ministry of Transportation and Infrastructure Ministry of Environment Ministry of Forests and Range Ministry of Agriculture and Lands Ministry of Energy, Mines and Petroleum resources Integrated Land Management Bureau Agricultural land Commission</p>
<p>Federal Agencies Fisheries and Oceans Canada Canadian Wildlife Service Transport Canada</p>	<p>First Nations Qualicum First Nation Fort Nelson First Nation</p>
<p>Other Government Agencies School District 69 Vancouver Island Health Authority Deep Bay Waterworks District Bowser Waterworks District Qualicum Bay-Horne Lake Waterworks District British Columbia Hydro Terasen Gas</p>	

In addition to the above-noted agencies, other groups and service providers will be consulted as part of the broader consultation process.

4.5 Public Consultation Schedule

The following table outlines the schedule of public events and publications and sets out the key elements of each step in the Electoral Area 'H' Village Planning project. While efforts have been made to anticipate time requirements and the most effective consultation methods, flexibility will be required to adjust or fine-tune this schedule in response to emerging issues or opportunities.

<p>April/May 2008</p>	<p>Background Research and Field visits Initial Community Outreach Advertise June Open House Development website presence</p>
<p>June 2008</p>	<p>June 9, 2008 Community Open House Community Questionnaire</p>
<p>July /August 2008</p>	<p>Draft Project Terms of Reference Conduct further Community Outreach (focus on identifying and</p>

	<p>contacting community interest groups)</p> <p>Provide project update to interdepartmental staff</p> <p>Agency Contact and Interviews – send introductory correspondence and initiate contact with staff members of provincial/referral agencies with planning/management responsibilities in the plan area;</p> <p>Project Report #1 (Background Study) – complete and make available on-line</p> <p>Develop media strategy by RDN staff (The Beacon, PQ News and the RDN Website as the primary advertising sites)</p> <p>Introductory Newsletter – general information about the project, outline schedule of proposed events, invitation to 1st public meeting. Direct mail to all property owners.</p> <p>Advertisement in local papers, website and postings in area for open house/meeting</p>
September	<p>Project Open House – to review the background report, work program and present an overview of how community members can be involved in the process, including proposed Project Committee – announce upcoming workshop date.</p> <p>Summarize Public Meeting/Open House information & post results on website</p> <p>Begin Preparing background materials required for upcoming public workshop.</p> <p>Advertisement in local papers, website and postings in area for public workshop</p>
October	<p>Public Workshop: to establish Guiding Principles for Village Planning based on sustainability & to begin identifying key issues & opportunities</p> <p>Summarize community feedback/results and make information available to workshop participants & community at large</p> <p>Begin preparing discussion papers/background materials required for next public workshop</p> <p>Advertisement in local papers, website and postings in area for public workshop</p>
November/December 2008	<p>Newsletter #2 - project update, including results of project workshop #1, and notice of upcoming workshop.</p> <p>Advisory Group Sessions: Understanding issues & opportunities & developing a framework for working on planning solutions (including who needs to be involved/what work is required)</p> <p>Summarize community feedback/results and make information available to workshop participants & community at large</p> <p>Identify further studies required & draft terms of reference for work to be outsourced.</p> <p>Initiate preparation of additional research/planning studies</p> <p>Begin preparing discussion papers/background materials required for next step</p>

January 2009	<p><i>Advisory Group Session</i> Project Update</p> <p>Newsletter #3 - project update, including results of project workshop #2 and notice of upcoming public event.</p> <p>Advertisement in local papers, website and postings in area for public event.</p> <p>Begin preparing discussion papers/background materials required for next step</p>
February/March	<p><i>Advisory Group Session/Other Public event(s) (tbd)</i> - Identifying solutions – how can Village Centres and village planning help? Examining options/solutions/approaches</p> <p>Summarize community feedback/results and make information available to participants and community at large</p> <p>Begin Drafting Village Plan(s) documents, including proposed amendments to the OCP and RGS (if applicable)</p> <p>Advertisement in local papers, website and postings in area for public event.</p>
April	<p><i>Advisory Group Session: Draft Village Planning Review</i></p> <p>Newsletter #4 – provide update on OCP including next steps</p>
May	Public review & Revisions to Draft
June-July	Initiate Bylaw Adoption Process
September	Adopt Village Plan and amend OCP

5.0 Roles and Responsibilities

The Role of the **General Public** is to provide input into the development of village centres and village planning in Area ‘H’ by helping to confirm guiding principles for village planning and by identifying how the village centres and village planning can help to address planning issues and solutions. Once village plan(s) are completed, it is anticipated that the general public will provide feedback on a proposed amendment to the Official Community Plan for its area through submission and at public hearings.

The Role of the **Electoral Area Director** is to provide situational leadership throughout the community planning process by chairing, facilitating, and/or presenting at public events, and reporting to the RDN Electoral Area Planning Committee and Board on the process as required.

The Role of the **Electoral Area Planning Committee** is to review the Project and final Plans from a regional and sub-regional perspective and make recommendations to the RDN Board on OCP or RGS amendments which may result from the project.

6.0 Resources and Budget

One full-time staff equivalent and mapping resources will be assigned to the project through to completion. The Community Planning Budget for 2008 includes funds to

cover costs associated with the public consultation process, including mapping services, public processes, mailings, advertising, and building rentals.

The cost of hiring consultants to conduct additional studies during the project is allocated in the 2008 - 2009 RDN Community Works Fund Budget.

7.0 Final Product and Monitoring

The final product will be an amendment to the Electoral Area 'H' Official Community Plan, as a result of the production of one or more village plan(s). The OCP amendment will reflect the vision and goals of the people who live in the area and the policies and/or regulations of the region and senior levels of government.

The process will be evaluated pursuant to the successful completion of the consultation requirements specified in the *Local Government Act*, public consultation policies adopted by the RDN, and the process outlined in this Terms of Reference.