

1999 Annual Report

on the

Growth Management Plan

The Growth Management Plan is a regional growth strategy. Reports on progress towards the achievement of the regional growth strategy vision and goals are prepared annually.

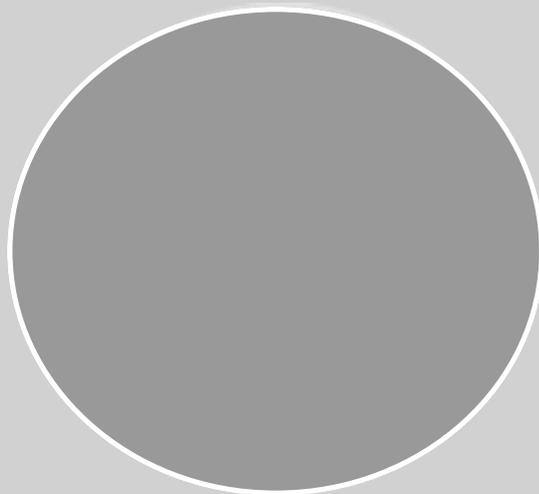


Regional Planning
Community Services

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6300 Hammond Bay Road
PO Box 40
Lantzville, BC, V0R 2H0

Phone: 250-390-6510 or 954-3798
Fax: 250-390-6511
Web: www.rdn.bc.ca



The Growth Management Plan is a blueprint for change. It challenges citizens of the region to help create new ways of designing and building communities that resolve many present and anticipated problems. Ultimately, the future quality of life in the Regional District of Nanaimo depends upon each individual's choices of ways to live and travel, the degree of involvement in the community and the willingness to change....

Published by:

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Community Services
Regional District of Nanaimo
6300 Hammond Bay Road
PO Box 40
Lantzville, BC
V0R 2H0

Telephone: (250) 390-6510 or
(250) 954-3798
Facsimile: (250) 390-6511
E-mail: commsrv.rdn.bc.ca

Message from the Growth Management Plan Performance Review Committee

Performance Review Committee:

Chair, Director George Holme
Deputy Chair, Director Elaine
Hamilton

Chuck Gahr
Frank Van Eynde
Lawrence Hill
John Nickson
Terrence Knight
Robert Jepson
George Legg
Donna Sweeney
John Gayton,
Maureen Young

Staff Assistance:
Christina Thomas
Neil Connelly

The Growth Management Plan for the Regional District of Nanaimo provides a regional framework for linking land use, environmental, economic, social, and transportation planning in the region. It is a blueprint for how we can work together to preserve and enhance the quality of life.

The Regional District of Nanaimo is required to prepare an annual report on progress towards the goals and objectives of the Growth Management Plan. The annual report is an opportunity to highlight the achievements and the challenges faced by the region in pursuit of managed growth.

Achievements made by the Regional District in 1999 in pursuit of a better quality of life include:

- Completion of official community plans for all areas of the region, with the adoption of the official community plans for Electoral Areas C and F.
- Meeting, head-on, pressure to develop urban-oriented, urban-type uses on less expensive rural land, inconsistent with rural protection.
- The designation of specific 'growth' areas for mixed-use development (e.g. village centres, neighbourhood centres, etc.)
- Continual pursuit of residents' viewpoints regarding how to best manage growth within individual communities. The amount, quality, and outcome of public consultation initiatives continues to improve.
- Significant efforts to protect the most vital aspects of the environment through the acquisition of better information and the tailoring of developments to the unique characteristics of the land.

Challenges faced by the Regional District in 1999 in pursuit of a better quality of life include:

- Many areas designated for nodal-type developments have not yet materialized. Work must be done to encourage these developments (e.g. more detailed plans, zoning packages, and other initiatives, etc.).
- Increasing the options for personal and vehicular movement within the region remains a significant challenge because of the existing form of development.
- Economic vitality and opportunity is lacking. There is a need to identify what the public envisions as viable economic development. A more regional economic focus would benefit the area. Diverse businesses that provide well-paying, satisfying employment opportunities should be pursued.
- Uncertainty remains regarding First Nations' treaty negotiations and their impact on the region.

The 1999 Annual Report is based on the Committee's assessment of indicators for Growth Management Plan policy achievement. Although many of the indicator assessments are based on qualitative information, a more comprehensive monitoring program that includes a balance of qualitative and quantitative information is scheduled to be developed.

The region is on the right path towards the better quality of life envisioned by the Growth Management Plan. If we remember to think regionally and act locally we will achieve our vision.

Respectfully submitted,
Growth Management Plan
Performance Review Committee

INTRODUCTION

The Regional District of Nanaimo is one of the fastest growing regions in British Columbia (BC). Between 1981 and 1997, the population of the Regional District grew by almost 50 percent, from 79,506 to 131,302 residents. The population of the Regional District continues to grow at a steady pace, and is forecasted to do so well into the future. It is forecasted that more than 190,000 residents will live in the Regional District in 2020.

Rapid growth rates created many concerns for residents of the region. Concerns included worsening traffic, loss of open space and natural areas, costs of services, and the changing character of neighbourhoods.

It was recognized that the impacts of growth follow geographic, not political boundaries. Consequently, in 1993, the Regional District of Nanaimo Board of Directors responded to residents' concerns by initiating a regional planning project that resulted in the adoption of the Growth Management Plan in 1997.

Planning for Growth – A Partnership

The process leading up to, and following the adoption of the Growth Management Plan recognizes that no one government, organization, special interest group or person can effectively plan for and manage growth. It recognizes that growth management is a team effort, on the part of both residents and governmental and non-governmental organizations.

Consultation for the project spanned over a three year period. Consultation continues through the projects to implement various aspects of the plan. The review of official community plans for the purpose of achieving compliance with the Growth Management Plan has been the main forum for consulting with communities on growth management matters since the

adoption of the Plan.

Key Elements of the Growth Management Plan

The Growth Management Plan is a regional growth strategy.

A regional growth strategy is a regional vision that commits affected municipalities and electoral areas to a course of action to meet common social, economic, and environmental objectives. It is a twenty year land use, development and servicing strategy for an area that is experiencing a high level of growth.

The Growth Management Plan includes five key elements:

1. A Vision Statement;
2. Goals;
3. Policies;
4. Guidelines; and
5. A Map of Land Use Designations.

Vision Statement

The vision statement provides the overall guidance for the Growth Management Plan. The Vision Statement for the Growth Management Plan is:

Communities in the Regional District of Nanaimo will seek to improve the quality of life for residents while respecting the ecological integrity of the environment. The region and its inter-dependent communities will possess a vibrant, sustainable economy, and will contain a mix of land uses and housing types in safe, friendly, well designed neighbourhoods. The form and design of settlements will reflect the diversity of the region's landscapes and cultural qualities, and will maintain the distinction between urban and rural areas. Residents will have easy access to workplaces, services and natural areas, and educational opportunities by a choice of mobility options. Each community will be surrounded by designated urban boundaries and permanently protected, contiguous corridors of open space. Growth and development will be managed to improve the quali-

ty of the region's communities, protect open space, and enhance the natural environment for the benefit of all life.

Goals

The main ingredients of the better quality of life identified in the vision statement are sorted into eight specific goals:

1. Strong Urban Containment;
2. Nodal Structure;
3. Protection of Rural Integrity;
4. Environmental Protection;
5. Improved Mobility;
6. Vibrant and Sustainable Economy;
7. Efficient Services and Resource use; and
8. Cooperation Among Jurisdictions.

Each of these goals is to be achieved through the development and implementation of plans consistent with the set of policies for each goal.

Policies

Policies are direction statements.

The Growth Management Plan has 36 policies, each of which will be presented in this report.

All of the **plans and decisions** made **must be consistent** with the Plan's policies.

Guidelines

Guidelines recommend directions and actions to be taken by regional and local jurisdictions and senior governments as the Growth Management Plan is implemented, to more effectively achieve the Plan goals.

Map of Land Use Designations

The map of land use designations designates land for regionally appropriate uses to achieve the Plan's vision statement.

The map includes seven designations:

1. Urban Containment Boundary;
2. Resource Lands and Open Space;
3. Rural Residential;
4. Industrial Areas;
5. Urban Areas;
6. Present Status Lands; and
7. Village Centres.

Urban Containment Boundaries are "lines" that separate urban and rural areas. Urban Containment Boundaries define the limit of urban servicing and urban-type development.

Most of the land in the **Resource Lands and Open Space** land use designation is in the Agricultural Land Reserve (ALR) or the Forest Land Reserve (FLR). Provincial parks, designated ecologically sensitive areas and golf courses are also included in this designation.

Rural Residential lands comprise lands where rural subdivision has



already occurred and where modest future subdivision may occur without affecting the rural economy or environmental quality.

Industrial Areas support activities such as manufacturing that may have many employees, as well as activities that require the transshipment and storage of goods in large buildings.



Urban Areas are typically those areas that are already developed to suburban densities or are designated for such use. Growth in urban areas is to be focussed into 'nodes' such as neighbourhood and town centres.

Present Status Lands include those

lands outside the Urban Containment Boundary where the present zoning may continue to control the development potential of the land.

Village Centres are one of the key nodal designations advocated by the Growth Management Plan. Village Centres are intended to provide for a degree of self-sufficiency in limited development of service centres outside existing urbanized areas. They are to be semi-rural in character.

Working Towards the Achievement of the Growth Management Plan Vision Statement

Plans that are not implemented risk becoming meaningless. Since the Growth Management Plan was adopted in 1997, many projects have been completed to implement the Plan. Key projects include:

- The review and creation of official community plans;
- The development of regional context statements;
- The creation of implementation agreements;
- Special studies; and
- The adoption of various land use and servicing bylaws.

The Growth Management Plan Interim Update

Regional growth strategies must be reviewed for possible amendment at least once every five years.

In addition to this requirement, the Growth Management Plan provided for an interim update of the Plan in 1999.

The purpose of the interim update was to respond to new information gained in the process of implementing the Plan in the first two years. New information was obtained through official community plan reviews and special studies.

The interim update was not a complete review of the Plan. Changes

were not made to the Plan's vision and goals. Rather, alterations were made to improve the Plan's ability to achieve its vision.

Specifically, changes were made to the Growth Management Plan in five areas:

1. **Urban Boundary** – the 'urban boundary' was renamed the 'urban containment boundary' and minor adjustments were made to it. The role of the 'Urban Containment and Fringe Area Management Implementation Agreement' in the consideration of Urban Containment Boundary adjustments, boundary extensions and incorporations was recognized.
2. **Village Centres** – Urban Containment Boundaries were designated to establish the limits of every Village Centre. In Electoral Area 'F', Qualicum River Estates and Hilliers were included as Village Centres and the Bellevue/Church Road Industrial/Urban Area was designated.
3. **Rural lands** – The designation of rural lands was clarified by classifying lands as either Resource Lands and Open Space or Rural Residential.
4. **Industrial activity** – All lands where industrial use is supported by an official community plan were designated as Industrial Areas.
5. **Tourism activity** – The importance of tourism to the regional economy was recognized by providing additional opportunities for compatible rural tourism activities and an alpine resort.

Monitoring the Progress of Growth Management

In order to assess progress towards plan visions, plans need to be monitored.

Monitoring helps to reveal the effectiveness of a plan's policies in the achievement of the plan's vision and goals. It could indicate that policies need to be adjusted, or new policies added, to reflect new government

powers or changes in environmental, social, and economic circumstances since the plan's adoption.

The Growth Management Plan is monitored in partnership with the Performance Review Committee.

The Performance Review Committee is a Board appointed Committee that includes representatives from the various communities within the region. The Chair of the Committee is the Chair of the Regional Board, Director George Holme.

The Performance Review Committee monitors progress towards the Growth Management Plan vision and goals by researching and developing indicators for the Plan goals and policies. Indicators are essentially gauges or signals that can be used to measure progress. Indicators may be qualitative or quantitative.

The way that the Growth Management Plan has been monitored has evolved since the Plan was adopted. The first progress report, the report for 1997, could be characterized as an administrative document that described projects completed to implement the Plan. The second progress report, the report for 1998, moved to an indicator-based monitoring approach. Progress assessment was limited as a result of data availability. As a result, many qualitative assessments were made regarding each indicator. The third progress report, this report for 1999, relies upon the same indicator set used in 1998 but incorporates quantitative data where it is available.

The Performance Review Committee has been working with staff since June of 1998 to select and collect data and information for the appropriate indicators. To date the project has evolved 'policy' indicators. It is recognized that monitoring should be expanded and include interrelated economic, social, and biophysical indicators to provide a more realistic assessment of plan progress. It is the Regional District's intent to develop a more comprehensive Growth Man-

GLOSSARY

Agriculture Land Reserve (ALR) - an area of land designated by the provincial government to protect the land base for agricultural uses.

Development Permit Area (DPA) - an area of land where a permit is required prior to development, construction or alteration of the land. Development permit areas are designated in official community plans for one or more of the following reasons: 1. To protect the natural environment, its ecosystems and biological diversity; 2. To protect development from hazardous conditions; 3. To protect farm land; 4. To revitalize an area where commercial use is permitted; and 4. To establish objectives and provide guidelines for the form and character of commercial, industrial, or multiple family residential development.

Forest Land Reserve (FLR) - an area of land designated by the provincial government to protect the land base for forestry uses.

Indicator - gauges or signals that can be used to measure change (e.g., the use of a thermometer to measure temperature).

Official Community Plan (OCP) - a long term strategy for land use, development, and servicing. It is a framework or guide for decision-making.

Zoning - a land use regulation that includes a number of zones. Each zone has specific permitted uses and minimum and maximum standards relating to density, parcel size, and the size, type and placement of buildings and structures.

agement Plan Monitoring Program in 2000 and 2001.

The Growth Management Plan was adopted three years ago, in January of 1997, so it is much too early to tell whether the Plan's vision and goals are being achieved. The Growth Management Plan has a 25 year life span. It is therefore expected that the vision of the Growth Management Plan will be achieved over a 25 year

period, not within the first few years of the Plan's existence. The Growth Management Plan recognizes that change takes place gradually, as individuals and communities buy-in to the Plan's benefits for their communities and the region. Implementation occurs continuously but incrementally. In most situations, the Growth Management Plan is implemented through decisions in response to development applications. Nonetheless, the annual



Growth Management Plan Performance Review Committee, From left to right, back row: Chuck Gahr, Frank Van Eynde, Lawrence Hill, John Nickson, Terrence Knight, Robert Jepson, George Legg. **From left to right, front row:** Donna Sweeney, Deputy Chair, Director Elaine Hamilton. **Absent:** John Gayton, Maureen Young. **Inset:** Chair, Director George Holme

report on the Growth Management Plan should paint a picture of the general direction in which the region is heading and whether decisions are in tune with the Plan.

- State the policies provided to achieve each goal;
- State the indicator selected for each policy;
- Provide the Performance Review Committee's assessment of progress for each indicator; and
- Provide the Committee's summary/conclusion regarding progress in each goal area.

Official community plans will designate Urban Containment Boundaries consistent with those shown on Growth Management Plan maps.

**Indicator 1A:
The inclusion of Urban Containment Boundaries in official community plans.**

Assessment:

According to the Growth Management Plan, 10,481 hectares of land are inside the Urban Containment



GOAL 1: STRONG URBAN CONTAINMENT

The Vision Statement calls for containing urban areas to limit sprawl. The goal of urban containment will be attained by applying policies to



focus development in urban areas rather than at the edges of communities.

SUMMARY

Urban sprawl has been contained with the designation of Urban Containment Boundaries in all of the necessary official community plans, with the exception of the official community plans for Parksville, Shaw Hill – Deep Bay and Lantzville. Services have only been provided to land beyond the Urban Containment Boundaries to safeguard the community's health and quality of life.

Urban Containment Boundaries (5% of the region), and 191,770 hectares is outside the Urban Containment Boundaries (95% of the region).

Seventy percent of the official community plans that should include Urban Containment Boundaries include them.

The official community plans for the Shaw Hill-Deep Bay area, Lantzville, and the City of Parksville are the only plans that do not include Urban Containment Boundaries because they were created before the Growth Management Plan was adopted. Consequently, 1490 hectares

How can the Annual Report be Used?

This report can be used to continue to improve planning and management decisions. Residents, businesses, schools and community groups can be encouraged to use the report to learn about the region and to develop strategies to help achieve the vision for the region.

Layout of the Annual Report

The following pages of the Annual Report:

- Describe each Growth Management Plan goal;

Policy 1A:

tares of land that should be designated in local plans as being within the Urban Containment Boundaries has not yet been designated as such.

The 'regional context statement' in the City of Parksville official community plan states that the City is committed to making its plan consistent with the Growth Management Plan by designating Urban Containment Boundaries.

Policy 1B:
Services will not be extended outside Urban Containment Boundaries, Village Centres, and Present Status Lands except where existing developments threaten public health or the environment.

Indicator 1B:
The extension of services outside Urban Containment Boundaries, Village Centres and Present Status Lands.

Assessment:
Services were not extended to land outside the Urban Containment Boundaries, Village Centres and Present Status Lands to facilitate additional development in 1999. Services were, however, extended to land outside the Urban Containment Boundary to accommodate a historic situation for a project to fix an existing sanitary sewer service line near Nanaimo.

Plans are in place to service land outside Urban Containment Boundaries where existing developments may threaten public health or the environment. Development potential will not be increased by service provision in these areas. Discussions indicate that this concept is not well understood. Further work needs to be done to clearly define what constitutes a "public health" or "environmental" threat and "increased development potential". Further work also needs to be undertaken to assess areas where services may need to be provided to respond to public health or environmental threats.

Policy 1C:
Additional urban development will

not be approved outside Urban Containment Boundaries, other than in Village Centres and Present Status Lands.

Indicator 1C:
The approval of additional urban development outside Urban Containment Boundaries, other than in Village Centres and Present Status Lands.

Assessment:
The spread of urban-type uses into rural areas of the region raises concern about the loss of rural and natural areas, and about the expensive extension of services to remote areas. The Growth Management Plan establishes Urban Containment Boundaries as a means of focussing growth in areas where services can be cost-effectively provided. Urban Containment Boundaries are also intended to protect rural lands from urban sprawl. Official community plans and zoning bylaws have not been changed to permit more development on land outside the Urban Containment Boundaries. Nonetheless, there has been an urbanization pressure on land outside the Urban Containment Boundaries. The Regional Board has met this pressure head-on, and diverted inappropriate developments to other locations. This was exemplified by the denial of a commercial development in

an area designated for rural residential uses in Nanoose Bay.

Policy 1D:
The Regional Board may consider amendments to the Urban Containment Boundary at 5 year intervals, and in accordance with the Urban Containment and Fringe Area Management Implementation Agreement.

Indicator 1D:
The consideration of amendments to the Urban Containment Boundary.

Assessment:
The Urban Containment Boundary was altered as a part of the Growth Management Plan Interim Update to encompass several areas of land

deemed to have already been in urban use.

The most significant change was the designation of Urban Containment Boundaries around each Village Centre. These boundaries provide an important definition between 'urban' and 'rural' land uses.

Minor alterations were made to the Urban Containment Boundary near Qualicum Beach to match a recent road networking decision and to include the new Arrowview school in the Urban Area.

A minor alteration was also made in the South Nanaimo area to match Plan Nanaimo and fulfill the obligations of the Urban Containment and Fringe Area Management Implementation Agreement.

Policy 1E:
The Regional Board may consider boundary extensions and incorporations in accordance with the Urban Containment and Fringe Area Management Implementation Agreement.

This policy was added to the Growth Management Plan as a part of the interim update in 1999.

GOAL 2: NODAL STRUCTURE

The vision of pedestrian-friendly, mixed-use communities surrounded by open space should be achieved through a nodal development structure. The nodal policies provide a framework within which neighbourhoods will define the nature and location of nodes and how to make them a reality.

Policy 2A:
Official community plans will direct development into nodes, and discourage development elsewhere.

Indicator 2A:
Implementation of official community plan policy that encourages the development of nodes and discourages increasing densities of development elsewhere.

As-



SUMMARY

It is evident that government initiatives will be required to catalyze the planned densification of populations within nodal growth centres in order to realize their inherent diverse benefits. The official community plan for Parksville has not yet been updated to completely embrace the concept of nodal development.

Assessment:

Official community plan policies that encourage the development of nodes and discourage increasing densities of development elsewhere are in place in 90% of the official community plans for the Regional District.

Official community plans encourage the development of nodes by designating different types of nodes, such as "village centres" and "neighbourhood centres" listed in Table 1.

The official community plan for Parksville is the only plan in the region that does not embrace the "nodal" development concept. It is anticipated that Parksville will adopt policy that pro-

vides greater support for nodal types of development in a future update of its official community plan.

Official community plans discourage development outside of nodes by providing more development opportunities on land inside nodes and not supporting the development of parcels smaller than 1.0 hectare on land outside the Urban Containment Boundaries. Concern has been expressed that a policy position supporting parcels no smaller in size than 1.0 hectare on land outside the Urban Containment Boundary may be perceived as "down-zoning". Concerns about "down-zoning" may be

resolved through further explorations into the concept of "density transfer".

The different types of nodes supported in the official community plans are anticipated to be developed over the span of 25 years, as developed land is redeveloped and applications to permit a wider variety of uses in designated nodal areas are approved, and development elsewhere is discouraged through changes to zoning. Development of designated nodal centres could be expedited through the creation of more detailed "village" and "neighbourhood" plans,



the creation of zoning packages to fit these plans, and other incentives.

Policy 2B:
A variety of land uses at differing scales and characters will be developed in nodes.

Indicator 2B:
Implementation of official community plan policy that encourages a mix of uses in nodes.

Table 1:
Nodes Designated in OCPs

OCP	Node
Shaw Hill – Deep Bay	Bowser, Qualicum Bay, Dunsmuir
French Creek	Wembley Neighbourhood, French Creek Harbour Centre
Electoral Area F	Errington, Coombs, Hilliers, Qualicum River Estates
Nanoose Bay	Red Gap, Schooner Cove, Fairwinds
Lantzville	Lantzville
Electoral Area C	Extension
Electoral Area A	Cedar, Cassidy
Plan Nanaimo	6 Town Centres (Downtown, Southgate, Hospital, Country Club, Rutherford, Woodgrove), Neighbourhood Village designations
Qualicum Beach	Downtown

Assessment:

Policies that support a variety of land uses at differing scales in nodes are in place in the official community plans for all of the electoral areas, Nanaimo and Qualicum Beach. The OCP for Parksville has not been amended to include policies that support a variety of land uses and characters in nodes.

Currently, none of the designated nodal areas includes enough fine-grained mix of uses. The Town Centres in the City of Nanaimo have some mix of uses. Most of the land is devoted to commercial and residential land uses. Residential density in the Town Centres averages 5.8 units

per hectare, well below their target density of 100 – 150 units per hectare. This low density reflects the fact that most of the Town Centres are single storey shopping malls, and little housing has been integrated into the developments. Consequently, residential density is well below the critical mass needed to support these nodes and create efficiencies in service provision.

Implementation will take place over time, as developed land is redeveloped and approval is granted to applications to permit a wider variety of uses in designated nodal areas.

The development and public acceptance of the nodal concept could be facilitated by presenting optional forms and character of node types for community adaptation and implementation with developers.

Policy 2C:
The design, character, land use, and ultimate level of development for each node will be developed collaboratively at the local level by governments, residents, and business interests.

Indicator 2C:
Implementation of initiatives to involve local residents and businesses in the development of nodes.

Assessment:
 It is a standard practice to provide meaningful opportunities for the public to participate in all land use decisions, and new methods of involving the public continue to be developed.

In 1999, communities participated in the selection of areas for nodal de-



velopment through the creation of official community plans for Electoral Areas C and F and a neighbourhood plan for Chase River. Communities were able to contribute their ideas about the form and character of designated nodal areas through decisions about whether to establish development permit areas (as in Electoral Area C) or not (as in Electoral Area F). The Electoral Area A Sewer Advisory Committee was created in the Summer of 1999. This Committee will play a role in providing community perspectives about the scale of nodal development in their area.

Initiatives to involve local residents and businesses in the development of nodes could be enhanced by providing information about viable options for node design, character, and levels of development.

Policy 2D:
Once implementation of the Growth Management Plan is underway, the feasibility and desirability of creating "new towns" will be studied.

Indicator 2D:
The study of new town feasibility and desirability.

Assessment:
 The feasibility and desirability of "new towns" was not studied in 1999. There was no need to study "new towns" in 1999 because there is a substantial amount of development that can still take place in existing planned areas with in-filling.

Policy 2E:
A destination alpine resort node adjacent and linked to Mount Arrowsmith may be permitted if it addresses documented regional

needs which cannot be met elsewhere and complements the environmental, economic, and social attributes of the area.

This policy was added to the Growth Management Plan as a part of the interim update in 1999.

GOAL 3: PROTECTION OF RURAL INTEGRITY

Maintaining a strong rural economy and the character of rural communities and ecosystems are important Growth Management Plan goals. These goals can be achieved in part by halting the suburban development of rural lands, supporting provincial land use regulations, and making decisions that strengthen rural economic activity.



Policy 3A:
Official community plans will promote and encourage the retention

of large rural holdings.

Indicator 3A:
Implementation of official community plan policies to promote and encourage the retention of large rural parcels.

Assessment:
All of the official community plans for the Regional District's electoral areas promote large minimum parcel sizes for rural areas, illustrated in Table 2. Specifically, each official community plan designates land outside the Urban Containment Boundaries into a variety of different rural-type land use designations and encourages ap-



SUMMARY
Government has actively pursued the pre-eminent need to maintain a finite separation between the rural and urban format of living. Ensuring the security of the social and economic viability of the two lifestyles requires a strategic approach that integrates all of the quality of life factors. Such a pursuit will require zoning changes, which may include the concept of density transfer.

propriate minimum parcel sizes and land uses.

Some of the plan policies have not been completely implemented by changing the zoning bylaw to increase the minimum permitted parcel size where the zoning bylaw currently permits parcel sizes smaller than supported by the plan, as illustrated in Table 2.

Policy 3B:
Opportunities for "clustering" development through principles of "open space subdivision" will be

emphasized in rural areas.

Indicator 3B:
The inclusion of policies that support "clustering" of development through the principles of "open space subdivision" in plans for rural areas.

Assessment:
The concepts of "clustering" and "open space development" have not been received favourably by communities during the development of plans.

Methods of increasing the appeal of these concepts need to be researched and developed.

Policy 3C:
Official community plans will contain policies that support the Forest Land Reserve.

Indicator 3C:
The inclusion of policies that support the Forest Land Reserve.

Assessment:
The Forest Land Reserve remains an important part of the Regional District of Nanaimo. Approximately 70% of the land in the Regional District of Nanaimo is in the Forest Land Reserve (148,000 out of 202,000 hectares).

All of the plans for land in the Regional District of Nanaimo now support the Forest Land Reserve as a result of the completion, in 1999, of plans for the Arrowsmith Benson area of Electoral Area C and Electoral Area F, two areas that did not have plans before.

In 1999, there was less pressure to remove land from the Forest Land Reserve. Whereas there were three applications and two approvals to remove land from the Forest Land Reserve in 1998, there was only one application and no approvals to remove land from the Forest Land Reserve in 1999. The application which was for the purpose of developing a destination alpine resort adjacent to Mount Arrowsmith was supported, in

principle, by the Regional District of Nanaimo Board of Directors. During 1999, the Growth Management Plan was also amended to support the further consideration of this proposal. The Forest Land Commission has not made a decision regarding this application yet.

Policy 3D:
Official community plans will include policies supporting the retention of land in the Agricultural Land Reserve (ALR).

Indicator 3D:
The inclusion of policies that support the ALR in official community plans.

Assessment:
The Agricultural Land Reserve remains an important part of the Regional District of Nanaimo. Roughly 18,000 hectares or 9% of the Regional District's land base is within the Agricultural Land Reserve. All but one of the official community



plans for land within the Regional District of Nanaimo now support the retention of land in the Agricultural Land Reserve, as a result of the completion, in 1999, of official community plans for the Arrowsmith Benson area of Electoral Area C and Electoral Area F, two areas that did not have plans before. Parksville's official community plan is in potential conflict with Agricultural Land Re-

serve protection because it places increasing pressure on agricultural lands. The Regional Context Statement for Parksville recognizes this

incongruity with the Growth Management Plan and proposes to address it in the official community plan review.

The increasing number of applications to remove land from the Agricultural Land Reserve and to subdivide land in the Agricultural Land Reserve is of concern. Whereas there were no applications to remove land from the Agricultural Land Reserve in 1998, there were four applications in 1999. Similarly, there were two applications to subdivide land in the Agricultural Land Reserve in 1998 and six in 1999. Three of the applications submitted in 1999 were for the purpose of requesting the legalization of illegal land uses already in existence within the Agricultural Land Reserve.

Another concern is the Agricultural Land Commission's possible conflicting response to pressure to consider land uses that are not supported by the Growth Management Plan, official community plans or zoning bylaws. In 1999 there was an application for a large residential development on Agricultural Land Reserve land at Deep Bay. The Agricultural Land Commission did not consider this application because it lacked the endorsement of the Regional District of Nanaimo Board.

The amount and type of applications to develop land in the Agricultural Land Reserve indicates the need for more research, better communication of appropriate agricultural land use, and better enforcement of Agricultural Land Reserve regulations. To this end, the Regional District is pursuing an agreement with the Agricultural Land Commission.

Policy 3E:
Urban areas will be designed to protect rural integrity.

Indicator 3E:
The inclusion of policies that buffer rural development from urban development.

Assessment:
Most of the official community plans for land in the Regional District include land use policy that advocates buffering urban and rural uses from each other, albeit to varying de-

Table 2:
Implementation of Parcel Sizes Advocated by Official Community Plans

OCP	OCP Land Use Designation	Minimum Parcel Size Encouraged (hectares)	% of Land within Designation which Conforms with Advocated Minimum Parcel Size
Electoral Area A	Rural Resource	8	98
	Rural	2	94
	Rural Residential	1	74
Electoral Area C	Resource – in FLR	50	100
	Resource – in ALR	8	96
	Resource – all other	8	70
	Rural	2	100
East Wellington - Pleasant Valley	Rural Residential	2	100
	Resource	8	100
Lantzville	Rural	2	100
	Resource	8	100
Nanoose Bay	Rural	2	100
	Resource	8	78
	Rural	8	9
Electoral Area F	Rural Residential	1	98
	Resource – in ALR	4	0
	Resource – in FLR	50	0
	Resource – Crown Lands	50	0
	Rural	2	0
Englishman River	Rural Residential	1	0
	Resource Management	8	100
	Rural	2	100
French Creek	Rural Residential	1	100
	Rural	8	2
Shaw Hill – Deep Bay	Rural	8	2
	Resource	8	100
	Rural	8	53

grees.

The greatest degree of rural integrity protection provided by official community plans is the designation of Farm Land Protection Development Permit Areas. This type of designation requires non-farm development adja-



cent to farm land to provide buffers to avoid potentially conflicting land uses. Buffers may take the form of requirements for an increased residential lot depth; vegetation retention; or berm construction. A Farm Land Protection Development Permit Area was established in Electoral Area C with the adoption of its new official community plan in 1999. The only two other areas that provide this form of land use separation and impact reduction are Nanoose Bay and French Creek.

Official community plan policies can also support rural integrity protection through land use designations that promote a gradual transition from urban to suburban to rural residential to rural to resource land uses. Most of the official community plans for land in the Regional District include such land use designations and policies.

GOAL 4: ENVIRONMENTAL PROTECTION

The public in the RDN has expressed deep concern about the environmental harm caused by growth. The Growth Management Plan calls for coordinated efforts to protect and restore the environment.

**Policy 4A:
A program of open space protection will be developed by local, regional,**

and senior governments, including the implementation of the Regional Parks System Plan.

**Indicator 4A:
The development of a program of open space protection by local, regional, and senior government, including the implementation of the Regional Parks System Plan.**

**Assessment:
A coordinated approach to open**



space protection does not exist. Cur-

SUMMARY

Higher priorities are now being given to maintaining and improving the bio-physical environment throughout the region. A more comprehensive approach is required to fulfill the overall objectives of the bio-physical environment related to human needs.

rent efforts to protect open space consist of a "patchwork" of initiatives including:

- official community plan policies that: identify the types of lands desired to be designated as parks and specify ways of protecting environmentally significant ecosystems, watercourses, and lands subject to natural hazards;
- requirements for the issuance of a development permit prior to development within development permit areas for the purpose of protecting the natural environment, its ecosystems and biological diversity; and numerous staff and volunteer projects (e.g. stream and environmental stewardship groups, wildlife protection groups, etc.).

Protection of lands with important environmental values as park or natural reserve areas is one of the most secure ways to protect the environment. There are three types of parks in the region: community parks, regional parks and provincial parks.

Each of the member municipalities and electoral areas has a **community parks** acquisition and development program. Community parks are secured either through purchase, land dedication at the time of subdivision, or charitable donation. Community park purchase can be funded through the parkland dedication levy required of those who subdivide four or more parcels of land, and through the collection of community taxes specifically for parks. Table 3 outlines the number and amount of community parks and area of community parks in each jurisdiction.

In addition to community parks, open spaces are protected at the regional level through the Regional District's **regional parks** program. The goal of the regional parks program is to secure and protect for all time, a system of park sites and trails which provide representation of the four distinct landscapes of the region, as well as sites which include unique natural and historical features and experiences of regional significance. Regional parks are intended to accommodate the enjoyment and appreciation of the sites in a manner which assures their natural qualities are unimpaired for generations to come. Regional trails are to provide linear outdoor recreational opportunities that link components of the park system, other park and protected areas and the neighbourhoods of the Regional District. Currently the Regional District owns one regional park site – the 1.35 hectare Beachcomber Regional Park in Nanoose Bay. The Regional District has a 25 year lease for the 22 hectare Benson Creek Falls Regional Park. During 1999, the Regional District continued its efforts to obtain formal permission to designate Morrison Creek/Little

Jurisdiction	# Parks	Total Area of Parks (hectares)
Electoral Area A	6	3.7
Electoral Area C	5	4.2
Electoral Area D	6	1.8
Electoral Area E	24	23
Electoral Area F	10	2.7
Electoral Area G	22	24.5
Electoral Area H	22	36
Nanaimo	73	770
Parksville	53	67.9
Qualicum Beach	48	164.3

Mountain as a third regional park. The Regional District's electoral areas remained the only participants in the Regional Parks and Trails function in 1999. A strategy to designate sites as regional parks was developed in 1999 and the budget for the acquisition of regional parks was increased.

The Regional District continues to support **provincial parks** in its jurisdiction as another important component of open space protection. To this end, all provincial parks are provided protection by the Regional District through their designation in the Growth Management Plan as Resource Lands and Open Spaces. There are fifteen provincial parks in the region, comprising 1449 hectares of park land, as outlined in Table 4.

Another key aspect of open space protection is the member municipalities' and regional district's efforts to protect watercourses and their leave strips through development permit area designation. Although it provides a more modest level of protection than park land designation, the development permit area designation provides an opportunity to ensure that whatever is developed within this sensitive area respects the ecological value of the sensitive features by requiring actions to minimize the neg-

ative impact of the development on the natural environment. Table 5 indicates the total length of watercourses protected in each jurisdiction.

Policy 4B:
The Regional District of Nanaimo and local jurisdictions will base development and open space protection decisions on the ecological character of the land.

Indicator 4B:
The implementation of official community plan policies and development permit area requirements and or setbacks to protect watercourses and sensitive ecosystems.

Assessment:
All of the applications to develop land received by the Regional District in 1999 were evaluated with respect to compliance with all applicable OCP policies.



During 1999, the Regional District assisted with a project conducted by community fishers and stream-keepers groups to refine and ground-truth the Environmentally Significant Ecosystems Atlas.

Environmental considerations have been given higher priority by local governments in their decision-making on developments.

On a positive note, the advancement of an Aggregates Study puts the region one step closer to having more effective tools in place to ensure environmental considerations are taken into account in decision-making about rock quarries and gravel pits.

Policy 4C:
A system of interconnected trails, greenways, and natural corridors

Table 4: Provincial Parks	
Provincial Park	Area (ha)
Spider Lake	59
Horne Lake Caves	32
MacMillan Provincial Park	137
Little Qualicum Falls	504
Rath Trevor Beach	109
Englishman River	97
Arbutus Grove	24
Newcastle Island	315
Drumbeg	20
Gabriola Sands	8
Pirates Cove	20
Petroglyph	1
Sandwell	14
Morden Colliery	4
Hemer	92
Roberts Memorial	13

Table 5: Length of Watercourses Protected by Development Permit Area Designation			
Jurisdiction	Protected Watercourses Length (metres)	Jurisdiction	Protected Watercourses Length (metres)
Electoral Area A	0	Englishman River	0
Electoral Area C	1,957,948	French Creek	30,665
East Wellington – Pleasant Valley	32,970	Shaw Hill – Deep Bay	89,391
Lantzville	10,088	Nanaimo	114,278
Nanoose Bay	43,775	Parksville	Not available
Electoral Area F	180,111	Qualicum Beach	5,800

capable of sustaining or enhancing native plant and animal species will be established regionally.

Indicator 4C:
The implementation of plans to create a regional trail network and park system.

Assessment:
 Significant progress was made towards the implementation of plans to create a regional trail network system in 1999. Volunteer effort remains an important part of developing the regional trail network system.

A plan is in place for regional trail development in District 69. The plan proposes to develop four trails that link the region together. During 1999, the first portion of the trail system for District 69, the Top Bridge Trail, was completed and opened. The Top Bridge Trail links one of British Columbia's most popular provincial parks, Rath Trevor Beach, with Top Bridge Park on the scenic Englishman River. Plans are in place for the Lighthouse Country Trail, the second development project in District 69's trail concept plan. The Lighthouse Country Trail will run along the 1950 gazetted highway from Wildwood Community Park in Bowser to the Lighthouse Community Centre in Qualicum Bay. In 1999, the Regional Board

approved a partnership agreement to facilitate the development of this component of the trail system. Other parts of the District 69 trail plan include the Barclay Crescent Bridge and the Fern Road Woods Trail. The trail and bridge will provide alternative linkages between Parksville and Qualicum Beach.

Although trail planning work in District 68 is set to begin in 2000, a 3.5 kilometre section of the regional trail network for the area, the Morden Colliery Trail, is already in place. Once the Morden Colliery Trail is completed, it will link the communities of South Wellington and Cedar. The feasibility of extending the Morden Colliery Trail was investigated in 1999. Work has also been completed on sections of the Trans-Canada Trail in the City of Nanaimo.

Policy 4D:
Measures to protect the supply and quality of surface and groundwater will be developed and implemented in each jurisdiction.

Indicator 4D:
Development and implementation of measures to protect the supply and quality of surface and groundwater.

Assessment:
 No new progress was made in the

area of ground and surface water quality and supply in 1999.

The ability to develop and implement measures to protect the supply and quality of water is limited due to legislative constraints. Although the provincial government has been requested to empower local governments to protect groundwater through land use planning tools such as development permit area designation these changes were not enacted last year.

Water quality and quantity is an issue of great concern to the residents of the Regional District that rely upon ground and surface water for their water supply.

Policy 4E:
Development of remaining natural segments of the coastal zone will be discouraged.

Indicator 4E:
The implementation of official community plan policies and development permit area requirements and other initiatives to protect remaining natural segments of the coastal zone.

Assessment:
The coastal zone remains integral to the region's character. Although most of the coastline within urbanized areas has been developed, there are a few significant stretches of the coastline that remain undeveloped.

Development permit areas should be designated along the coastline for the purpose of protecting development from hazards and for protecting the natural environment in the following official community plans because they include parts of the coastline: Shaw Hill – Deep Bay, Qualicum Beach, French Creek, Parksville, Englishman River, Nanoose Bay, Lantzville, Nanaimo, and Electoral Area A. Five of these nine areas (Shaw Hill – Deep Bay, Qualicum Beach, French Creek, Nanoose Bay, and Nanaimo) include development permit areas to protect the coastline,

albeit, to varying degrees of consistency. No new development permit areas were established in 1999 to protect the coastline in the remaining 4 areas.

During 1999, the Regional District of Nanaimo Board of Directors considered nine applications to develop land along the coastline, within a development permit area. Each of these applications, which were all approved, provided an opportunity for the Regional District to ensure that the sensitive shoreline was not negatively impacted by development. The Regional Board was provided with the opportunity to negotiate, with the land developers, an appropriate set of parameters for shoreline development projects to minimally impact the coastline. Specifications made included requirements to demarcate the development permit area during the construction process to ensure that it was not negatively impacted, and to replant or restore disturbed areas.

Policy 4F:
Floodplain and other aquatic features will be protected or restored to a natural condition.

Indicator 4F:
The implementation of official community plan policies and other initiatives to protect and restore floodplain and other aquatic features.

Assessment:
In 1999 there were no new initiatives to protect or restore the floodplain. The floodplain was protected in building inspection areas by ensuring that all new development met the specifications of the Floodplain By-law. No floodplain protection was



provided in areas that do not have building inspection service (portions of Electoral Areas A and C, Electoral Area F, and Electoral Area H).

GOAL 5: IMPROVED MOBILITY

Public comments, technical analyses, and the Growth Strategies Act all call for reduced dependence on the automobile transportation. Nodal communities can support improved mobility and accessibility by a variety of transportation modes, emphasizing walking, cycling, and transit.



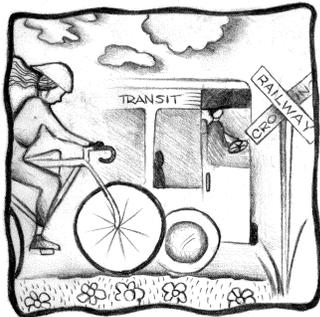
Policy 5A:
Development in nodes will be designed to minimize dependence on the automobile, and emphasize cycling, and transit.

Indicator 5A:
The implementation of official community plan policies and de-

sign guidelines and other initiatives that encourage non-automobile forms of transportation.

Assessment:

Official community plan policies and design guidelines can encourage non-automobile forms of transportation by requiring developments to include design elements that make it easier to use non-automobile forms of transportation. Specified design elements may include, but are not limited to, bicycle racks, transit stops, benches,



pedestrian paths, bicycle trails, covered

SUMMARY

Current planning requires the emphasis upon non-automobile modes of movement in developments. The stimulation of nodal growth will facilitate greater pedestrian-friendly movement in the region. Until nodes are fully developed efforts to reduce automobile travel will be largely ineffective.

walkways, and design interventions that slow the speed of automobiles in critical areas.

Although there has been no significant nodal development within the electoral areas in 1999 to verify if non-automobile design elements are being incorporated into rural nodal developments, there is evidence that such elements are being incorporated into the conditions of approval for developments within Nanaimo in 1999. One example of such a devel-

opment is Longwood Station in Nanaimo. It:

- provides a walkway that links the different buildings in the development as well as adjacent residential and commercial areas;
- has marked pedestrian crossings provided throughout the site;
- incorporates an automobile lane design and size, as well as speed bumps, to slow the speed of vehicles.

Ongoing development in the Woodgrove Regional Town Centre remains a concern with respect to its overall lack of orientation to non-automobile forms of transportation. The construction of 'big box' stores continues. On a positive note, a pedestrian path is currently being constructed around the perimeter of Woodgrove Mall.

During 1999, Malaspina University College worked on an environmental transportation initiative which may lead to pay parking and improvements to non-automobile transportation alternatives for the university community.

Nodal development approaches continue to be discussed and incorporated into plans. It is expected that changes to land use form and character that provide increased opportunities for non-automobile forms of transportation will be made.

Policy 5B:

Official community plans, neighbourhood plans, zoning bylaws and subdivision bylaws will provide for developments that mini-



mize the need for travel outside nodes.

Indicator 5B:

Provisions in official community plans, neighbourhood plans, zoning bylaws and subdivision bylaws that encourage developments that minimize the need for travel outside nodes.

Assessment:

With the completion of the official community plans for Electoral Areas C and F, all official community plans, with the exception of the official community plan for Parksville, now advocate nodal development through:

- the land use designations of Village Centres, Town Centres and Neighbourhood Centres; and
- land use policy that encourages a variety of uses within Village Centres, Town Centres, and Neighbourhood Centres.

More detailed neighbourhood or village centre plans are advocated by many of the official community plans for the Regional District. In this regard, a neighbourhood plan was completed for the Chase River area of Nanaimo in 1999 and significant progress was made towards a neighbourhood plan for the Stephenson Point/Hammond Bay/Rocky Point Neighbourhood of Nanaimo. Village Centre plans have not yet been initiated for any of the village centres designated in the Regional District's electoral areas, although the Cedar Sewer Advisory Committee was established in 1999 to assist in the assessment of sewer provision to facilitate the overall development of the Cedar Village Centre.

Zoning regulations that match the specifications of each Village Centre supported in the electoral area official community plans do not exist. The creation of such regulations may expedite the development of these Village Centres.

Subdivision regulations still perpetuate a more automobile-oriented form of development. Existing standards

generally result in an unfriendly pedestrian environment. Subdivision standards could be updated to better accommodate cyclists and pedestrians.

Policy 5C:
Engineering, building and development standards will be reviewed and revised to support mobility alternatives.

Indicator 5C:
Changes that are made to engineering, building and development standards that support mobility alternatives.

Assessment:
While the region is car dependent, changes to engineering, building and development standards can support mobility alternatives. Changes can help to slow automobile speed, ensure that safe places for pedestrians and cyclists are provided, and support other mobility alternatives by encouraging mixes of uses in close proximity to residential areas.

It would appear that no major changes were made to engineering, building and development standards to support mobility alternatives in 1999. These standards continue to promote single occupant automobile transportation over non-automobile alternatives.

On a positive note, the City of Nanaimo official community plan designates 143 kilometres, comprising 28% of the city's roads, as cycle routes. Fifteen percent of the cycle routes are marked with lines and symbols. Also, city-operated stop lights have been adjusted and marked so that cyclists can activate light changes.

Policy 5D:
Residential and commercial densities in nodes and along transit routes and the E&N corridor will be designed to support economical, convenient transit.

Indicator 5D:

The density of residential and commercial nodes along transit routes and the E&N corridor.

Assessment:
The spread out, linear orientation of development in the Regional District of Nanaimo does not support a very economical or convenient transit system. It remains difficult, if not impossible, to provide transit service at the frequency desired by existing and prospective transit users. It also remains difficult to provide service to many low density residential areas.

The goal of nodes with densities of commercial and residential development ample enough to support economical and convenient transit remains very distant in the future. Although most of the official community plans in the region have land use policies that support the mix and densification of residential and commercial uses required in nodes to make, to a degree, self-sufficiency and transit more convenient and economical, the existing pattern of development has not yet been substantially altered by these plans. It is hoped that over the 25 year life span of the Growth Management Plan that nodal areas will effectively sustain a convenient and economical transit service. Commitment to the Growth Management Plan vision will need to be demonstrated in decision-making on this important issue.

GOAL 6: VIBRANT AND SUSTAINABLE ECONOMY

The economy of the RDN has undergone substantial structural change in recent years. Growth management recognizes the importance of positioning the region to take advantage of economic development opportunities and to link commercial and industrial strategies to the land use, rural protection, and environmental priorities ex-



pressed in the Growth Management Plan.

Policy 6A:
Official community plans will seek to attain a jobs/housing balance in

all nodes.

Indicator 6A:

The average ratio of dwelling units to employment opportunities in nodes (ideal is 1 employment opportunity per dwelling unit).

Assessment:

Most of the official community plans in the RDN support the attainment of a jobs/housing balance in nodal areas through land use policies that support a mix of uses in nodes.

Unfortunately, it remains difficult to assess whether a sufficient number of employment opportunities are available in the nodes. This assessment is difficult for two key reasons: (1)

of re-des- are ing tion as a there data regarding the number of homes



many the gion's igned nodes not in build-inspec-areas – result, is no

garding businesses in the nodes.

Despite the difficulties of assessment, given that the nodal development forms envisioned by official community plans have not yet materialized, it is reasonable to conclude that the goal of one employment opportunity per dwelling unit is a long-term objective.

Opportunity exists to increase the amount and quality of employment opportunities within the designated nodal areas.

Policy 6B:

Official community plans will provide for balanced economic development that is consistent with the global and regional economy.

Indicator 6B:

The implementation of official community plan policies that provide for balanced economic development consistent with the global and regional economy.

Assessment:

The official community plans within the Regional District support, in general, economic development by broadly designated land uses. However, regional economic development continues to stagnate and concomitant losses are sustained in economic and social benefits. A coordinated, in depth study that provides an objective, resilient strategy for regional economic advancement is required. Any changes considered as a part of the strategy must be guided by issues related to enhancing the region's overall quality of life; that is, the strategy must integrate the economic, sociological, biophysical and total environmental factors which constitute the quality of life. The Economic Strategy completed in 1998 highlighted certain potential opportunities for the region but they were made in isolation of the foregoing factors.

The region must look to its inherent untapped strengths and unrealized values in natural and human resources. It must encompass the use of the full scope of governmental, com-

mercial, industrial and intellectual capabilities and initiatives to bring about radical changes for all sectors of the economy within the framework of enhancing the region's quality of life. It must look at sustainable markets beyond regional, provincial, and national borders and exploit their diversity to the fullest extent to maintain long term regional stability.

A small beginning was made in this regard with the Aggregate Study completed in 1999. The study was initiated in part as a response to concerns about the viability of the aggregates industry in the region. Aggregate producers are concerned about the sterilization of aggregate resources caused by residential developments occurring closer to areas of aggregate supply and vocal community opposition. In response to the Aggregate Study, the Regional Board has indicated that it will consider:

- the designation of a part of its land base for aggregate extraction and processing;
- a soil removal and deposit bylaw that incorporates public input and provides clear criteria for decision-making;
- an agreement with the Ministry of Energy and Mines to clarify responsibilities and eliminate duplication in decision-making processes for aggregate extraction and processing.

Policy 6C:

Tourism activities that require a large area of land or water may be permitted in rural areas provided that the proposed tourism activity contributes to the economic well-being of the region, includes no permanent residential development, includes no commercial development that is not ancillary to the proposed tourism activity, complements the environment, and is compatible with the rural area.

This policy was added to the Growth Management Plan as a part of the interim update in 1999.

SUMMARY

The region requires sustainable economic activities in order to fulfill the eight goals of the Growth Management Plan. The economic activities must emanate from a well-founded socio-economic strategy. The scope of the Growth Management Plan annual reports must expand to engage all the factors which relate to improving the region's quality of life. The economy of the region could become sustainable through the adoption of a positioning strategy designed to take advantage of new economic development opportunities in association with a regional development office.

in the nodes; and (2) there is no data re-

GOAL 7: EFFICIENT SERVICES AND RESOURCE USE

Achieving the goals of urban containment and nodal, complete communities requires the support of servicing and use of resources. These economics can only be achieved through close coordination of servicing decisions with growth management.

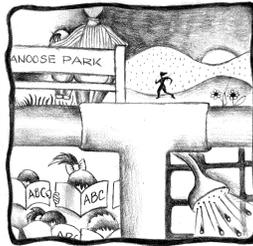
Policy 7A:
Servicing decisions will be linked to the land use elements of the Growth Management Plan and local official community plans.

Indicator 7A:
The extension of community water and community sewer services to land within Urban Containment Boundaries and Village Centres.

Assessment:

Servicing decisions by the Regional District of Nanaimo were consistent with the Growth Management Plan in 1999.

Official community plans guide the servicing of land, and they only support the provision of services to facilitate increased development on land within the Urban Containment Boundaries (e.g., Urban Areas, Village Centres). The Nanoose Bay Treatment Plant expansion will facilitate greater de-



SUMMARY

The provision and conservation of services has continued to follow the established regional objectives. Water management still requires greater coordination, as outlined in the 1998 annual report.

velopment on land inside the Urban Containment Boundaries around the Red Gap Village, Schooner Cove and the Fairwinds area. The French Creek Treatment Plant will service land inside the Urban Containment Boundary in the northern part of the region. The Duke Point Treatment Plant will service land inside the Urban Containment Boundary in Cedar.

The official community plans also recognize that there may be a need to service land outside the Urban Containment Boundaries to fix environmental or health problems, and that this service provision should not facilitate increased development potential to be consistent with the Growth Management Plan. So far, the need to provide services to es-

tablished coastal residential neighbourhoods in Nanoose Bay to fix environmental and health problems has been identified. Other problem areas likely exist in the region, and therefore need to be identified to effectively plan for their servicing.

Several concerns remain regarding the extension of services. First, there is still a public perception that the provision of servicing should result in increased development potential. Second, there are areas of the Regional District where the District has limited regulatory impact, and decisions, inconsistent with the Growth Management Plan, continue to be made.

Policy 7B:

The RDN will work cooperatively with the Ministry of Environment, Lands and Parks, the Ministry of Agriculture, the Ministry of Fisheries, and other Ministries, local jurisdictions and water purveyors to

develop a coordinated approach to water management.

Indicator 7B:

Collaborative initiatives by the RDN, the Ministry of Agriculture, the Ministry of Fisheries, and other Ministries, local jurisdictions and water purveyors to develop a coordinated approach to water management.

Assessment:

Water management remains uncoordinated due to the existence of overlapping authorities and the lack of a common position.

Policy 7C:
Servicing decisions of the Liquid Waste Management Plan will be consistent with the goals of growth management.

Indicator 7C:
Plans to provide community sewer services to facilitate development on land within Urban Containment Boundaries and Village Centres and to address existing environmental and health problems elsewhere.

Assessment:

See as-



assessment for indicator 7A.

promote the purchase of lower flush water closets was undertaken in response to Regional Board direction in April of 1999. Low flush water closets, which save 10 to 12 litres of water per flush, were standard in all new construction in areas of the Regional District that receive building inspection service. In some cases, ultra low flush water closets which save even more water were installed.

Policy 8A:
Each jurisdiction will consider the effects of plans, development applications, and servicing decisions on other jurisdictions.

Indicator 8A:
The consideration of plans, development applications and servicing decisions by each jurisdiction.



Assessment:
 During 1999, the Regional District continued to refer applica-

SUMMARY

The work of regional governments continues to increase, often through "downloading" by senior governments, despite increasing pressures for budgetary restraints. The ability of regional governments to plan for the outcome of First Nations treaty negotiations is of concern.

Policy 7D:
Water conservation measures will be required in new and existing development.

Indicator 7D:
Water conservation measures.

Assessment:

Two key types of water conservation measures were implemented in 1999. Landscaping with low irrigation requirements was the standard type of landscaping required in developments requiring Development Permits. A community education program to

**GOAL 8:
 COOPERATION
 AMONG
 JURISDICTIONS**

Regional growth management relies on communication and cooperation among many jurisdictions. Improved cooperation can build on the base built during preparation of the Growth Management Plan.

tions to change zoning and official community plan land use designations to local Advisory Planning Commissions, the Ministry of Transportation and Highways, the Central Vancouver Island Health Region and the Ministry of Environment. Official community plan changes were referred to local Advisory Planning Commissions, the Ministry of Transportation and Highways, the Central Vancouver Island Health Region, the Ministry of Environment, the Ministry of Energy and Mines, the Agricultural Land Commission, the Forest Land Commission, the Ministry of Forests, applicable school districts, adjacent member municipalities and regional districts. Responses to all referrals were taken into consideration accordingly in the

assessment of all applications and official community plans.

The Regional District continued to respond to every referral sent to it in 1999. During 1999, the Regional District responded to referrals from the following agencies: Comox Strathcona Regional District, Cowichan Valley Regional District, Alberni-Clayoquot Regional District, the City of Nanaimo, the City of Parksville, the Town of Qualicum Beach, the Islands Trust, the Agricultural Land Commission, the Forest Land Commission, and Crown Lands.

It remains difficult to track the number of referrals provided and responded to by the Regional District. An approach needs to be developed internally to collect and manage data regarding referrals to ensure regional planning interests are upheld.

The trend towards "downloading" from other levels of government to the Regional District remains a concern. Budget and work constraints faced by other levels of government are forcing the Regional District to act more independently in the consideration of provincial interests. In this regard, in 1999, the Ministry of Environment informed the Regional District of Nanaimo that it will only be able to respond to referrals regarding larger projects, and that it expects the Regional District, as a local government, to act more independently in ensuring environmental protection measures are addressed.

Policy 8B:
The mutual efforts of municipalities, the Regional District of Nanaimo and senior government will be applied in implementing the Growth Management Plan.

Indicator 8B:
The implementation of collaborative initiatives amongst the Regional District of Nanaimo, municipalities and senior governments in support of the Growth Management Plan.

Assessment:

Municipalities, the Regional District and senior governments continue to participate in collaborative initiatives to support the Growth Management Plan.

Collaborative initiatives include participation on the Intergovernmental Advisory Committee, the implementation and development of agreements, and liaison.

During 1999, the Intergovernmental Advisory Committee met three times to develop and discuss initiatives to more effectively achieve the vision and goals of the Growth Management Plan. The Intergovernmental Advisory Committee includes membership from the City of Nanaimo, the City of Parksville, the Town of Qualicum Beach, the Regional District of Nanaimo, the Ministry of Municipal Affairs, the Ministry of Environment, the Ministry of Forests, the Ministry of Agriculture, the Agricultural Land Commission, the Ministry of Transportation and Highways, the Central Vancouver Island Health Region. In 1999, the Intergovernmental Advisory Committee provided valuable input and advice regarding implementation agreements, regional context statements, special studies, and

the Growth Management Plan Interim Update.

Policy 8C:
Every municipality and electoral area in the Regional District of Nanaimo will have in place an official community plan or rural land use bylaw and all necessary land use and other regulations needed to fully implement the Growth Management Plan.

Indicator 8C:
The existence of official community plans, rural land use bylaws, and all the necessary land use and other regulations needed to fully implement the Growth Management Plan.

Assessment:

Official community plans are now in place for all areas of the region, as a result of the adoption of plans for the Arrowsmith Benson area of Electoral Area C and Electoral Area F, in 1999.

Zoning regulations are now in place for all areas of the region except Electoral Area F. A work program for the creation of a zoning bylaw for Electoral Area F was endorsed by the Board in 1999, and it is expected that the area will have a zoning bylaw by 2001.

Building inspection services are not required universally throughout the region. Electoral Areas F and H, and portions of Electoral Areas A and C are not provided building inspection service.

Business licenses are not required universally throughout the region. Business license service is only provided in Nanaimo, Parksville and Qualicum Beach.

NEXT STEPS

The 1999 Annual Report on the Growth Management Plan helps towards the establishment of a baseline of information regarding the implementation of the Plan throughout the region.

The 1999 Annual Report on the Growth Management Plan describes accomplishments made to date in the implementation of the Plan. It also provides insight regarding new actions and strategies that the region could pursue to move more rapidly towards the regional vision established by the Plan.

Over time, the development of a more comprehensive Growth Management Plan monitoring program will better track Plan implementation progress.

Most trends will only become obvious after several years of reporting.



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Growth Management Plan Vision Statement

Communities in the Regional District of Nanaimo will seek to improve the quality of life for residents while respecting the ecological integrity of the environment. The region and its interdependent communities will possess a vibrant, sustainable economy, and will contain a mix of land uses and housing types in safe, friendly, well designed neighbourhoods. The form and design of settlements will reflect the diversity of the region's landscapes and cultural qualities, and will maintain the distinction between urban and rural areas. Residents will have easy access to workplaces, services, natural areas, and educational opportunities by a choice of mobility options. Each community will be surrounded by designated urban boundaries and permanently protected, contiguous corridors of open space. Growth and development will be managed to improve the quality of the region's communities, protect open space, and enhance the natural environment for the benefit of all life.