AMENDED

AGENDA FOR THE REGULAR FINANCE / POLICY COMMITTEE OF THE WHOLE MEETING TO BE HELD IN THE BOARD ROOM, CITY HALL, ON MONDAY, 2010-APR-19, COMMENCING AT 4:30 P.M.

1. CALL THE REGULAR FINANCE / POLICY COMMITTEE OF THE WHOLE MEETING TO ORDER:

2. **INTRODUCTION OF LATE ITEMS:**

- Add Item 9 (e) Staff Reports Nanaimo Bastion Restoration.
- Add Item 13 (a) Other Business Nanaimo Marine Rescue Society funding request.

3. **ADOPTION OF AGENDA:**

4. **ADOPTION OF MINUTES:**

(a) Minutes of the Regular Finance / Policy Committee of the Whole *Pg. 7-11* Meeting held in the Board Room, City Hall, on Monday, 2010-MAR-01 at 4:35 p.m.

5. **PRESENTATIONS:**

(a) Presentation by Mr. A. J. Tucker, Director of Planning, re: Ipsos Reid Survey dated October 2009, entitled "Municipal Solutions for a Greener Earth 2009 – The City of Nanaimo".

[Note: Copies of the survey to be distributed at the Meeting.]

6. **DELEGATIONS PERTAINING TO AGENDA ITEMS:** (10 MINUTES)

(a) Delegations Pertaining to the 2010 – 2014 Financial Plan.

7. COMMISSION REPORTS:

(a) **Parks, Recreation and Culture Commission – Beban Park Facilities** *Pg. 12-16* <u>Redevelopment Plan</u>

<u>Commission's Recommendation:</u> That Council approve the Beban Park Facilities Redevelopment Plan to guide future improvement to the facilities and that timing and funding of the improvements be included in the yearly capital plan review for consideration.

8. COMMITTEE REPORTS:

(a) Grants Advisory Committee – 2010 Grants Advisory Committee Pg. 17-18 Recommendations

Committee's Recommendations: That Council:

1. award an Other Grant to OG-02 – Nanaimo Volunteer & Information Centre Society for \$1,293.80;

AND:

2. <u>deny</u> an Other Grant to OG-03 – Nanaimo Dry Grad Society.

(b) Social Planning Advisory Committee – 2010 Community Service Pg. 19-20 Grants

<u>Committee's Recommendation:</u> That Council approve the allocation of the first round of 2010 Community Service Grants as noted below:

Applicant	Purpose	Amount Requested	Amount Recommended
MS Society Central Island	To ensure their ability to maintain and improve operations.	\$10,000	0
Columbian Centre Society	To help meet increased operating expenses.	\$ 5,000	0
Nanaimo Women's Resources Society	To assist in providing additional hours and programming options for the 'Stepping Out' program.	\$10,000	\$5,000
Brechin Hill Community Association	To help fund a themed community picnic and for communication purposes.	\$ 2,000	0
Canadian Red Cross	To purchase three KCI Atmos Air 9000 mattresses which offer a therapeutic bed system for patients recovering from illness and injury.	\$10,000	0

Applicant	Purpose	Amount Requested	Amount Recommended
Nanaimo Family Life Association	To assist in the costs of holding 24 workshops for the 'Essential Life Skills' program.	\$ 2,000	\$2,000
Pro Bono Law of BC	To provide 'Civil Pro Bono Duty Counsel' and 'Children's Lawyer' pilot projects for one year to determine whether they are successful.	\$10,000	0
Literacy CVI	To support an adult learning course in the humanities designed to foster reflective thinking and to encourage post secondary education.	\$ 5,000	0
Island Waters Fly Fishing Association	'Divas on the Fly Breast Cancer' project.	\$ 500	0
Start With Art Nanaimo	To assist with building upon the 'Studio 366' community building arts initiative for people with varying levels of disabilities.	\$ 3,800	\$2,000
Nanaimo & Region Disability Resource Centre	To upgrade equipment required to provide computer training to the blind and vision impaired.	\$ 4,265	\$3,500
Big Brothers Big Sisters of Central Vancouver Island	To implement an 'Ambassador Council' to provide outreach and be visible advocates.	\$ 3,500	0
Nanaimo Telephone Visiting Society	To assist in meeting basic expenses.	\$10,000	0
Nanaimo Region John Howard Society	To assist with the feasibility of developing a 'Community Court' for Nanaimo.	\$ 2,500	\$2,500
Boys & Girls Clubs of Central V.I.	To update a washroom in one of their 'Early Learning' program buildings.	\$ 2,000	0

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Applicant	Purpose	Amount Requested	Amount Recommended
Nanaimo Mother & Baby Society	To assist in continuing the 'Connect Complete Mother-Baby' program and the 'Doula Outreach' program.	\$ 10,000	. 0
Surfside Recovery House	To assist with general operating expenses.	\$ 10,000	0
TOTAL		\$100,565	\$15,000

9. **STAFF REPORTS:** (blue)

CORPORATE SERVICES:

(a) <u>2010 – 2014 Financial Plan Bylaw</u>

<u>Staff's Recommendation:</u> That Council direct Staff to prepare an amendment to "FINANCIAL PLAN BYLAW 2010 NO. 7097", and prepare the 2010 Tax Rate Bylaw each for three readings on 2010-APR-26, based on the information contained in the report.

(b) Green Lake Local Area Services

<u>Staff's Recommendations:</u> That Council:

1. determine if it wants to move forward with a process that may result in sanitary sewer services being provided to the Green Lake area;

AND, IF SO:

2. authorize Staff to proceed with a Local Area Service for sanitary sewer in the Green Lake area using a "petition for" process to be paid for using a parcel tax with a cost sharing formula of 60% City of Nanaimo and 40% local property owner.

(c) Revenue Policy

<u>Staff's Recommendation:</u> That Council endorse the draft Revenue Policy to be included as part of the 2010 – 2014 Financial Plan Bylaw.

Pg. 21-23

Pg. 24-28

Pg. 29-37

(d) Request for Proposal #1003 Primary Waterworks Supplier Pg. 38-39

<u>Staff's Recommendation:</u> That Council award Request for Proposal #1003 to Corix Water Products for a five (5) year term. The approximate total value over the five (5) year term is \$5 million dollars.

(e) Nanaimo Bastion Restoration

Pg. 39.1

<u>Staff's Recommendation:</u> That Council award the contract for Bastion Renovations, Tender #1022, to the low tenderer, Knappett Projects Inc., for the low bid of \$294,950.

10. **INFORMATION ONLY ITEMS:**

- (a) Report from Councillor McNabb, Chair, Parks, Recreation and Culture *Pg. 40-41* Commission, re: Beban Park Infrastructure Project – RInC Grant.
- (b) Report from Councillor McNabb, Chair, Parks, Recreation and Culture *Pg. 42* Commission, re: Voices of Nature Sponsorship Request.
- (c) Report from Mr. B. E. Clemens, Director of Finance, re: 2009 Surplus *Pg.* 43-44 Allocation.
- (d) Report from Mr. K. Felker, Manager of Purchasing and Stores, *Pg. 45* re: Quarterly Contract Report.

11. **CORRESPONDENCE:**

(a) Letter dated 2010-MAR-09 from Mr. D. W. (Dave) Smith, Executive *Pg.* 46-47 Director, Coastal Community Network, 2814 Heath Drive, Victoria, inviting Council to become a member of the Coastal Community Network (CCN) at a cost of \$250.

12. **NOTICE OF MOTION:**

13. **OTHER BUSINESS:**

- (a) Consideration of funding request from Nanaimo Marine Rescue Society.
- 14. **DELEGATIONS PERTAINING TO ITEMS NOT ON THE AGENDA:** (10 MINUTES)
 - (a) None.

15. **QUESTION PERIOD:** (Agenda Items Only)

16. **PROCEDURAL MOTION:**

It is moved and seconded that the following meeting be closed in order to deal with the following matters under the *Community Charter* Section 90(1):

- (c) labour relations or employee negotiations;
- (j) information that is prohibited, or information that if it were presented in a document would be prohibited, from disclosure under Section 21 of the *Freedom of Information and Protection of Privacy Act*.

17. **ADJOURNMENT:**

MINUTES OF THE REGULAR FINANCE / POLICY COMMITTEE OF THE WHOLE MEETING HELD IN THE BOARD ROOM, CITY HALL, ON MONDAY, 2010-MAR-01 COMMENCING AT 4:35 P.M.

PRESENT: Mayor J. R. Ruttan, Chair

Members: Councillor W. L. Bestwick Councillor W. J. Holdom Councillor D. K. Johnstone Councillor J. A. Kipp Councillor L. D. McNabb Councillor J. F. K. Pattje Councillor L. J. Sherry Councillor M. W. Unger

Staff:

- A. C. Kenning, City Manager
- A. W. Laidlaw, General Manager of Community Services D. W. Holmes, General Manager of Corporate Services
- E. C. Swabey, General Manager of Development Services
- I. Howat, Director of Legislative Services
- T. L. Hartley, Director of Human Resources
- B. E. Clemens, Director of Finance
- T. P. Seward, Director of Development
- P. Kristensen, Director of Information Technology
- R. J. Harding, Director of Parks, Recreation and Culture
- I. Blackwood, Manager of Parks Maintenance / Construction
- M. Dietrich, Manager of Police Support Services
- B. Anderson, Manager of Community Planning
- J. E. Harrison, Manager of Legislative Services
- T. Wilkinson, Recording Secretary

1. CALL THE OPEN MEETING TO ORDER:

The Regular Finance / Policy Committee of the Whole Meeting was called to order at 4:35 p.m.

2. INTRODUCTION OF LATE ITEMS:

- (a) Add Agenda Item 6 (b) Delegations Pertaining to Agenda Items Mr. Fred Taylor re: Parking Management Study.
- (b) Add Attachment to Agenda Item 7 (a) Commission Reports Parks, Recreation and Culture Commission – School District 68 Request for City Contribution to the Rotary Bowl Track Resurfacing Project.
- (c) Add Agenda Item 16 Procedural Motion To move into "In Camera".

3. ADOPTION OF AGENDA:

It was moved and seconded that the Agenda, as amended, be adopted. The motion carried unariimously.

4. ADOPTION OF MINUTES:

It was moved and seconded that the Minutes of the Regular Finance / Policy Committee of the Whole Meeting held in the Board Room, City Hall on Monday, 2010-FEB-15 at 4:30 p.m. be adopted as circulated. The motion carried unanimously.

5. DELEGATIONS PERTAINING TO AGENDA ITEMS:

It was moved and seconded that the Delegations be permitted to address Council. The motion carried unanimously.

- (a) Delegations Pertaining to the 2010 2014 Financial Plan
 - No one spoke to the 2010 2014 Financial Plan.
- (b) Mr. Fred Taylor, 204 Emery Way, Nanaimo, BC, spoke regarding the Parking Management Study.
- (c) A Nanaimo resident expressed concerns regarding the implementation of pay parking on streets surrounding the hospital.

6. <u>COMMISSION REPORTS:</u>

(a) Parks, Recreation and Culture Commission – School District 68 Request for City Contribution to the Rotary Bowl Track Resurfacing Project

It was moved and seconded that Council consider funding for Rotary Bowl when the School District commits to multi-use at this facility. The motion carried unanimously.

7. <u>COMMITTEE REPORTS:</u>

(a) Parking Advisory Committee – Parking Management Study

Recommendations:

1. change all currently regulated on-street parking to 8:00 a.m. to 6:00 p.m., Monday thru Saturday, unregulated on Sundays;

- 2. forward the Parking Strategy to the City's Transportation Advisory Committee for future reference and to the Regional District of Nanaimo (RDN) to focus future transit planning specifically in the study areas of the Downtown, Vancouver Island University and the Nanaimo Regional General Hospital;
- 3. standardize all of the time restricted on-street, but unmetered, zones to maximum 2 hour parking;
- 4. <u>not</u> provide any further expansion of resident exempt parking regulations in the downtown zone until there is sufficient off-street parking inventory to accommodate the displaced vehicles;
- 5. commence discussions with the Downtown Nanaimo Business Improvement Area (DNBIA) and the Chamber of Commerce with the intent to implement a merchant-based refund of parking in the downtown core;
- 6. commence a process with the business community (DNBIA and the Chamber of Commerce) to implement parking meter kiosks on Commercial Street, Bastion Street, and Church Street with parking rates that are greater than rates on off-street lots and in parkades;
- 7. standardize all parking meter kiosks among the city owned lots and implement technologies that make it easier and more flexible for the consumer to pay for parking such as the use of cell phones, debit cards, etc;
- 8. improve wayfinding of available City parking using such things as:
 - update the website to clearly identify graphically where public parking is located downtown;
 - provide parking diagrams to the DNBIA, Chamber of Commerce, Tourism Nanaimo, and businesses located in the downtown that wish to include this information on their website; and,
 - include parking wayfinding diagrams in the Visitor Guide;
- 9. change the Parking sign above the entrance to the Port of Nanaimo Centre Parkade to a backlit sign at ninety degrees to the Port of Nanaimo Centre (PNC) parkade using the internationally recognized symbol for parking (A large blue P on a white background);
- 10. replace the Harbourfront Parkade signs at each entrance with new signs using the internationally recognized symbol for parking, which would be consistent with the PNC sign;
- 11. increase the lighting intensity by 2X at the entrances to parkades to better signify the entrance and provide better security;
- 12. consult with the DNBIA regarding parking signage in the downtown core;
- 13. implement maximum 2 hour parking, resident exempt zones, identified in red on Schedule "A" of the hospital zone;

- 14. install parking meter kiosks in the area identified in green or "unregulated" on Schedule "A" of the hospital zone;
- 15. forward the Strategy to Vancouver Island University (VIU) and request that VIU consider adding to their off-street parking inventory or suggest another viable strategy to City Staff to reduce parking demand in this zone;
- 16. request Vancouver Island University and the Regional District of Nanaimo (RDN) commence discussions on how the RDN's transit function can better serve the university; and,
- 17. postpone any consideration of time restricted resident exempt parking until viable options are developed though discussions with VIU to relieve parking space demands.

It was moved and seconded that Council refer the Parking Management Study to the Transportation Advisory Committee, and report back to Council with less than 17 recommendations. The motion was defeated. Opposed: Mayor Ruttan, Councillors Holdom, Johnstone, Kipp, McNabb, Pattje and Sherry

It was moved and seconded that Council adopt Recommendation Nos. 2 and 3, and refer the rest of the recommendations to the Transportation Advisory Committee. The motion carried.

Opposed: Councillor Holdom

8. STAFF REPORTS:

CORPORATE SERVICES:

Letter of Guarantee from BC Housing Corporation and Provincial Rental Housing (a) Corporation

It was moved and seconded that Council direct Staff to accept a Letter of Guarantee from the BC Housing Corporation and the Provincial Rental Housing Corporation in lieu of the usual bonding required for works, services and landscaping for the following projects associated with the City of Nanaimo's Housing First Strategy:

- 477 Tenth Street ٠
- 1402 1590 Bowen Road ٠
- 437 445 Wesley Street ٠
- 3515 Hillside Avenue
- 1598 Townsite Road

The motion carried unanimously.

9. **INFORMATION ONLY ITEMS:**

Report from Mr. B. E. Clemens, Director of Finance, re: 2010 Council (a) Remuneration.

- (b) Report from Mr. A. M. Dietrich, Manager of Police Support Services, re: Cell Block Renovation Update.
- (c) Report from Mr. A. M. Dietrich, Manager of Police Support Services, re: Coroner's Inquest Recommendations
- (d) Report from Mr. A. M. Dietrich, Manager of Police Support Services, re: Proposed Prisoner Surveillance Regulations
- (e) Report from Mr. R. J. Harding, Director of Parks, Recreation and Culture, re: Nanaimo Bastion Update

10. <u>CORRESPONDENCE:</u>

(a) Letter dated 2010-FEB-22 from Ms. Ann Bozoian, Director, Office of the President and CEO, Vancouver Island Health Authority (VIHA), Victoria, BC, regarding Council's letter dated 2009-NOV-16 re: child car seat safety checks.

11. QUESTION PERIOD:

• Mr. Fred Taylor, re: Parking Management Study.

12. <u>PROCEDURAL MOTION:</u>

It is moved and seconded that the following meeting be closed in order to deal with the following matters under the *Community Charter* Section 90(1):

(c) labour relations or employee negotiations.

Council moved into "In Camera" at 5:30 p.m.

Council moved out of "In Camera" at 6:20 p.m.

13. <u>ADJOURNMENT:</u>

It was moved and seconded at 6:20 p.m. that the meeting terminate. The motion carried unanimously.

CHAIR

CERTIFIED CORRECT:

DIRECTOR, LEGISLATIVE SERVICES

REPORT TO: MAYOR AND COUNCIL

PcoU

FROM: LARRY McNABB, CHAIR, PARKS, RECREATION AND CULTURE COMMISSION

RE: BEBAN PARK FACILITIES REDEVELOPMENT PLAN

RECOMMENDATION:

That Council approve the Beban Park Facilities Redevelopment Plan to guide future improvement to the facilities and that timing and funding of the improvements be included in the yearly capital plan review for consideration.

EXECUTIVE SUMMARY:

The Beban Park Facility Redevelopment project got underway in January, 2009. Since then, a consulting team of recreation and design professionals gathered input and feedback from stakeholders, the general public and facility users regarding the potential redevelopment of Frank Crane Arena, Beban Pool and the Beban Social Centre.

At their meeting of 2010-MAR-24, the Parks, Recreation and Culture Commission passed a motion supporting the recommendation that Council approve the Beban Park Facilities Redevelopment Plan to guide future improvement to the facilities and that timing and funding of the improvements be included in the yearly capital plan review for consideration. Staff concur with the recommendation.

BACKGROUND:

Beban Park has been a proud part of Nanaimo's history since 1953, when the City purchased the Beban estate to replace the former Central Sports Grounds, now the site of Port Place Mall. For nearly 60 years, Beban Park has evolved, as it responds to a growing population, changing recreation activities and emerging community character.

Today, Beban Park is one of four, City-owned, multi-facility, active living campuses serving the recreation, sport, culture and community needs of residents of Nanaimo and the neighboring communities. The other campuses are: Third Street (Nanaimo Ice Centre, Nanaimo Aquatic Centre, Serauxmen Fields); Bowen Park (Social Centre, outdoor pool, fields etc), and Oliver Woods Community Centre (including the outdoor park and senior's wellness area).

To ensure that it preserves its integral role as a regional recreation destination, Beban Park must continue to change and evolve, keeping pace with its changing community.

Beban Park has benefitted by major capital investments in its facilities and amenities over the years. The new facilities, the most-recent being the 1999 leisure pool, enable the City to offer residents the recreation programs and services they demand. As demands change, Beban Park has changed.

This program-driven approach to facility planning and development has enabled the City to plan, finance and operate the current range of stand-alone facilities. This same program-driven

approach is now being used to create an integrated-facilities model that will provide citizens, as well as visitors, users and spectators, with an extraordinary experience each time they visit.

Following a Council and Commission Beban Park Facilities Seminar on 2010-JAN-19, the Parks, Recreation and Culture Commission at its regular meeting of 2010-JAN-27 approved taking the draft Redevelopment Plan to open house for community feedback.

The draft Beban Park Facilities Redevelopment Plan was presented to the community at a public open house on 2010-FEB-27. 150 community members and users participated in the open house and were invited to provide feedback. Overall, feedback was positive with **43%** support for Option 2 and **45%** for Option 3. Seven (7) surveys came back in support of Status Quo (or do nothing).

At the Open House held 2010-FEB-27 three proposed options were presented:

Option 1 – Status Quo (includes infrastructure renewal work in 2010).

Option 2 – Integrated Program Model (including enclosure of three facilities, addition of ground floor fitness, expansion of aquatic facility with ground floor hot tub and 2009 Order of Magnitude Costs of \$15.1 million)

Option 3 – Real Estate Model (includes work completed in Option 2 with the addition of retail and community partner spaces and 2009 Order of Magnitude Costs of \$19.5 million).

Changes to the draft report previously provided to the Commission can be found on Pages 4, 14, and 30 as attached.

Based on the findings of the Beban Park Redevelopment priorities Staff recommend that the Parks, Recreation and Culture Commission recommend that Council approve the Beban Park Facilities Redevelopment Plan to guide future improvement to the facilities and that timing and funding of the improvements be included in the yearly capital plan review for consideration.

At their meeting of 2010-MAR-24, the Parks, Recreation and Culture Commission passed a motion supporting the recommendation that Council approve the Beban Park Facilities Redevelopment Plan to guide future improvement to the facilities and that timing and funding of the improvements be included in the yearly capital plan review for consideration. Staff concur with the recommendation.

Respectfully submitted,

Jan Malabb

Larry McNabb, Chair Parks, Recreation and Culture Commission

Attachments

2010-APR-14 / File: A4-1-2 / K8-2 G:\Admin\PRCC\RptCouncil\2010\PRCCRPT100419BebanParkFacilitiesRedevelopmentPlan.docx





The projected demographic shifts have implications for numerous aspects of daily living in Nanaimo, including housing demand and access to recreation and cultural programs and

Based on projections, housing demand in Nanaimo will grow from 36,500 units in 2006 to 48,000 in 2021 and to 53,000 by 2031. Where practical and economically viable, this new housing stock will be directed into existing neighbourhoods, increasing densities and making the City more efficient and sustainable (see planNanaimo, 2008 Official Community Plan).

Focusing density into existing neighbourhoods will put more people into close proximity to Nanaimo's four, active living campuses including Beban Park. Located on the Bowen corridor, Beban Park is ideally situated to serve people in the Northfield and Immediately adjacent neighbourhoods and those in surrounding city and regional neighbourhoods



PRCC Report to Council – Beban Park Facilities Redevelopment Plan 2010-APR-19 Page 2 of 5



5.6 Facility Redevelopment Options

Three facility conceptual redevelopment options were considered for Beban Park (See Figure A). Using a design charrette process, the concept options were identified and assess to explore their potential for, and compatibility with, Beban Park's new market opportunity and direction (See Appendix G, Facility Concept Plans).

The concept redevelopment options included:

Option 1 Independent Program Model (Status Quo)

This option looked at maintaining each program facility as an independent, stand-alone structure. Facility enhancements were focused on life-cycle maintenance and minor program areas including:

- Improving customer access to the Frank Crane Arena
- Adding an elevator in the Frank Crane Arena
- Adding a box-office in the Frank Crane Arena
- Adding a multi-purpose space on mezzanine level in Frank Crane Arena
- Upgrading the ice plant and replacing dashboards in the Frank Crane Arena
- Replacing the slab in the Frank Crane Arena
- Re-roofing the Social Centre

Note: During the Study Process, \$1 million in federal government RInC funding was awarded to the City of Nonaimo. This enabled the City to proceed immediately with the \$4.6 million work program identified in Option 1. Work is to be campleted by March 2011. As a result, this option was removed from further discussion.

Option 2 Integrated Program Model

This option looked at integrating the program facilities into a unified facility through the addition of new program components. The intent was to present a more welcoming public face for all customers and to add new multi-purpose areas that maximize programming and spontaneous use opportunities. The proposed work program includes:

- Adding a new welcome atrium and community gathering space by enclosing the breeze-way
- Adding a new elevated walking/running track and upper level fitness area by enclosing the breeze-way.
- Adding a new main level fitness area
- Expanding the lazy river and relocating the hot tub
- Renovating the aquatic change rooms
- Renovating the Social Centre

The order-of-magnitude cost estimate for this option (2009) is \$16.01 million.

Beban Park Redevelopment Project

Project Report - Review Draft February 2010 30

REPORT TO COUNCIL

FROM: COUNCILLOR DIANA JOHNSTONE, CHAIRPERSON, GRANTS ADVISORY COMMITTEE

RE: 2010 GRANTS ADVISORY COMMITTEE RECOMMENDATIONS

COMMITTEE'S RECOMMENDATION: That Council:

1. <u>Award</u> an Other Grant to the following Applicant

OG-02 – Nanaimo Volunteer & Information Centre Society \$1,293.80

2. Deny an Other Grant to the following Applicant

OG-03 – Nanaimo Dry Grad Society

EXECUTIVE SUMMARY:

The Grants Advisory Committee met on 2010-Mar-31. Included in this report are the Committee's recommendations.

BACKGROUND:

The Grants Advisory Committee has reviewed in detail the financial data and background information provided by the applicants. Recommendations are made in accordance with the Grants Policy and Guidelines adopted by Council.

The Committee recognizes both the limited funding that the City has available and the excellent community services provided by the various organizations. We are hopeful that the funds allocated by Council will allow the organizations in need of assistance to continue to provide their valuable services.

Grant funding is divided into the following categories: security grants, other grants and permissive tax exemptions.

Other grants are awarded to registered non-profit societies that demonstrate financial need and have a large number of volunteers. These organizations must be accessible to a large portion of the community and have a broad base of support. Sound financial and administrative management must also be demonstrated.

Council is permitted to (but not required to) exempt certain organizations from property taxation. Sections 224, 225, 226 of the *Community Charter* identify situations in which Council may exercise discretion in granting full or partial exemptions from taxation. These exemptions must be adopted by bylaw, by the 31st of October of the year preceding exemptions. Council

□ Council □ Committee Flp Cow □ Open Meeting □ In-Camera Meeting Meeting Date: 2010-APR-19

NEW APPLICATIONS

Other Grants Category

Application OG-02 – Nanaimo Volunteer & Information Centre Society

Award funds representing an in-kind grant for the rental of Beban\$1,293.80Social Centre for the Society's annual volunteer appreciation dinner.\$1,293.80

Application OG-03 – Nanaimo Dry Grad Society

Deny an in-kind grant for the rental of Beban Park for the annual dry grad event, as the Society is well funded whereas the Grants Advisory Committee has limited funds and there are many other needy organizations in existence within the community.

Respectfully submitted

leave Otrolone

Councillor Diana Johnstone Chair, Grants Advisory Committee

G:\ADMINISTRATION\Committees\Grants Advisory Committee\2010 Grants\March 31, 2010\Council Report.docx Files: 0570-40 and 1850-01

REPORT TO: FINANCE/POLICY COMMITTEE OF THE WHOLE

FROM: CHAIR, SOCIAL PLANNING ADVISORY COMMITTEE

RE: 2010 COMMUNITY SERVICE GRANTS

COMMITTEE'S RECOMMENDATION:

That Council approve the allocation of the first round of 2010 Community Service Grants as noted below:

		Amount	Amount
Applicant	Purpose	Requested	Recommended
MS Society Central Island	To ensure their ability to maintain and improve operations.	\$10,000	0
Columbian Centre Society	To help meet increased operating expenses.	\$ 5,000	0
Nanaimo Women's Resources Society	To assist in providing additional hours and programming options for the 'Stepping Out' program.	\$10,000	\$5,000
Brechin Hill Community Association	To help fund a themed community picnic and for communication purposes.	\$ 2,000	0
Canadian Red Cross	To purchase three KCI Atmos Air 9000 mattresses which offer a therapeutic bed system for patients recovering from illness and injury.	\$10,000	0
Nanaimo Family Life Association	To assist in the costs of holding 24 workshops for the 'Essential Life Skills' program.	\$ 2,000	\$2,000
Pro Bono Law of BC	To provide 'Civil Pro Bono Duty Counsel' and 'Children's Lawyer' pilot projects for one year to determine whether they are successful.	\$10,000	0
Literacy CVI	To support an adult learning course in the humanities designed to foster reflective thinking and to encourage post secondary education.	\$ 5,000	0
Island Waters Fly Fishing Association	'Divas on the Fly Breast Cancer' project.	\$ 500	0
Start With Art Nanaimo	To assist with building upon the 'Studio 366' community building arts initiative for people with varying levels of disabilities.	\$ 3,800	\$2,000
Nanaimo & Region Disability Resource Centre	To upgrade equipment required to provide computer training to the blind and vision impaired.	\$ 4.265	\$3,500
Big Brothers Big Sisters of Central Vancouver Island	To implement an 'Ambassador Council' to provide outreach and be visible advocates.	\$ 3,500	0
Nanaimo Telephone Visiting Society	To assist in meeting basic expenses.	\$10,000	0

Nanaimo Region John	To assist with the feasibility of	\$ 2,500	\$2,500
Howard Society	developing a 'Community Court' for		
-	Nanaimo.		
Boys & Girls Clubs of	To update a washroom in one of their	\$ 2,000	0
Central V.I.	'Early Learning' program buildings.	1	
Nanaimo Mother &	To assist in continuing the 'Connect	\$10,000	0
Baby Society	Complete Mother-Baby' program and		
	the 'Doula Outreach' program.		
Surfside Recovery	To assist with general operating	\$10,000	0
House	expenses.		
TOTAL		\$100,565	\$15,000

EXECUTIVE SUMMARY:

SPAC, at their meeting held 2010-Mar-02, directed that the following criteria be used to review applications for the first round of Community Service grants in 2010:

"Projects that assist people to move from social exclusion / economic marginalization towards prosperity and / or a productive role in the life of the community."

SPAC reviewed 17 applications at their meeting held 2010-Apr-06 and recommend the above-noted allocations.

BACKGROUND:

In 2006, Council directed that a review be conducted of the process used to make recommendations to Council regarding grants to non-profit organizations. The resulting report (2006-Oct-16) recommended that "Community Service Grants be reviewed by the Social Planning Advisory Committee..." In 2007, the Social Planning Advisory Committee commenced the role of reviewing applications for grants from the \$25,000 Community Service Grants fund. The above recommendations represent the first disbursement of 2010 funds available under that grant category. The second disbursement will take place in September, 2010.

Respectfully submitted,

Zenaida Masstman

Chair Social Planning Advisory Committee

/ch g:\commplan\admin\2010\spac_comserv_grants Council/FPCOW Date: 2010-Apr-19

2010-April-19

STAFF REPORT

REPORT TO: D.W. HOLMES, GENERAL MANAGER OF CORPORATE SERVICES

FROM: B. E. CLEMENS, DIRECTOR OF FINANCE

RE: 2010-2014 FINANCIAL PLAN BYLAW

RECOMMENDATION:

That Council direct staff to prepare an amendment to "FINANCIAL PLAN BYLAW 2010 NO. 7097", and prepare the 2010 Tax Rate Bylaw each for three readings on 2010-APR-26, based on the information contained in the report.

EXECUTIVE SUMMARY:

Staff have completed updating the 2010-2014 Financial Plan with new information that has been received. Although there have been changes to individual line items, there is no change to the overall property tax increase in 2010, which remains at 2.0% overall (3.1% residential). The *Community Charter* requires Council to pass a financial plan bylaw and a tax rates bylaw by May 15th each year.

DISCUSSION:

The 2010-2014 Financial Plan being presented by staff includes property tax increases as follows:

	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>2014</u>
Blended	2.0%	.4.7%	3.5%	2.3%	3.6%
Residential	3.1%	5.7%	4.5%	2.3%	3.6%
Commercial	2.0%	4.7%	3.5%	2.3%	3.6%
Industrial	-15.4%	-15.9%	-21.0%	2.3%	3.6%

Increases in water rates (5%) and garbage and recycling fees (6.4%) were implemented on January 1st. There were no increases for sewer fees in 2010.

The impact of the 3.1% residential tax increase on a typical single family home assessed at \$350,000 would be an increase in the City of Nanaimo portion of the property tax bill of \$54.33. With the increases in water and garbage rates already approved by Council, this makes the total increase in the cost of City services \$75.44, or 3.4%. This does not include any impact of other agencies, such as school, hospital and regional district.

The average assessment change for residential property is estimated to be a reduction of about 1.75%. Properties which experienced an increase in assessment will have a tax increase that is

larger than the 3.1% average. Conversely, properties where assessment decreased more than 1.75% will have a lower increase, or even a decrease in property taxes.

Staff have updated the financial plan with new information received since Council last reviewed it in February. As a result of the review, two major changes have been made to the budget. The final assessment roll has been received and it indicates that revenue from new construction will be \$1,644,000, up from the earlier estimate of \$1,250,000.

Unfortunately, this is offset by a reduction in investment income. Based on new projections of investment income in 2010, the budget has been reduced from \$2,600,000 to \$2,220,000 (2009 actual was \$2,250,000). The original estimate was done in September of 2009. Even though it was thought to be reasonable at the time, the kinds of investments available to municipalities are providing interest rate returns that are next to nothing. As longer term investments mature, they are currently being replaced with investments with much lower yields. Our projections allow for a modest increase in interest rates during 2010 as currently predicted by the majority of financial analysts.

The financial plan also has been updated to include projects that were incomplete at the end of 2009 and were carried forward to be completed in 2010. No additional funding is required for these projects. When carrying forward project funding, some was reallocated to other projects from projects that were completed under budget, or were not done. No new funding from taxation was added to these projects. They are funded from a reallocation of previously committed funds or from Development Cost Charges.

General Capital projects:

- Bowen Road/Quarterway Bridge added \$300,000
- Hammond Bay Road added \$430,000
- Northfield/Boxwood Signal -- added \$132,500
- Metral Storm added \$130,000

Sanitary Sewer Capital Projects:

- Rosamond Street Sanitary added \$90,000
- Bowen Rd: Pryde to Buttertubs \$200,000
- Millstone Trunk (related to Quarterway Bridge) \$688,000
- Sanitary Relining added \$326,103 for Irwin Street relining

Three new capital projects have been added to the Financial Plan in 2010 to be funded from non-taxation revenues. These are:

Comox Field Upgrade – \$160,000. Funding sources are \$80,000 transferred from Sportsfield Development and an \$80,000 private contribution from the VI Raiders.

Bastion Building Upgrade - \$319,958. The funding sources are \$19,958 carry forward from 2009 (remainder of design funding), \$150,000 private contributions (some cash and some inkind) and \$150,000 from a reserve previously allocated to Piper's Park.

Beban Upgrade (RINC Project) – Added \$185,000 for Frank Crane Arena seating, Frank Crane Arena washroom upgrade (accessibility issues), Frank Crane Arena warm room flooring, improved access to Rooms 7 & 8 (ramps) plus related landscaping and signage/wayfinding

throughout Beban. Funding sources are \$110,000 from the Class E reserve and \$75,000 from the Facility Development Fund.

Based on the preceding and subject to direction from Council, staff will prepare the 2010 financial plan and tax rate bylaws.

Respectfully submitted,

B.E. Clemens Director of Finance

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D.W. Holmes General Manager, Corporate Services

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STAFF REPORT

REPORT TO: D.W. HOLMES, GENERAL MANAGER OF CORPORATE SERVICES

FROM: B. E. CLEMENS, DIRECTOR OF FINANCE

RE: GREEN LAKE LOCAL AREA SERVICE

RECOMMENDATION:

- 1. That Council determine if it wants to move forward with a process that may result in sanitary sewer services being provided to the Green Lake area; and, if so;
- 2. That Council authorize staff to proceed with a Local Area Service for sanitary sewer in the Green Lake area using a "petition for" process to be paid for using a parcel tax with a cost sharing formula of 60% City of Nanaimo and 40% local property owner.

EXECUTIVE SUMMARY:

It is estimated that it will cost about \$3.2 million to bring sanitary sewer to 107 lots in the Green Lake area. In addition, property owners will have to pay any costs incurred on their own property, estimated to be an average of about \$7,500 per lot.

If Council wishes to proceed with this initiative by cost sharing with the property owners, the process to do so is described in the *Community Charter* as a Local Area Service. This report outlines three possible cost sharing formulas. Additional cost sharing scenarios can be costed out if that is Council's direction.

There are only a few areas remaining in the City that have not been serviced by sanitary sewer. The reason that they are not serviced is because it is very expensive to do so. Staff believe that whatever arrangement is offered to Green Lake owners needs to be sustainable enough that it can be offered to the other areas at some time in the future. The City's share of this project can be funded from existing sanitary sewer reserves.

DISCUSSION:

The issue of providing sanitary sewer service to the Green Lake area has been around since the amalgamation of the surrounding improvement districts into the City of Nanaimo in 1975. Due to the local topography, the area surrounding Green Lake is challenging to service and therefore very expensive. The current preliminary estimate for a low pressure, pump operated system similar to Protection Island and Fielding Road is \$3.2 million to service 107 lots, or about \$29,900 per lot to deliver service to the property line. In addition to these costs, each property owner will have to do some work on their own property. These costs can vary significantly for each owner, but the average is estimated to be in the order of \$7,500 per lot, including the cost of individual household pumps.

Council Committee F/PCOW 2 Open Meeting In-Camera Meeting Meeting Date: 2010-ARE-19

In 1990, Council received a delegation requesting that sewer be provided to the Green Lake area. Council engaged a consultant to do a septic tank study and water samples were tested around Green Lake for one year. Neither of these studies indicated an immediate health hazard. Therefore, in 1991, Council adopted a motion that sanitary sewers not be installed in the Green Lake area at that time. The properties were removed from the Sewer Benefitting Area in 1991 and have paid no sewer taxes to the City since that time. They did continue to pay a levy toward the operation of the regional sewer treatment plant, although this was eliminated in 2002. By removing these properties from the Sewer Benefitting Area, the City was acknowledging that sanitary sewer service would not be provided in the foreseeable future.

Since 1991, the City has been approached by residents in the Green Lake area who were attempting to have sanitary sewer brought into their neighbourhood. For various reasons, there was not agreement with all parties on cost sharing, so these local areas were not serviced at that time. Staff still receive regular inquiries from residents of this area.

The City of Nanaimo has repeatedly applied for senior government funding to bring sanitary sewer to the Green Lake area. These grants would have seen the two senior governments pick up two thirds of the cost of the project. Unfortunately, these applications have not been successful. All existing infrastructure funding programs are completely allocated and it seems unlikely that there will be any new senior government funding in the near future. If sanitary sewer is to proceed in the Green Lake area, it will either need to be fully funded by the City of Nanaimo, or in some kind of cost sharing formula with the property owners.

Green Lake is one of six areas in Nanaimo that do not receive sanitary sewer service. The other areas total 225 existing lots which are located in Jingle Pot, Western Acres, Stephenson Point, , and Maki Road East. The estimated cost in 2008 to service all areas, including Green Lake, was about \$19.2 million.

Areas	Cost Estimate	Hectares	Existing Lots
Green Lake	\$3,200,000	63.4	107
Stephenson Point	\$2,605,000	10.6	25
Jingle Pot	\$6,333,000	169.5	125
Western Acres – West	\$2,459,000	10.9	20
Western Acres – East	\$3,763,000	40.2	`51
Maki Road – East	\$812,000	4.8	4
TOTAL	\$19,172,000		

Some of the issues that make Green Lake the highest priority for sanitary sewer servicing over the other areas include:

- Septic field systems are over 35 years old in many cases,
- Provincial monitoring indicates high levels of phosphorus and nitrogen likely caused by faulty septic systems. This leads to poor water quality for for fish and other aquatic life,
- Sewers will support the health of the lake,
- The area is already serviced with water,
- The area is already built up there is little potential for new development to bring in sanitary sewer.

In determining how to proceed with providing sanitary sewer to Green Lake, Council needs to be aware of these other areas and the potential costs of servicing them. Whatever funding formula that is applied to Green Lake will have implications for these other areas.

There is no "right" formula for determining how to share the costs of providing sewer to these residents. It is really up to Council to determine what portion of the costs should be borne by the general taxpayer and what portion should be paid by those receiving the service. Some property owners would argue that sanitary sewer is a basic service of the municipality and they should not have to pay any cost to receive it. But, it is clear that the City cannot afford to provide sewer to all of the remaining unserviced lots without the participation of the property owner.

The options can vary anywhere from 100% City funded to 100% funded by the property owner. For simplicity, here are three options that represent the middle of the road. If Council would like to consider other options, staff can provide the cost implications. Note that in all the options presented below, the costs only include those necessary to bring services to the property line. The property owner will also have to pay the costs incurred on his own property to receive the services, e.g. piping, sewage grinder pump, holding tank. Staff recommend that the sewer connection fee (\$1,800) be waived for a one year period to encourage property owners to connect to the system.

Regardless of the funding formula, if sanitary sewer is brought to the Green Lake area, then those properties that have the ability to connect to the sewer will be brought back into the Sewer Benefitting Area and will be subject to the Regional District tax (about \$105 per year on a \$350,000 home). Once connected, the properties will also be required to pay the City of Nanaimo user fee of about \$97 per year.

Option 1: 60% City/40% Property Owner

This represents Council's long-standing policy for sewer pocket areas. In 1995, Council confirmed the policy that the cost sharing for sewer pocket areas should remain at 60 percent City and 40 percent property owner. The major disadvantage of this option is that it is the least financially sustainable of the three options presented.

Option 2: 50% City/50% Property Owner

This is the compromise option.

Option 3: 40% City/60% Property Owner

This is the most financially sustainable option from the City's perspective and would provide the most opportunity for owners in the other unserviced areas to also receive sewer at some time in the future. This ratio is closest to the infrastructure funding formula (2/3 senior government and 1/3 City) that Council supported for grant funding applications. It is the least likely to be supported by the property owners.

Option 4: Wait for a Senior Government Grant

Council could choose to put the Green Lake sewer project on hold until the City receives some grant funding from senior governments. This would make the project more affordable for both the City and the property owners. It is difficult to predict when more infrastructure grants will be

available from the federal or provincial government. Even if a program were to become available, Green Lake will remain a low priority for senior government funding until there is greater evidence of septic tanks failure and pollution in the lake.

COSTING THE OPTIONS

Regardless of what option is chosen, property owners can contribute their share of the costs in one of two ways:

- 1. They can pay the whole amount up front; or
- 2. They can pay an annual amount on their property tax bill for 20 years. This would include an interest amount based on the City's cost of borrowing from the Municipal Finance Authority.

	Total Cost to Owners*	Cost per Lot	Annual Levy
Option 1	1,280,000	11,962.62	999.86
Option 2	1,600,000	14,953.27	1,249.82
Option 3	1,920,000	17,943.93	1,499.78

The following table shows the cost to the property owner for each option:

* Note that the above costs exclude on-site costs which are the owners' expense.

The above table shows that Option 1 would result in each owner paying an annual levy on their tax notice of about \$1,000. Alternately, the owner could choose to pay out the entire amount of \$11,962.62 per lot in advance. These costs were determined using a 20 year loan from the MFA at 5.0% (the current estimated borrowing rate).

An alternative would be to offer the property owners an interest free loan. Instead of borrowing the funds from the MFA, the City of Nanaimo could finance the property owners' portion of the costs by using the Local Improvement Fund. There are only enough funds in this reserve to finance Option 1 (60% City). This would result in an annual cost for each lot of about \$600.

	Total Cost	Cost per	Annual
	to Owners*	Lot	Levy
Option 1	1,280,000	11,962.62	598.13

As this would exhaust all of the money in the Local Improvement Fund, this option would not be available to any future sewer pocket areas that may also wish to receive sanitary sewer in the future. Council could stretch this money further by making just a portion of the loan interest free. If desired, staff could cost out some additional scenarios for Council's consideration.

SOME MORE HISTORY

In 1985, sanitary sewer (and water as well) was brought to Protection Island. In this case, property owners paid about 21% of the total project cost of \$1.8 million. Owners paid an annual

levy of \$175 for twenty years. The Province contributed 25%, with the remaining amount coming from the City.

In 2002, sanitary sewer was extended to 19 properties on Fielding Road in response to the failure of a number of septic systems. In this case, the Province funded 50% of the project and the remainder was paid for by the City. Sewer connection fees were waived for one year to encourage property owners to connect to the system.

THE PROCESS MOVING FORWARD

The process for proceeding with a local area service is very similar to the BIA process that was used for the downtown Business Improvement Area. It can be done as either a "petition for" process, in which the local property owners must provide a petition that is signed by at least 50% of the parcels that represent at least 50% of the assessed value of the land; or it can be a "petition against" process, where the majority must vote against the project. Staff recommend that the "petition for" process be used in this case.

Staff will facilitate the process by mailing out information to affected property owners, holding open houses and preparing the necessary petitions for the owners to sign.

In order to proceed, it is necessary to choose what option will be presented to the property owners in the Green Lake area. As noted previously, there is no right answer and it is really a political determination as to what is the appropriate share for the general taxpayer to contribute. In view of the previous policy on sewer pocket areas, staff are recommending that Option 1 (60% City/40% Property Owner) be endorsed by Council. Staff do not recommend that an interest free loan be offered, as this option would not be available to other property owners in the same circumstances.

Once Council has endorsed a cost sharing formula, staff will contact the affected property owners and provide them with information about the project and cost recovery options. This will most likely be done with mailouts and one or more public meetings or open houses. Before proceeding to the petition phase, staff propose to survey the property owners to determine the likelihood that a petition would succeed. If there appears to be enough support for the proposal, then staff will go ahead with the formal petition. If there is not enough support, then staff will bring a report back to Council with new recommendations.

If the survey shows that there is not enough support, Council may wish to consider whether there is interest by one of the smaller neighbourhoods, such as Lake View Crescent, to proceed on their own. Depending on which sub-area is considered, the average cost per lot may be lower than the amounts shown in this report. The disadvantage of this is that it becomes even less likely that the remaining areas surrounding Green Lake will ever be serviced.

Respectfully submitted,

B.E. Clemens Director of Finance

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D.W. Holmes General Manager, Corporate Services

STAFF REPORT

REPORT TO: D.W. HOLMES, GENERAL MANAGER, CORPORATE SERVICES

FROM: B.E. CLEMENS, DIRECTOR OF FINANCE

RE: REVENUE POLICY

STAFF'S RECOMMENDATION:

That Council endorse the draft Revenue Policy to be included as part of the 2010-2014 Financial Plan Bylaw.

EXECUTIVE SUMMARY:

The Province has amended the *Community Charter* to require all municipalities to develop specific policies on sources of revenue.

This report includes a discussion on each of the Ministry's new requirements and a revenue policy for Council's endorsement. This policy is the same as the one adopted by Council last year, as included in *"FINANCIAL PLAN BYLAW 2010 NO. 7097"*, and is consistent with Council direction.

The policy must be included as part of the Five Year Financial Plan bylaw that will be adopted in May.

BACKGROUND:

In 2007, the Province introduced amendments to the *Community Charter* that require municipalities to develop specific statements of policy on certain revenues and taxes.

The legislation requires that the annual five-year financial plan must set out the objectives and policies of the municipality in relation to:

- a) The proportion of total revenue that is proposed to come from each of the following revenue sources:
 - Property value taxes (taxes based on assessment)
 - Parcel taxes
 - Fees & charges
 - Proceeds from borrowing
 - Other sources
- b) The distribution of property taxes among the property classes (i.e. residential, industrial, commercial, etc); and
- c) The use of permissive tax exemptions.

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In addition, before adopting the annual Property Tax Rate Bylaw, all municipalities must consider the proposed tax rates for each property class in conjunction with the objectives and policies as set out in the financial plan.

In 2008, municipalities were required to include statements about the proportions of revenue proposed to come from various funding sources; the distribution of property taxes among property classes; and the use of permissive tax exemptions. In 2009, municipalities had to go further by developing explicit objectives and policies in the financial plan in relation to these matters.

The Ministry of Community Services collects statistics from all BC municipalities. These statistics have been used in this report to compare Nanaimo to eight other municipalities that are similar in size (from Chilliwack at an estimated population of 72,621 in 2008 to Kelowna at 112,775). Although these municipalities are similar in size, they vary in many other respects, including age, demographics, geographical size and layout, weather, services provided, urban/suburban/rural development mix, ability to get senior government funding, and many other areas. One of the best examples is comparing Nanaimo to Victoria – they have almost exactly the same population, but Victoria has a significantly different assessment base - commercial makes up almost twice as much of their total assessment compared to Nanaimo (22.8% to 13.0%).

These differences should be kept in mind when reading the following comparisons. Often there is a reason that one municipality will stand out from the rest in a particular category.

Proportion of Revenue by Source

Chart 1 shows a comparison of nine municipalities and the proportion of revenue that comes from each source.

In order to understand the graph, it is necessary to know what is included in each category (note: these determinations are made by the Province to ensure comparability between municipalities):

- Taxes include all property taxes and grants in lieu of taxes from senior governments, but do not include the VI Regional Library.
- Fees include all water, sewer, garbage rates, licences, permits, development revenues, Parks Recreation & Culture fees and similar revenues. Some municipalities have other sources, such as Kelowna's electrical utility and airport.
- Government transfers include all senior government grants (capital and operating) and transfers such as the funds received from the RDN for parks and sports fields. This is a number that can fluctuate from year to year depending on grant programs.
- Developer contributions include both DCC payments and developer contributed assets. These assets are the infrastructure built by the private sector as part of a development and then turned over to the municipality. These revenues are large in developing cities such as Nanaimo, Kelowna, and Maple Ridge, but almost non-existent in municipalities with low growth (Prince George, Victoria). They are also difficult to accurately forecast.
- "Assets" include revenues from sale of municipal assets. This is a minor revenue item for most municipalities.
- "Other" is what is left over, with the largest item being investment income. It also includes recoveries, e.g. where the City has been required to do work and bill someone for it.

Parcel Taxes

A parcel tax is a levy that is a fixed amount per parcel and does not vary with assessment. An example is the \$10 per lot tax levied by the RDN for regional parks. The City of Nanaimo has not traditionally used parcel taxes, except for local improvements.

Proceeds from Borrowing

The regulations will require a policy statement regarding what percentage of revenue should come from the proceeds of borrowing (long term debt). This is a difficult task because borrowing is not an annual event. If the intent is to provide some policy direction on what is an acceptable level of debt, a better indication of this might be to look at debt per capita and/or annual debt servicing costs per capita (see Charts 2 & 3).

These charts show that municipalities have made some very different choices. Chilliwack has very little debt. Kelowna, Kamloops and Prince George all have higher than average debt loads.

For many years, the City of Nanaimo had a "pay as you go" policy, borrowing only for those projects that were too expensive to pay for from cash (e.g. Nanaimo Aquatic Centre) or benefited a specific area (e.g. Harbourfront Parkade). As the demand for facilities and services increases, it will become more difficult to build major facilities without borrowing. The order of magnitude of the Strategic Water Supply plan alone will dictate the necessity to borrow for many of these projects.

An additional reason to borrow is that it spreads the costs of a project over a longer lifetime and the cost is paid for by the people who benefit from the service, sometimes referred to as "intergenerational equity".

Distribution of property taxes among the classes

The legislation requires Council to consider how the property tax burden is distributed among the various classes of taxation. This is an issue that has been raised by business and industrial organizations that believe they are over-taxed in comparison to residential properties.

Public discussion regarding the comparison between property classes (usually residential, commercial and industrial tax rates) often tends to focus on tax ratios. This ratio is calculated by dividing the commercial (or industrial) tax rate by the residential tax rate. For 2009, the tax ratio for commercial property in Nanaimo was 2.95, indicating that the commercial tax rate was about 3 times the residential rate.

There are nine property classes. These classes, and their assessments, are determined by BC Assessment.

	Class	2009 Rate	Ratio
1	Residential	4.9472	-
2	Utility	40.0758	8.1
3	Supportive Housing	4.9472	1.0
4	Major Industry	31.3057	6.3
5	Light Industry	15.4485	3.1

6	Commercial/Other	14.6093	2.95
7	Managed Forest	20.5764	4.2
8	Recreation/Non-Profit	9.7031	2.0
9	Farm	0.5000	0.1

This focus on tax ratios can be misleading. Residential assessments are determined by market values, whereas other factors are used to value commercial and industrial properties. The residential market has been fluctuating wildly for the last decade. As residential assessments were rising, residential tax rates have dropped in order to raise the same amount. While the same principle applies to commercial assessment and tax rates, the change is considerably smaller (e.g. a fast food restaurant in a 13 year period had a 25% increase in assessment; whereas a neighbouring house went up 124%).

This raises the question as to whether it is appropriate to directly compare properties that are valued using different methods. Is a \$100,000 commercial property really equal to a \$100,000 residential property? What about the following year when the same commercial property is now worth \$105,000 and the residential one is worth \$130,000?

The City of Nanaimo (and probably most other municipalities) does not pay much attention to ratios when setting tax rates. In setting rates for commercial and industrial properties, the City compares our rate to the average of all BC cities.

The issue has been regularly raised that commercial and industrial properties do not receive the same services as residential properties. For example, it is argued that commercial properties don't benefit from parks and recreational facilities even though they pay large amounts for these services. A counter argument is that these kinds of amenities assist businesses to recruit and retain employees.

For 9 years, the City attempted to shift property taxes from commercial and industrial to residential. This has been attempted by increasing residential tax rates by 0.5% more than the other classes (more in some years). Unfortunately, this has had little effect on commercial taxes when comparing our rate to other BC cities.

In the 10 year period 1997 – 2006:

- there were 8 years where the tax increase for residential was at least 0.5% greater than commercial;
- there were 2 years where commercial increases were the same as residential;
- in 1999 the commercial tax increase was 5% less than residential.

In 2008, Council froze major industrial taxes.

Chart 4 shows that, while there is some variation, residential properties make up the majority of the assessment base in all comparable municipalities. The average is about 85% (Nanaimo is 86.5%).

Chart 5 shows how this is translated into property tax revenue. Prince George, with a large industrial base, and Victoria, with a large commercial sector, have the smallest percentage of their property taxes come from residential properties. Nanaimo has 63.9% of its property taxes from residential, which is the average.

In Nanaimo, all of the properties in the Major Industry tax class are related to the forest industry. As Council is aware, this industry is struggling in BC and two Nanaimo sawmills were closed in 2006. Pope & Talbot (Harmac), traditionally Nanaimo's largest taxpayer, received protection from its creditors while it went through restructuring to become Nanaimo Forest Products. Although Council is generally prohibited from assisting individual businesses, it is possible to reduce the tax rate for the entire class.

The 2010-2014 Financial Plan includes a reduction in industrial taxes. Over the four year period from 2009 to 2012, the industrial tax rates (both light and major) will be reduced to the same level as the commercial tax rate. In order to maintain the same level of taxation, the residential tax rate will be increased to make up the lost revenue.

Permissive Tax Exemptions

For many years, Council has had a comprehensive policy for Permissive Tax Exemptions and recently completed a review of these policies and procedures. Therefore, no additional discussion of these policies seems necessary at this time. Staff have attempted to summarize Council's position for the purposes of this review. Council may amend these as desired.

Conclusion

A complete statement is attached to this report. Staff are recommending that this policy be endorsed by Council and included in the financial plan bylaw.

Respectfully submitted,

Brian E. Clemens Director of Finance

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Douglas W. Holmes General Manager of Corporate Services

CITY OF NANAIMO REVENUE POLICY

1. Proportion of revenue by source

Property taxes

- The City of Nanaimo will attempt to keep the proportional share of revenue from property taxes at a level similar to the average of comparable municipalities.
- Where new sources of revenue are made available to the City from senior governments, wherever possible these revenues will be used to reduce dependency on property taxation revenue.

Parcel taxes

• Parcel taxes will be used whenever Council determines that they are more appropriate than property taxes.

Fees & Charges

• Wherever possible, fees & charges will be used to assign costs to those who benefit from the service provided. The proportion of the costs recovered by fees and charges will vary with the nature of the service provided.

Proceeds of borrowing

- Borrowing will be considered when determining the funding sources of large capital projects that provide benefits to taxpayers over a long period of time (20 years or more).
- Council will consider a policy to identify an appropriate level of debt for the community.

Other sources of revenue

- The City will continue to seek other sources of revenue in order to reduce reliance on property taxes.
- 2. Distribution of property taxes among the classes
 - The City of Nanaimo will maintain the percentage of property taxes received from residential taxpayers at a level comparable to the average of similar municipalities.
 - The City will attempt, over time, to reduce the commercial tax rate to the average of all BC municipalities.
 - Between 2009 and 2012, the light and major industrial tax rates will be reduced to the same level as the commercial tax rate.

- 3. Permissive Tax Exemptions
 - The City of Nanaimo believes that Permissive Tax Exemptions are an appropriate way to recognize the value of the services provided to the community by non-profit organizations.
 - Permissive Tax Exemption requests will be reviewed by the Grants Advisory Committee based on policies and guidelines approved by Council. The Committee will make recommendations to Council.
 - Permissive Tax Exemptions will be reviewed at least every three years to ensure that the organization and property still meets the criteria established by Council.

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🖬 Fees	23.0%	30,2%	44.9%	13.3%	30.1%	38.4%	29.1%	33.7%	21.9%
Taxes	42.5%	49.5%	37.1%	54.6%	52.6%	52.3%	53.3%	56.0%	52.5%

Chart 1










Chart 5



STAFF REPORT

REPORT TO: BRIAN CLEMENS, DIRECTOR OF FINANCE

FROM: KURTIS FELKER, MANAGER PURCHASING & STORES

RE: REQUEST FOR PROPOSAL #1003 PRIMARY WATERWORKS SUPPLIER

RECOMMENDATION:

That Council award Request For Proposal #1003 to Corix Water Products for a five (5) year term. The approximate total value over the five (5) year term is \$5 million dollars.

EXECUTIVE SUMMARY:

The City's Central Stores Department currently purchases approximately \$1 million dollars per year of waterworks parts from seven different suppliers.

The objectives of the Request For Proposal call were to:

- leverage the City's buying power to obtain the best financial deal.
- reduce the number of suppliers in order to simplify and make more efficient the "order to payment process".
- take advantage of other no charge value added items such as technical training for City staff, product knowledge, and inventory management support.

The Request for Proposal call was posted on the City website and BC Bid. Seven (7) responses were received and evaluated based on the best value criteria contained within the Proposal. The evaluation team has ranked Corix Water Product's proposal as the highest ranked, representing the best value to the City of Nanaimo.

BACKGROUND:

The RFP was issued on February 26, 2010 for the supply of waterworks products currently stocked in the City's Central Stores facility. Central Stores supplies waterworks products to City crews in order to maintain the City's sewer, storm and water infrastructure.

The proposal closed March 26, 2010 and the following vendors submitted proposals:

Andrew Sheret Limited Corix Water Products Emco Corporation Waterworks Fred Surridge Ltd Four star Waterworks Ltd Mueller Flow Control Wolseley Waterworks Group

A thorough evaluation of proposals was undertaken by staff members from the Purchasing and Waterworks Departments using the best value award criteria outlined in the request for proposals.

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The companies were ranked as follows:

- 1. Corix Water Products
- 2. Andrew Sheret Limited
- 3. Four Star Waterworks Ltd
- 4. Mueller Flow Control
- 5. Wolseley Waterworks Group
- 6. Fred Surridge Ltd.
- 7. Emco Corporation Waterworks

At no extra charge, Corix is committing to providing strong customer service to the City including, but not limited to:

- technical training for City installation crews.
- assisting with developing material specifications.
- assisting Stores staff with inventory management support including stocking products, returns and disposal of obsolete parts.

Corix also has a strong supply chain network that has allowed them to offer the City the best pricing out of all the responses received.

City Purchasing Policy Guidelines requires approval from Council for greater value purchases over \$250,000.00.

Respectfully submitted,

Kurtis Felker, Manager Purchasing& Stores

Brian Clemens, Director of Finance Finance Department

Appres la for les

Douglas Holmes, General Manager, Corporate Services

STAFF REPORT

REPORT TO: ANDY LAIDLAW, GENERAL MANAGER OF COMMUNITY SERVICES

FROM: RICHARD HARDING, DIRECTOR, PARKS, RECREATION AND CULTURE

AUTHORED BY: IAN BLACKWOOD, MANAGER PARK MAINTENANCE AND CONSTRUCTION

RE: NANAIMO BASTION RESTORATION

STAFF'S RECOMMENDATION:

That Council award the contract for Bastion Renovations, Tender #1022, to the low tenderer, Knappett Projects Inc., for the low bid of \$ 294,950.00.

EXECUTIVE SUMMARY:

The Nanaimo Bastion is in need of restoration based on a 2009-APR-06 structural condition assessment. Design specialists have developed the best restoration process to ensure the Bastion is maintained as a heritage landmark.

A Prequalification of General Contractors was completed 2010-FEB-18 and tenders were called for the Bastion Renovation contract on 2010-MAR-02.

Out of three prequalified General Contractors, 2 tenders were received by the Manager of Purchasing and Stores on 2010-APR-13:

- 1. Knappett Projects Inc.
- 2. Heatherbrae Builders Co. Ltd

\$294,950.00; and, \$399,900.00.

The tenders have been checked and no errors were found

The low tender of \$ 294.950.00 is within the City's budget for this project.

Respectfully submitted,

lan Blackwood, Manager Park Maintenance and Construction

fighter

Andrew Lidlow

Richard Harding, Director Parks Recreation and Culture

Andy Laidlaw, General Manager Community Services



FOR INFORMATION ONLY

REPORT TO: MAYOR AND COUNCIL

FROM: LARRY McNABB, CHAIR, PARKS, RECREATION AND CULTURE COMMISSION

RE: BEBAN PARK INFRASTRUCTURE PROJECT – RInC GRANT

RECOMMENDATION:

That Council receives the report.

EXECUTIVE SUMMARY:

The City of Nanaimo received a \$1,000,000 Recreation Infrastructure Canada Grant (RInC) to assist with the funding of a number of infrastructure repairs at the Frank Crane Arena (FCA) and Beban Park Social Centre. Overall funding for this project is anticipated to be \$4.65 million.

BACKGROUND:

The initial budget was divided throughout the five projects. As the consulting team works through the detail design and tender process, budget dollars are adjusted accordingly. The estimate for the project completion date is estimated to be September 2010, at a total cost of \$4.65 million.

- 1. FCA slab replacement and refrigeration plant upgrades.
- 2. Arena improvements (including elevator and box office and entrance reconfiguration).
- 3. Social Centre roof replacement.
- 4. Parking lot to entrance accessibility and improvements.
- 5. Social Centre entrance, lighting and audio visual upgrades.

Tender awards of over \$100,000 to date, for this project, include:

TASK Management Consulting	\$ 171,000 (Construction Management Fees)
CEI Architecture	\$ 238,600 (Architectural Services)
Cascadia Sport System Inc	\$ 165,022 (Supply and install Ice Rink Dasher Boards)
Fraser Valley Refrigeration	\$ 137,000 (Refrigeration Upgrades at FCA)

Funding priorities for this project are:

- Arena slab and dasherboard replacement (with some upgrades to player's boxes and penalty box.
- Refrigeration plant upgrades and code requirements.
- Elevator and associated handicap accessibility issues such as seating, viewing, washrooms, etc.
- FCA lighting upgrade (the dollars being used are from a separate grant, but work is being completed in conjunction with the slab replacement).
- Box office and office reconfiguration (with addition of requested first aid room). This has been an ongoing user request.
- Roof Replacement now includes pool lobby and arena lobby (not part of original scope of work).

☐ Committee F_IP Cow
☐ Open Meeting
☐ In-Carnera Meeting
Meeting Date: 2010 - APR - 19

Report to Council – Beban Park Infrastructure Project – RinC Grant 2010-APR-19 Page 2 of 2

- Social Centre entrance reconfiguration part of the entrance and atrium accessibility project.
- Breezeway improvements (wheelchair access changes from parking lot).
- Social Centre AV/lighting- some seismic requirements and overall plan.

Other areas identified in the application but not funded at this point include:

- AV/Lighting upgrades in Social Centre.
- Parking Lot Lighting.
- Parking Lot re topping.
- Mezzanine upgrades.

The demolition of the slab is the first project scheduled. At present, demolition is scheduled to begin 2010-APR-12. The current plan sees completion of all work by 2010-DEC-31.

Respectfully submitted,

Lang Malabb

Larry McNabb, Chair Parks, Recreation and Culture Commission

2010-APR-14 File: A2-4 / B3-4-10 G:\Admin\PRCC\ G:\Admin\PRCC\RptCouncil\2010\PRCCRPT100419BebanParkInfrastructureProject-RInCGrant.docx

INFORMATION ONLY REPORT

REPORT TO: MAYOR AND COUNCIL

FROM: LARRY MCNABB, CHAIR, PARKS, RECREATION AND CULTURE COMMISSION

RE: VOICES OF NATURE SPONSORSHIP REQUEST

RECOMMENDATION:

That Council receives the report.

EXECUTIVE SUMMARY:

On 2010-JAN-11, Ms. Deb Kennedy from The Nature Trust provided a presentation to Council requesting sponsorship of The Nature Trust "Voices of Nature" in the amount of \$3,000. It was moved and seconded that this request be referred to the Parks, Recreation and Culture Commission.

BACKGROUND:

On 2010-JAN-11, Ms. Deb Kennedy from The Nature Trust provided a presentation to Council requesting sponsorship of The Nature Trust "Voices of Nature" in the amount of \$3,000.00 It was moved and seconded that this request be referred to the Parks, Recreation and Culture Commission.

On 2010-JAN-27, the Parks, Recreation and Culture Commission approved the funding request for \$3,000.00 provided the group and event meet the criteria in place under the Arts, Cultural and Festival Events Funds Grant.

On 2010-MAR-03, the Cultural Committee met and recommended that funding not be approved under the Arts, Cultural and Festival Events Grants as the funds from this account have been fully spent for 2010, that Staff be directed to advise the group to apply again for funding under the Arts, Cultural and Festival Events Grants prior to the application deadline for 2011.

On 2010-APR-06, Staff contacted Ms. Robyn Rivers the current representative of the group and advised as to funding decision and application criteria and deadlines for 2011 and provided her with a copy of the application form for funding under the Arts, Cultural and Festival Events Grants.

Respectfully submitted,

Jany Malabb

Larry McNabb, Chair Parks, Recreation and Culture Commission

Council Committee FIPCOW Den Meeting In-Camera Meeting Meeting Date: 2010-APR-19

2010-APR-13 File: A4-1-2 / A3-35-1 G:\Admin\PRCC\RptCouncil\PRCCRPT100419VoicesOfNatureSponsorshipRequest.doc

FOR INFORMATION ONLY REPORT

REPORT TO: D. W. HOLMES, GENERAL MANAGER OF CORPORATE SERVICES

FROM: B. E. CLEMENS, DIRECTOR OF FINANCE

RE: 2009 SURPLUS ALLOCATION

STAFF'S RECOMMENDATION:

It is recommended that Council receive this report for information.

EXECUTIVE SUMMARY:

The City of Nanaimo General Revenue Fund surplus was approximately \$1.2 million for 2009 (compared to a range of \$2.7 to \$4.6 million in the previous five years). This represents about 1% of the City's operating budget. In order to complete the financial statements, this surplus has been allocated to various reserves as required. The majority (\$1.0 million) has been used to increase the Priority Capital reserve. Council can reallocate these funds at any time.

BACKGROUND:

The 2009 financial statements are still being prepared and will be presented to Council in a few weeks. In preparing the financial statements, staff have allocated the 2009 surplus to various reserves based on operational requirements. In addition to this number, the entire RCMP contract surplus of \$794,000 has been reserved until we are confident that the final billing for 2009 is correct. The general revenue surplus in 2009 was approximately \$1.2 million. In the previous five years, the surplus has varied between \$2.7 million and \$4.6 million. In recent years, changes have been made to the budget to eliminate or reduce some of the factors causing the surplus, resulting in a lower surplus in 2009.

Given that municipalities are not allowed to operate at a deficit, it is predictable that there will be a surplus of some amount every year. Each year, finance staff reviews the operating results from the previous year to determine the source of the surplus. As Council is aware, changes were made in preparing the 2010-2014 Financial Plan that should also serve to reduce the surplus in the future.

As expected, a large part of the surplus was spread widely throughout the budget in areas where the surplus may not be repeated in the future. There are a few areas where some of the larger surpluses can be identified:

Wages and benefits were over budget by \$195,000. Although wages and benefits related to normal activities were under budget due to vacant positions, this was offset by accruals for severance agreements (primarily for the former City Manager) and for actuarial adjustments for sick leave obligations.

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- Various consulting budgets in Administration and Corporate Services were under budget by \$530,000 in total.
- Property insurance and legal expenses under budget by \$171,000.
- Subsidy to the VI Conference Centre over budget by \$261,000 (as previously reported and reflected in the 2010 budget).
- Fine revenue in Bylaw Enforcement was over budget by \$111,000.
- Real estate services were under budget by \$53,000.
- Revenue for building rental in Police Services exceeded budget by \$161,000 due to a correct to previous years.
- Program fees in Parks, Recreation & Culture exceeded the budget by \$358,000, although the department as a whole was close to the overall budget.
- Interest rates on the Nanaimo Aquatic Centre debt went down in 2009, resulting in savings of \$89,000.
- Investment income was well below budget due to the low interest rates, but was mostly offset by lower interest paid on tax accounts and additional property tax penalty revenue. The net impact was \$120,000 revenue less than budget.

The 2009 surplus has been allocated to reserves as follows:

Priority Capital Reserve	1,000,000
Human Resources Reserve	75,000
Accumulated Surplus	115,000

The \$1.0 million increase to the Priority Capital Reserve provides Council with the maximum flexibility in the future. Funds were allocated to the Human Resource reserve as a contingency to deal with a specific issue in 2010.

Surplus in the sewer fund allowed a transfer to accumulated surplus of \$110,000. Due to the dry year in 2009, water revenues were well above budget. \$118,000 was added to the Levelling account in the event revenues are less than budget in the future. The remaining \$1.3 million was added to surplus in the water fund.

Respectfully submitted,

Brian E. Clemens Director of Finance

Douglas W. Holmes General Manager of Corporate Services

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FOR INFORMATION ONLY

REPORT TO: B. CLEMENS, DIRECTOR OF FINANCE

FROM: K. FELKER, MANAGER, PURCHASING AND STORES

RE: QUARTERLY CONTRACT REPORT

BACKGROUND:

Presented is the quarterly report on contracts from \$100,000 to \$250,000 for the period 2009-OCT-01 to 2009-DEC-31. In accordance with the City Purchasing Policy, staff awards these contracts. Council approves contracts over \$250,000.

DISCUSSION:

DATE	CONTRACT DESCRIPTION	CONTRACTOR	AMOUNT
2010/02/09	Crew Cab Single Axle Truck Tender T-40-2009	Metro Motors Ltd	\$101,573.00
2010/03/16	LED Screen for Nanaimo Aquatic Centre Tender #1007	DB Perks & Associates Ltd	\$143,794.00

RECOMMENDATION:

That Council receive the report.

Respectfully submitted.

K. FELKER MANAGER, PURCHASING & STORES

D. HOLMES ' GENERAL MANAGER CORPORATE SERVICES

B. CLEMENS DIRECTOR OF FINANCE

Council Committee E/PCOW Den Meeting In-Camera Meeting Meeting Date: 2010-APR-19



Coastal Community Network

The voice of BC's coastal communities

March 9, 2010

Ms. Joan Harrison City of Nanaimo 455 Wallace Street Nanaimo, B.C. V9R 5J6



Dear Ms. Harrison:

On behalf of the Coastal Community Network, I am writing to thank you for your support over the past year. Together with nearly forty other municipalities, regional districts, organizations and individuals, your membership has been instrumental in helping the CCN to promote the sustainable economic and social well being of BC's coastal communities in 2010.

The CCN continues to play an active role regarding a number of important issues related to coastal communities in B.C., including:

- Continuing our role as a "community consultative group" with Fisheries and Oceans Canada, participating at formal advisory forums for Ground fish and Hake fisheries, and working with industry representatives to ensure that the needs of the fisheries sector and communities are given top priority;
- Management and/or sponsorship of projects designed to stimulate coastal economic activity;
- Collaborating with the provincial government to build a new Ocean & Coastal Strategy for BC - to develop ocean-related opportunities for economic development;
- Working closely with Ocean Industries BC, Ocean Renewable Energy Group, and the Pacific North Coast Integrated Management process to promote the responsible development of BC's ocean resources.
- Liaising with the Coastal Parliamentarians, BC's all-party, all-partisan group of MPs, Senators and MLAs, to bring our communities' concerns to senior government;

We invite you to continue to be a part of this work and to renew your membership with the Coastal Community Network for 2010. Please find an invoice for this year's membership fees enclosed with this letter.

Your on-going support is essential to our ability to provide a strong, representative voice for all of BC's coastal communities. Please get in touch if we can give you any further information. We look forward to your reply and working with you again in 2010.

Yours sincerely,

D. W. (Dave) Smith Executive Director

□ Council □ Committee F/PCOW □ Open Meeting □ In-Camera Meeting Meeting Date: 2010-APR-19



>

The voice of BC's coastal communities

2010 MEMBERSHIP & ASSOCIATE APPLICATION

Name:					
	(Communit	y, Organization or Individual)			
Mailing Address					
Mailing Address:	(P.O. Box)	(Street Address)			
_					
	(City)	(Province)	(Postal Code)		
Tel: ()	Fax: () E-mail_			
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For First Nation	nization • Annu Band Councils, Ti ental organization	ribal Councils, industry, busine	ess, community and other		
Associate Indiv For individuals		ee: \$35 I goals, objectives and initiati	ves		
(Signature)		(Printed Name)	(Date)		
Please mail your application to the address below with a cheque payable to the Coastal Community Network					
	Tel: 250-38	e * Victoria, BC * V9 6-0929 <u>ccn@shaw.cc</u> Icommunitynetwork.	<u>2</u>		