



**MERGED AGENDA
GOVERNANCE AND PRIORITIES COMMITTEE MEETING**

Monday, July 26, 2021, 2:00 P.M.

SHAW AUDITORIUM, VANCOUVER ISLAND CONFERENCE CENTRE
80 COMMERCIAL STREET, NANAIMO, BC

SCHEDULED RECESS 3:00 P.M.

Pages

1. CALL THE MEETING TO ORDER:

[Note: This meeting will be live streamed and video recorded for the public.]

2. INTRODUCTION OF LATE ITEMS:

3. APPROVAL OF THE AGENDA:

4. ADOPTION OF THE MINUTES:

a. Minutes

3 - 14

Minutes from the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC, on Monday, 2021-JUL-12, at 1:00 p.m.

5. AGENDA PLANNING:

a. Governance and Priorities Committee Agenda Planning

15 - 21

To be introduced by Sheila Gurrie, Director, Legislative Services.

6. REPORTS:

a. COMMUNITY WELLNESS/LIVABILITY:

1. Waterfront Walkway - Departure Bay Update

22 - 42

To be introduced by Dale Lindsay, General Manager, Development Services.

Purpose: To provide Council with background information on the Departure Bay Waterfront Walkway project and to present a

summary of the online engagement completed in June 2021.

Presentation:

1. Bill Corsan, Director, Community Development.

1. *Add - Attachment 'A' Departure Bay Waterfront Walk,
Cycle, Beach and Environmental Improvements*

43 - 78

7. QUESTION PERIOD:

8. ADJOURNMENT:

MINUTES
GOVERNANCE AND PRIORITIES COMMITTEE MEETING
SHAW AUDITORIUM, VANCOUVER ISLAND CONFERENCE CENTRE,
80 COMMERCIAL STREET, NANAIMO, BC
MONDAY, 2021-JUL-12, AT 1:00 P.M.

Present: Councillor I. W. Thorpe, Chair
Mayor L. Krog
Councillor S. D. Armstrong (vacated 4:40 p.m.)
Councillor D. Bonner
Councillor T. Brown
Councillor B. Geselbracht
Councillor E. Hemmens
Councillor Z. Maartman
Councillor I. W. Thorpe
Councillor J. Turley

Staff: J. Rudolph, Chief Administrative Officer
R. Harding, General Manager, Parks, Recreation and Culture
S. Legin, General Manager, Corporate Services
D. Lindsay, General Manager, Development Services
B. Sims, General Manager, Engineering and Public Works
B. Corsan, Director, Community Development
J. Holm, Director, Development Approvals
J. Van Horne, Director, Human Resources
L. Bhopalsingh, Manager, Community Planning
H. Davidson, Manager, Permit Centre and Business Licensing
W. Fulla, Manager, Business, Asset & Financial Planning (joined electronically)
J. Rose, Manager, Transportation
L. Rowett, Manager, Current Planning
L. Brinkman, Planner, Community Planning
K. Robertson, Deputy City Clerk
S. Gurrie, Director, Legislative Services
K. Gerard, Recording Secretary

1. CALL THE GOVERNANCE AND PRIORITIES COMMITTEE MEETING TO ORDER:

The Governance and Priorities Committee Meeting was called to order at 1:00 p.m.

2. INTRODUCTION OF LATE ITEMS:

- (a) Agenda Item 6(d)(1) – Add report – British Columbia Active Transportation Infrastructure Grant.
- (b) Agenda Item 6(e)(1) – REIMAGINE Nanaimo – Replace attached PowerPoint presentation.

3. APPROVAL OF THE AGENDA:

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

4. ADOPTION OF THE MINUTES:

It was moved and seconded that the Minutes of the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC, on Monday, 2021-JUN-28, at 1:00 p.m. be adopted as circulated. The motion carried unanimously.

5. AGENDA PLANNING:

1. Governance and Priorities Committee Agenda Planning

Sheila Gurrie, Director, Legislative Services, spoke regarding the agenda planning documents. Highlights included:

- Items listed on the Governance and Priorities (GPC) matrix are listed in order of priority chosen by the Governance and Priorities Committee (the Committee)
- The Committee can change, add, or remove items as well as view the status of priorities listed
- Current items align with the strategic plan and these may change due to the budget planning session coming up in the fall of 2021
- Status of priority items include:
 - In the fall of 2021 the Committee will meet with various neighbourhood associations
 - Crosswalk safety - ongoing
 - 1 Port Drive - fall of 2021
 - Capital Planning process - complete
 - Safety and security - ongoing
 - Election signage will be brought forward in the fall of 2021
 - Street Entertainers – not yet scheduled but will come forward in fall/winter of 2021
 - Vancouver Island Conference Centre – fall of 2021
 - Sports venues – complete
 - Westwood Lake amenities – fall of 2021

Committee discussion took place. Highlights included:

- Add Chase River Extension to the list of priorities
- Items on the GPC Agenda that could have been brought forward to a Regular Council Meeting and intention of GPC meetings
- Impact of COVID-19 on public attendance at GPC meetings

Sheila Gurrie, Director, Legislative Services, advised the Committee that COVID-19 has had an impact on public participation at meetings. Staff bring forward items to GPC meetings that require more discussion before being placed on a Regular Council Meeting agenda for decision.

Committee discussion continued. Highlights included:

- GPC meeting times being in the day when people are at work
- Ensuring the Committee regulates the time spent on each item at GPC meetings and encourages more community participation and feedback
- Improvements to GPC meetings as well as setting time aside for REIMAGINE Nanaimo at each meeting

Sheila Gurrie, Director, Legislative Services, advised the Committee that REIMAGINE Nanaimo is an important initiative and a future GPC meeting could be set aside strictly for the REIMAGINE Nanaimo topic.

Jake Rudolph, Chief Administrative Officer, advised the Committee that changes to the GPC format and discussion regarding agenda items for GPC meetings could be brought forward to a future GPC meeting.

By unanimous consent the Governance and Priorities Committee moved Agenda Item 6(a)(2) – Community Amenity Contribution Policy to Agenda Item 6(a)(1) and reordered items accordingly.

6. REPORTS:

a. GOVERNANCE AND MANAGEMENT EXCELLENCE:

1. Community Amenity Contribution Policy

Introduced by Dale Lindsay, General Manager, Development Services.

Presentation:

1. Lisa Brinkman, Planner, Current Planning, provided the Committee with a PowerPoint presentation. Highlights included:
 - The City of Nanaimo (the City) has been collecting Community Amenity Contributions (CAC) since 2010
 - Current rates are low compared to other municipalities in BC
 - In 2019 Staff retained Rollo and Associates Ltd., to conduct market analysis of the City's current rates and recommend changes
 - Rollo and Associates recommended increasing the CAC rates from \$1000 per unit to \$8000 per unit
 - A phased increase approach was recommended to ensure the development community was given time to adjust to the new rates

- Staff met with the development community in the fall of 2020 and the phased increase approach received positive feedback
- In April of 2021 Staff met with active neighbourhood associations and the development community to acquire more feedback on the rates
- Amendments were made based on the feedback from neighbourhood associations and the development community which included:
 1. Special consideration was revised to no longer contain a vacancy rate
 2. Private developers can receive a CAC waiver for secured non-market rental dwellings when the unit is operated by a non-profit or public institution

Delegation:

1. Darren Moss, Tectonica Management, spoke regarding the Community Amenity Contribution Policy. Highlights included:
 - Nanaimo Development Group (NDG) agrees that CAC's are a complex issue and if not considered carefully can deter creative development in Nanaimo
 - Policies, code requirements and bylaw all add other cost of construction to the developer
 - In the short term CAC's allow for increase in land value that gives back to the community and contributes to creative rezoning encouraging all means of development
 - Recommended adjustments to the current policy include:
 - Calculation for some building types be based on floor area not unit count
 - Additional flexibility added to encourage affordable housing options
 - Calculations based on net increase instead of gross building size
 - The NDG supports option 2 stated in the report and would like more consultation with the development community

Committee discussion took place. Highlights included:

- Calculation based on net versus gross floor area
- The four criteria listed in Attachment A and ensuring the developers have room to be innovative when developing affordable housing
- The need for more two and three bedroom developments
- Incentives for creating smaller, affordable housing units and larger family size units
- The "Off Street Parking Regulations Bylaw 2018 No. 7266" and whether the bylaw is making it difficult to build larger units
- Encouraging the building of commercial and residential mixed units

Darren Moss, Tectonica Management, continued his presentation. Highlights included:

- Value of rent or sale of a unit should also be considered when calculating CAC's
- CAC's can encourage affordable housing developments through incentives and waivers
- CAC policy needs to align with the many different zoning categories and have flexibility for different types of developments

Dale Lindsay, General Manager, Development Services, spoke regarding the CAC's. Highlights included:

- CAC's only apply when rezoning land and most land can be developed using existing zoning
- The City has always calculated CAC's based on gross as it is a much easier and better understood process
- Our current zoning categories allow for a wide range of uses and opportunities
- Multifamily and commercial zoned CAC's depend on the proposed development and density
- Staff would have to re-engage the consultant if the Committee requested more information regarding calculations based on net area versus gross

Committee discussion continued. Highlights included:

- Feedback from neighbourhood associations and developers
- Amenities chosen for contributions by the neighbourhood associations in that area
- Exploring CAC options from other communities and including real estate analysis when setting CAC rates
- Looking at alternative ways to calculate CAC's and if this information would be worthwhile to make a final decision
- Different rates for different building types and multi-family rezoning
- Ensuring a fair rate for developers and the community which encourages all types of development opportunities

Lainya Rowett, Manager, Current Planning, advised the Committee that community engagement on developments is completed and neighbourhood associations are encouraged to provide feedback.

Jeremy Holm, Director, Development Approvals, advised the Committee that the existing policy allows for CAC's to be negotiated on a gross or net calculation and there is flexibility based on the type of development proposed.

It was moved and seconded that the Governance and Priorities Committee deny endorsement of the Community Amenity Contribution Policy and refer the policy back to Staff for further consultation with all interested parties.

The motion was defeated.

Opposed: Mayor Krog, Councillors Armstrong, Bonner, Brown, Geselbracht, Hemmens, Maartman, Thorpe and Turley.

Committee discussion continued. Highlights included:

- Calculating CAC's based on square footage
- The deadline for CAC's to be paid by private owners of land that could be subdivided and developed

Dale Lindsay, General Manager, Development Services, advised the Committee that:

- CAC's are due at the building permit stage and are a small cost compared to the full cost of development
- Staff have included the recommendation to calculate CAC's on a gross square meter floor area versus cost per door
- CAC's are negotiated on a case by case basis and the policy has flexibility in it to negotiate based on the type and size of development
- The phased increase approach allows time for the development community to adjust to the changes in the policy

It was moved and seconded that the Governance and Priorities Committee deny approval of the Community Amenity Contribution Policy included in the report titled "Community Amenity Contribution Policy" subject to further consultation regarding:

- The current proposed Community Amenity Contribution rate starting 2022-JAN-01 contained in Column 3 of the PowerPoint presentation attached to the Governance and Priorities Committee agenda, dated 2021-JUL-12, titled Community Amenity Contribution Rate Discussion
- Calculations based on gross floor area versus net floor area

The motion was defeated.

Opposed: Mayor Krog, Councillors Armstrong, Bonner, Brown, Geselbracht, Hemmens, Maartman, Thorpe and Turley

It was moved and seconded that the Governance and Priorities Committee recommend that Council direct Staff to work with the Nanaimo Development Group and other appropriate stakeholders, to look at options and provide more information regarding:

1. Calculation for townhouse residential dwellings based on a per area calculation
2. Amenity contribution values based on net floor area

The motion carried unanimously.

The Governance and Priorities Committee Meeting recessed at 3:02 p.m.

The Governance and Priorities Committee Meeting reconvened at 3:15 p.m.

2. Policy and Bylaw Renewal Project Update

Introduced by Sheila Gurrie, Director, Legislative Services.

Presentation:

1. Karen Robertson, Deputy City Clerk, provided the Committee with a PowerPoint presentation. Highlights included:
 - 2020-OCT-19 Staff presented the timeline and deliverables for undertaking both the bylaw and policy review projects
 - 2021 Bylaw Renewal deliverables included:
 - Development of a new Animal Responsibility Bylaw – with Ministry for approval
 - Create a Master Bylaw Registry - ongoing
 - Streamline the City's ticketing system - ongoing
 - Develop a comprehensive Fees and Charges bylaw - ongoing
 - Scan all signed bylaws - complete

Committee discussion took place regarding the Fees and Charges Bylaw and altering this to be a policy instead of a bylaw which would make it easier to amend when required.

Karen Robertson, Deputy City Clerk, continued her presentation. Highlights included:

- Fees and charges should be included in a bylaw
- Original target for completion was quarter four of 2021
- Focus was shifted from the Bylaw project to the Policy project to ensure this is completed by the end of 2021
- Staff continue to work on the Bylaw Registry in quarter three and four of 2021
- Conducted full inventory of Council Policies and transferred into one template
- Part of the audit process included reviewing Council minutes to ensure policies were endorsed properly and were in the proper format
- 70 policies were identified as directives, not official policies
- Staff in each department were tasked with reviewing their department policies to see if the policies marked historic were actually repealed or could be repealed
- Feedback from the departments showed that:
 - 39 policies were deemed "ok as is"
 - 46 policies needed to be amended
 - 100 policies could be repealed as they are redundant, no longer legal, and were outdated

Committee discussion took place. Highlights included:

- Development Cost Charges (DCC's) for non-profit rental housing policy and if the 50% reduction in DCC's originates from the general DCC Fund or the Housing Legacy fund
- Frontage Works and Services Requirements Policy regarding collection of funds for sidewalk development
- If the Bicycle Traffic Lanes Policy has been adhered to since its implementation
- Sidewalk/Asphalt Walking Shoulder Policy
- Council Remuneration Policy

Dale Lindsay, General Manager, Development Services, spoke regarding the above noted policies. Highlights included:

- The DCC Policy was developed before bylaws allowed for a reduction in DCC's for affordable housing and before the Housing Legacy Fund was created
- The Frontage Works and Services Requirement Policy needs to be amended but the policy was first developed so that if the neighbouring properties were not going to be developed then the frontage works and services were not obligated to be built on a new development
- Land use policies should exist in the Official Community Plan (OCP) and not in separate policies outside of the OCP

Bill Sims, General Manager, Engineering and Public Works, advised the Committee that the Bicycle Traffic Lanes Policy was created in the 1990's when it was thought that all roads 4.3 meters wide could accommodate vehicles and bicycles and the Sidewalk/Asphalt Walking Shoulder Policy has been replaced by the Manual of Engineering Standards.

Sheila Gurrie, Director, Legislative Services, advised the Committee that Council wages are adjusted annually based on the Council Remuneration policy.

Committee discussion took place regarding school zone signage.

It was moved and seconded that the Governance and Priorities Committee recommend that Council repeal the 100 outdated or redundant Council policies highlighted in red within the Table of Contents linked to the July 12, 2021 report by the Deputy City Clerk. The motion carried unanimously.

3. Proposed Amendments to the Business Licence Bylaw

Introduced Dale Lindsay, General Manager, Development Services.

Presentation:

1. Heidi Davidson, Manager, Permit Centre and Business Licensing, provided the Committee with a PowerPoint presentation. Highlights included:
 - Current “Business Licence Bylaw 1998 No. 5351” was adopted in 1998
 - This bylaws was based on a tiered fee model but was changed to a flat fee model and has not had any changes since
 - Research included looking at five other comparable size municipalities and their business licence fee model
 - Of the five, the District of Saanich is the only other municipality that uses a flat fee model, all others were tiered
 - The flat fee model is easy to administer and easy for the public and business community to understand
 - Current fee schedule will be removed from the Business Licence Bylaw and inserted into the “Fees and Charges Bylaw 2007 No. 7041”
 - Changes to the Business Licence Bylaw include:
 - Amendments and removals of definitions
 - Additions of non-profit and commercial leased property
 - Additions of any enactments that apply to the business licence must be stated on the application
 - Addition of language to clearly state that prorating of business licence fees are for the first year of operation only
 - Language to ensure clarity regarding payment of the annual licence fee and provides staff the ability to close unpaid businesses licences
 - Removal and addition of regulations and adding these as separate schedule for clarity
 - Home based businesses increased in COVID-19
 - Currently there are 6,770 open businesses licences in the City of Nanaimo

Committee discussion took place. Highlights included:

- Tiered system versus the flat fee model
- Business licence fees for small businesses compared to large businesses with more clientele
- Casino, massage parlors and escort services fee amounts compared to other businesses annual fees
- Paycheck loan and cheque cashing business annual fees
- Update regulation for adult stores to read “age of majority” instead of 18 years of age
- Liquor primary establishments and bringing those fees in line with annual licence fee amount of \$165.00 per year

It was moved and seconded that the Governance and Priorities Committee recommend that Council change the liquor primary business licence fee from \$1100 to \$165 per year. The motion carried unanimously.

It was moved and seconded that the Governance and Priorities Committee recommend that Council direct Staff to proceed with finalizing the “Business Licence Bylaw 2021 No. 7318”, and that once finalized, return to a future Regular Council meeting for first, second and third readings of the “Business Licence Bylaw 2021 No. 7318”, along with amendments to the “Fees and Charges Bylaw 2007 No. 7041” and the “Bylaw Notice Enforcement Bylaw 2012 No. 7159”. The motion carried unanimously.

b. COMMUNITY WELLNESS/LIVABILITY:

1. Active Transportation Infrastructure Grant

Shelley Legin, General Manager, Corporate Services, spoke regarding the Active Transportation Infrastructure Grant. Highlights included:

- Staff are proposing two projects be put forward to the Province for the grant including the Metral Drive Complete Streets and the Albert Street and Fourth Street Complete Streets
- The grant could cover 50% of the cost of each project

Committee discussion took place. Highlights included:

- Likelihood of the projects being awarded the grant money
- Albert Street and Fourth Street tender process and will the tender be completed before applying for the grant

It was moved and seconded that the Governance and Priorities Committee recommend that Council direct staff to submit two applications under the Active Transportation Infrastructure Grant Program and provide a Council resolution for each submission:

- That Council direct staff to submit an application for Metral Complete Street Corridor Phase 2, confirm the local share of \$2.54 million is available and supported, the project is a municipal priority, and the project is "shovel ready" and intended to be complete within the required timeline.
- That Council direct staff to submit an application for Fourth and Albert Complete Street Phase 4, confirm the local share of \$700,000 is available and supported, the project is a municipal priority, and the project is "shovel ready" and intended to be complete within the required timeline.

The motion carried unanimously.

c. REIMAGINE NANAIMO

1. REIMAGINE Nanaimo Update

Introduced by Dale Lindsay, General Manager, Development Services.

Presentation:

1. Lisa Bhopalsingh, Manager, Community Planning, provided the Committee with a PowerPoint presentation. Highlights included:
 - A soft launch of Phase 2 was completed on 2021-JUN-28
 - Official launch is 2021-JUL-13
 - 125 surveys have already been received through the soft launch
 - Online and hard copy surveys are available
 - Phase 2 will ask for community feedback on different aspects of each pathway and options for the future
 - A video will be made available for those who find it easier to understand through a visual platform
 - In Phase 2 there will be eight staff lead workshops
 - The Committee is welcome to request a separate workshop and Staff can schedule that workshop if needed
 - Self guided booklets are available and can be mailed to community members as requested
 - Metro Quest Platform is a interactive tool that allows users to choose their priorities and choose different scenarios

Committee discussion took place regarding the Metro Quest Platform and if the scenarios and priorities in the interactive tool are preselected for the public and if community/public safety a choice.

Lisa Bhopalsingh, Manager, Community Planning, continued her presentation. Highlights included:

- Priorities in the Metro Quest Platform are preselected based on community feedback in Phase 1 but the public can add comments

Councillor Armstrong vacated the Shaw Auditorium at 4:40 p.m.

Lisa Bhopalsingh, Manager, Community Planning, continued her presentation. Highlights included:

- Staff are working with School District 68 to ensure youth are involved in the REIMAGINE Nanaimo process
- Staff have been meeting with the Environment Committee and the Advisory Committee on Accessibility and Inclusiveness Committee to review the REIMAGINE Nanaimo process and receive feedback
- Outreach to service providers is ongoing to ensure that barriers to participation are being reduced
- Two blind focus groups have been scheduled to guide participants through the process and acquire unbiased responses

- REIMAGINE Nanaimo has it's own Tik Tok channel as a way to better engage youth

7. QUESTION PERIOD:

- Bill Manners re: Community Amenity Contribution Policy re: Annual CAC increase and when CAC's are due.
- Bill Manners re: Proposed Amendments to the Business Licence Bylaw re: Business licence fees for non-profits and neighbourhood associations.

8. ADJOURNMENT:

It was moved and seconded at 4:51 p.m. that the meeting terminate. The motion carried unanimously.

CHAIR

CERTIFIED CORRECT:

CORPORATE OFFICER

Upcoming GPC/Special Council Topics

September 27

1. Election Signage



October 25

1. Topics to be determined

Timeline	Topic	Overall Ranking	Background	Format	Invitees	Desired Outcomes	Status
April	Neighbourhood Associations (Session 2 of 2)	1	Identified as a priority topic at the GPC meeting held 2020-Jan-20 (Session 1 of 2)	Invite chairs of some associations to attend and be available for the discussion. Identify what resources are available. Presentation on how neighbourhood associations work in the City and what expectations they have of Council (i.e.: how do they want to be engaged?)	Neighbourhood Association Representatives	Formalized process for recognizing neighbourhood associations and the City's role in this process. Create a new policy and criteria for neighbourhood associations moving forward including how they can be officially recognized. Defer any financial implications to Finance and Audit Committee	In progress
May	Crosswalk Safety	3	Identified as a priority topic at the GPC meeting held 2020-FEB-10	Crosswalks: report about flashing lights at crosswalks (are they beneficial, etc.). Education and information around increasing pedestrian safety at crosswalks. Costs around the lighting at crosswalks. Information Report re: Raised crosswalks at high accident intersections, Crosswalk design modelling on the new 3 D style being introduced, email had been sent to Mr. Rose Reflective tape such as is used in Ladysmith, Controlled crosswalks and the various styles Costs associated with all	At one of the multiple meetings (could be a multi-step approach): -RCMP traffic reconstructionist who can provide information. -ICBC Safety Coordinator. -Open to delegations	Could come as a next step: Professional best practice on what should be at crosswalks and what works best and why, etc. Outcome: a report that outlines all of the pros and cons of crosswalk lighting and pedestrian safety. Options/costs All crosswalks will have the latest safety features available.	In progress
Q3	1 Port Drive	7		Update from Staff on this project and next steps.		Next steps identified.	
May	Capital Planning Process	2		Included in the next budget cycle. List of projects of a strategic nature. Broad list of anticipated projects.		Workshop format with projects of a strategic nature identified. During budget process 5 to 10 year capital plan projects reviewed.	Complete
April	Safety/Security	4		Discussion on safety as a whole, resources available and streamlining or finding solutions to help all.	Business owners and residents that are impacted by the homelessness crisis.	Solutions, education, and streamline resources.	In progress
July	Waterfront Walkway	5		Update from staff on this project and the next steps.	Bylaw, Police, Security, Fire	Next steps identified - borrowing and method.	
September	Election Signage	10		Staff report with background, updates required, policy, etc.		Election signage clarity - bylaw, policy, location, limits, time-frame, etc.	
Q4	Street Entertainers Bylaw	11		Review of current bylaw and other related bylaws (e.g. Noise Bylaw) to ensure consistencies. Update if necessary. Information session on history; state of the union. Discussion around all uses identified and utilization of space.		Consistent bylaws. Improvements if necessary.	
Q3	Vancouver Island Conference Centre	6		Multi-step process - venues and projects around Sport Venues will be grouped together when possible for a discussion and decision on advancing. Tourism - update from staff and next steps.	Conference Centre staff	Best uses/practices determined. Utilization of space and uses identified.	
June	Sports Venues and Tourism Strategies	8				Sports tourism strategy and sports venues	Complete

Timeline	Topic	Overall Ranking	Background	Format	Invitees	Desired Outcomes	Status
Q3	Committee Structure	9	Examining the current Committee Structure	Discussion re: suggested changes: Does Council want to re-establish committees such as Arts and Culture Parks Recreation Community Safety Would it be a forum for interested residents to learn the basics of good governance and procedures - training ground for future candidates		Council decision on moving forward with more committees, or a different committee structure. Outcome desired to gain an understanding of the park use plans currently in place and improvements/plans for future use	
	Westwood Lake Amenities Overview		Review of the park amenities (Park/Trail/Parking/Use)	Staff report and review of the park amenities and use plan			
March	Leaders Table		The Mayor's Leaders' Table is one of the key recommendations for recovery coming from the Mayor's Task Force on Recovery and Resilience.	Discussion re: Establishing a Leaders' Table Appointment of members Establishing terms of reference Governance structure and schedule		To establish the Mayor's Leaders' Table as recommended by the Mayor's Task Force.	Complete
March	Build Nanaimo - 100,000 Voices		Nanaimo BUILDS is one of the key recommendations for recovery coming from the Mayor's Task Force on Recovery and Resilience.	Discussion re: establishing a citizen-directed campaign to generate enthusiasm for the rebuilding of all sectors of Nanaimo's community Review proposed logo concept.		To begin developing the 100,000 Voices Campaign Concept including marketing and communications plan, and a budget.	Complete
March	Art in Public Spaces - Deaccession 2021		The Community Plan for Public Art, identifies the process to ensure the ongoing care of the City's Public Art Collection, including periodic evaluation of artworks for de-accession. Three works are identified as having reached the end of their lifespan and are recommended for de-accession.	Staff report with background and recommendations.		Deaccession of three artworks from the City of Nanaimo's Public Art Collection.	Complete
March	Strengthening Communities' Service Grant Opportunity		Funding is available through UBCM on behalf of the Province and Government of Canada to assist local governments and Treaty First Nations to improve health and safety of unsheltered homeless people, and reduce community concerns about public health and safety in neighbourhoods with unsheltered homeless people seeking shelter.	Presentation and discussion		Apply for grant through UBCM.	Complete
March	Art in Public Spaces Working Group - Draft Guidelines and Process		During the 2020-OCT-05 Governance and Priorities Committee Meeting, Council endorsed the creation of an Art in Public Spaces Working Group with the purpose of providing strategic and technical advice, and expertise to Staff to advance the City's public art programs.	Discussion re: Establishing an Art in Public Spaces Working Group and Guidelines for their work.		Establishing guidelines for an Art in Public Spaces Working Group and proceeding with a call for applications.	Complete

Timeline	Topic	Overall Ranking	Background	Format	Invitees	Desired Outcomes	Status
March	Building Permit Review		Nielson Strategies Inc. was engaged in October 2020 to assist in an independent Building Permit Function Review. The consultant has provided seven recommended changes.	Review and discuss draft report from Nielson Strategies Inc.	Allan Neilson, Nielson Strategies	Referring the proposed additional Staff positions to the Finance and Audit Committee for consideration in the 2021-2025 Financial Plan; Implement remaining six recommended changes outlined in report.	Complete
April & May	Council Realignment					Committee wishes to have a further look at the bylaw when housekeeping amendments come forward.	In progress
April	Schedule D - Affordable Housing						In progress
April	Affordable Housing Strategy - Annual Implementation Update						Complete
May	Transit Redevelopment Strategy						In progress
May	Safer Systems - Pedestrian Safety/Crosswalk - Vision Zero		Council ranked #1 GPC topic - 2nd report on crosswalk safety				In progress
June	Sports Tourism Strategy						Complete
June	Tourism Governance Model						Complete
June/July	Events Planning						
July	Community Contributions Part II						In progress
July	Policy and Bylaw Project update						Complete
July	Business Licence Bylaw						Complete
July	Mid Year Transportation Update						
July	Active School Travel						
July	Waterfront Walkway						
September	Election Signage						
March	REIMAGINE NANAIMO			Charrette			Complete
April	REIMAGINE NANAIMO			GPC Council options on Charrette Approval of Plan Framework			Complete
May	REIMAGINE NANAIMO		Reimagine - Transportation Policy Reimagine - Council Workshop (May 31, 2021)	Updates on Engagement and Activities Committee Feedback			Complete
June	REIMAGINE NANAIMO			Committees Feedback and Continued Engagement Updates DRAFTING PLANS			Complete
July	REIMAGINE NANAIMO			Phase 2 engagement numbers Phase 2 Engagement Summary Presented Draft Plans - internal staff review			In progress
August	REIMAGINE NANAIMO			No meetings - Preparation of key plan directions and rationale			
September	REIMAGINE NANAIMO			Committees Feedback External Agency Referrals Refining Plans			

Governance and Priorities Committee Agenda Planning

2021 GPC Dates											
Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sept.	Oct.	Nov.	Dec.
11	8	8	12	10	14	12	-	27	25	8	13
	22	22	26	31	28	26	-	-	-	22	-

JANUARY

s	m	t	w	t	f	s
					1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25*	26	27	28	29	30
31						

*January 25 – Meeting Cancelled

FEBRUARY

s	m	t	w	t	f	s
	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28						

MARCH

s	m	t	w	t	f	s
	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	31			

APRIL

s	m	t	w	t	f	s
					1	2
3	4	5	6	7	8	9
10	11	12*	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30

*April 12 – Special GPC

MAY

s	m	t	w	t	f	s
						1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31					

*May 10 – Special Council

JUNE

s	m	t	w	t	f	s
					1	2
				3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30			

JULY

s	m	t	w	t	f	s
					1	2
				3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31		

*July 15 Public Hearing changed to July 22

AUGUST

s	m	t	w	t	f	s
					1	2
				3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31		

SEPTEMBER

s	m	t	w	t	f	s
					1	2
				3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30			

OCTOBER





s	m	t	w	t	f	s
					1	2
				3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31		




NOVEMBER

s	m	t	w	t	f	s
					1	2
				3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30			

DECEMBER

s	m	t	w	t	f	s
					1	2
				3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31		

	Governance and Priorities Committee Meeting
	Statutory Holiday
	FCM Annual Conference (Toronto)
	Council Meeting

	UBCM Convention (Vancouver)
	AVICC Convention (Nanaimo)
	Public Hearing (Special Council Meeting)

Governance and Priorities Committee Agenda Planning

Deferred to Finance and Audit Committee

- Fees and Charges

Previous Topics Covered 2021

- Active Transportation
- Public Engagement report for the Animal Responsibility Bylaw
- SFN and SD68 Truth and Reconciliation -Joan Brown and Scott Saywell Presentation
- Health and Housing Task Force Final Report
- Community Amenity Contribution Policy
- Building Permit Review
- Mayor's Task Force on Recovery and Resilience
- Safety and Security
- Neighbourhood Associations
- Council Realignment
- Parks, Recreation and Culture Master Plan Update
- Sports Tourism
- Policy and Bylaw Renewal Project Update
- Business Licence Bylaw
- Fees and Charges Amendment Bylaw
- British Columbia Active Transportation Infrastructure Grant

Previous Topics Covered 2019 - 2020

- Review of "Council Procedure Bylaw 2018 No. 7272"
- Neighbourhood Associations – Part 1
- Effective Advocacy Strategies
- Coordinated Strategic Policy Review 2020-2021
- Single Use Checkout Bags
- Civic Facilities – conditions, issues, plans and objectives
- Energy and Emissions Management Program
- Advocacy – Part 2
- Coordinated Strategic Policy Review 2020-2021 – Public Engagement Strategy
- Manual of Engineering Standards and Specifications Revision Update
- REIMAGINE NANAIMO Demographics and Land Inventory/Capacity Analysis Summary
- Climate Change Resilience Strategy
- Reallocation of Street Space
- Governance: Question Period/Correspondence/Proclamations/Other
- Council Resolution Update

Governance and Priorities Committee Agenda Planning

- Reopening Strategy/Plan
- Roadway Reallocation Options
- Social Procurement
- Sustainable Procurement
- Capital Projects
- Sports Venues
- Proposed Amendments to the MoESS
- Arts & Culture
- Short Term Rental/AirBnB regulations
- REIMAGINE NANAIMO “Water”
- Sanitation Review
- Animal Responsibility Bylaw
- Councillor Brown and Councillor Geselbracht re: Doughnut Economic Framework Model
- Health and Housing Task Force Update
- Environment Committee Recommendations
- Emergency Food and Nutrition Security Strategy

DATE OF MEETING July 26, 2021

AUTHORED BY BILL CORSAN, DIRECTOR, COMMUNITY DEVELOPMENT

SUBJECT WATERFRONT WALKWAY – DEPARTURE BAY UPDATE

OVERVIEW

Purpose of Report:

To provide Council with background information on the Departure Bay Waterfront Walkway project and to present a summary of the online engagement completed in June 2021.

BACKGROUND

The Waterfront Walkway Project is a Council priority and has been identified in each of the last three Strategic Plans. The 2019-2022 Strategic Plan identifies the feasibility work and conceptual plan for an on-beach option for the Departure Bay waterfront walkway as a priority under the Economic Health Pillar. The November 2020 report from the Mayor's Task Force on Recovery and Resilience noted the project as a priority for Strategic Investment.

In 2017, the City completed an overall Waterfront Walkway Implementation Plan that built on the goal of creating a continuous waterfront walkway from Departure Bay to the Nanaimo River Estuary. In that plan, the Departure Bay and Newcastle Channel sections of the waterfront walkway were identified as priorities. In 2018, a functional design was completed for an elevated walkway along a portion of Departure Bay. After a Value Engineering Assessment of the project, it was recommended Council consider an on-beach option to reduce project costs.

At the 2019-APR-08 Council meeting, a Staff report was presented to Council outlining the steps required to examine the viability of an on-beach walkway for a section of the waterfront walkway from Battersea Road to the BC Ferries Departure Bay Terminal.

Council, at their 2019-MAR-18 meeting, allocated \$400,000 from the 2018 general surplus to fund the Departure Bay waterfront walkway feasibility study and functional design. The goal of the assignment is to provide Council with the associated costs, impacts, and benefits of the project, which will aid Council in making a decision to advance the project.

Staff issued a Request for Statement of Qualifications on 2019-APR-24 for a consultant team to undertake the assignment. The work was awarded to a team led by McElhanney Ltd. The respective roles included:

- *McElhanney Ltd.* – project management, civil engineering, geotechnical engineering, and land surveying.
- *Lanarc* – landscape architecture, waterfront walkway and trail design, environmental design, 3D modelling, and visualization.

- *Northwest Hydraulics Consultants Ltd.* – coastal engineering, geomorphology, and computational modelling.
- *Aquaparian Environmental Consulting Ltd.* – terrestrial and marine water assessment.
- *Drdul Community Transportation Planning* – active transportation planning.
- *RB Engineering Ltd.* – electrical engineering.
- *Golder Associates Ltd.* – archaeological assessment.

DISCUSSION

The project was separated into two phases. The first phase tasked the consultant team with determining if the construction of an on-beach waterfront walkway in Departure Bay was technically feasible. The second phase involved developing a functional design for the project to aid in future permitting and tendering.

The feasibility study included extensive data collection and modelling to better understand the technical challenges and potential design opportunities that could be employed to address those challenges. The study area included both the foreshore and adjacent lands within Departure Bay.

The table below summarizes the key findings from the data collection:

Technical Challenge	Issue	Design Opportunity/Consideration
Wind, Current, and Wave Modeling	The project needs to account for storm surge, storm wave run up, and freeboard. Modelling of Departure Bay shows impacts during various weather events.	Raise the walkway to account for wave action. Use a gradual slope to reduce wave action. Use headlands/reefs to break wave action
Sea Level Rise	Local sea level rise is predicted to be 0.60m in 50 years. Sea level rise was incorporated into the wave modelling.	Incorporate sea level rise into project for 50-year horizon. Design with ability to adjust the height when trail needs to be resurfaced.
Geotechnical Concern with Cilaire Bluff	There is slope instability in certain areas along the Cilaire Bluff that could result in slumping and vegetation falling.	Mitigate the erosion of the toe of slope and adjust the alignment to minimize the risk of debris from slope failure in select locations.
Environmental Values of Shoreline	Work on the foreshore will impact existing habitat. Most of foreshore is considered low-value habitat.	Must design the walkway to ensure no net loss of habitat. The project should be designed to ensure a net gain of habitat.
Archaeological	A known archaeological site (low significance as defined by the project archeologist) could be impacted by the project.	A site alteration permit will be required. Ensure early involvement from Snuneymuxw First Nation.

Permitting	Construction of the walkway on the foreshore will require permits from Department of Fisheries and Oceans (DFO) and a lease/licence/right-of-way from the Province of BC. Approvals also required from BC Ferries, Transport Canada, and the Regional District of Nanaimo.	Permitting requires detailed design work to be completed. Both DFO and the Province will require consultation with local first nations and preferable consent from Snuneymuxw First Nation.
Riparian Rights	There are 30 private property owners along the Cilaire Bluff that have riparian rights. Construction of the on-beach option requires each homeowner to provide consent for the project.	The City should undertake an acquisition program to acquire the riparian rights from the property owners, in advance of permitting.

Upon completion of the data collection, the consultant team prepared a functional design that incorporated pedestrian and cycling facilities within the walkway, as prescribed in the Waterfront Walkway Implementation Plan. This includes, at a minimum, a separate 3m-wide path for pedestrians and a 3m-wide path for cyclists, with beach restoration following green shores principles.

Other critical design direction included:

- Set the walkway elevation to provide flood protection for the 50-year event, based on historic conditions, with allowance for future sea level rise;
- Design the walkway to be resilient under flooding conditions;
- Make allowance for future upgrades, as warranted, to accommodate sea level rise;
- Design a structure to protect the public from minor slide events and allow for clean up after minor slide events;
- Risks associated with extreme storm events that flood the walkway will be addressed through operational procedures that may include temporary closures until the storm subsides (this event could occur once every five years); and
- Design the works on Crown Land, where possible, to avoid impact on adjacent private property.

Cost Estimate and Funding

The total value of the project is estimated in the order of \$25,000,000 to \$30,000,000, including property acquisition and bonding requirements with the Department of Fisheries and Oceans.

The 2021-2026 Financial Plan identifies the project as being funded through borrowing. Staff would also apply for grants to help reduce the overall cost to Nanaimo taxpayers. Borrowing for the project would require approval of the electorate.

Online Engagement Summary

Council directed Staff to provide the public with an update on the project using the City's online engagement platform. A project website was created using www.getinvolvednanaimo.ca, which provided background information on the project, videos, and a survey to capture feedback on the project.

The survey was open from 2021-JUN-11 to 2021-JUN-30. A total of 2,541 responses were received during the period.

The findings of the survey are contained in Attachment A.

The key messages from the survey were as follows:

Survey Distribution

- Good response to the survey from across the city, with 1039 responses from the broader Departure Bay area.
- 123 immediate neighbours to the project responded to the survey.
- Relatively even age distribution to the survey from age 30 to 80.

Previous Involvement in Waterfront Walkway Project

- The majority of the participants (1,756) had not been involved with the previous Waterfront Walkway Implementation Plan engagement.

Use of Proposed Walkway

- Respondents noted a range of reasons they would use the Departure Bay waterfront walkway, including for exercise, access to the beach, wildlife viewing, to walk/cycle to shops/restaurants outside Departure Bay, and to socialize.

Important Design Elements

- The following design elements solicited the most support from the public: greenery, including trees and plantings; access to the waterfront; separation of cycling and walking users; design for all ages/abilities; lighting that avoids light spill; and seating/picnic areas.

Elements of Concern

- The top elements of concern include: protection of existing riparian and shoreline areas, operations and maintenance, active transportation enhancements, considerations for climate change (sea level rise, high tides, storm water), and waterfront access.

Project Support

- 79.9% of respondents strongly support or support the project; 15% of respondents do not support the project or strongly do not support the project.

Funding Options

- Survey participants were asked which funding options they agree with most. Exploring opportunities for grants showed strong support. Around half of participants supported the use of reserve funds and borrowing.

Future Council Decision Points

The following next steps are anticipated in advancing the project:

- Fall of 2021: The project will be presented with other key capital projects in the community. Council will then be in a position to evaluate the major capital investments envisioned for the community in the coming years and explore funding opportunities and prioritization.
- Fall of 2022/Spring of 2023: If Council wishes to proceed with the project, Council will be asked to hold a referendum to secure public support to fund the project via a borrowing bylaw. The cost of the referendum is approximately \$150,000. Council may wish to hold the referendum during the election in October 2022 to not incur the costs of the referendum.
- Spring 2023: The project would proceed if approved by the electors. Next steps would include:
 - property acquisition program;
 - completion of detailed design; and
 - submission of permit, land tenure, and grant applications, which may take upwards of 18 months for approval.
- Spring/Fall 2024: Tendering and construction of project (18 – 24 months to complete construction).

If Council wishes to proceed with the project, Staff recommend that additional consultation be held with the community on specific design elements, and property owners adjacent to the project are engaged by the project team in advance of the approval of the electorate. The use of an E-Town Hall might be another option for Council to consider for broader engagement.

CONCLUSION

The feasibility study and the draft functional design for the on-beach waterfront walkway in Departure Bay has shown the concept is viable and can be constructed in a manner that will have a net-positive benefit to the marine habitat and environment.

Online engagement completed in June 2021 for the project has shown strong support from the general public, with concerns raised by immediate property owners to the project.

Staff will return to a future Council meeting in the fall of 2021 to present this project with other major capital projects for Council's consideration and direction on next steps.

SUMMARY POINTS

- The Waterfront Walkway Project is a Council priority and has been identified in each of the last three Strategic Plans.
- The 2019-2022 Strategic Plan identifies the feasibility work and conceptual plan for an on-beach option for the Departure Bay waterfront walkway as a priority under the Economic Health Pillar.
- A functional design for the Departure Bay Waterfront Walkway project would include both pedestrian and cycling facilities and new access points to Departure Bay beach.
- The project is estimated to cost \$25,000,000 to \$30,000,000.
- The City's public engagement platform was used to solicit feedback and interest in the project in June of 2021. A total of 2,541 responses were received to the survey.
- There is still strong support for the project by the general public, but concerns have been raised by the immediate property owners.
- The Departure Bay Waterfront Walkway project will be presented with other key capital projects in the fall of 2021 for Council's consideration.
- If Council wishes to proceed with this project, it will require the approval of the electorate through either a referendum or alternative approval process.

ATTACHMENTS

ATTACHMENT A: 2021 Online Engagement Summary |

Submitted by:

Bill Corsan
Director, Community Development |

Concurrence by:

Dale Lindsay
General Manager, Development Services |

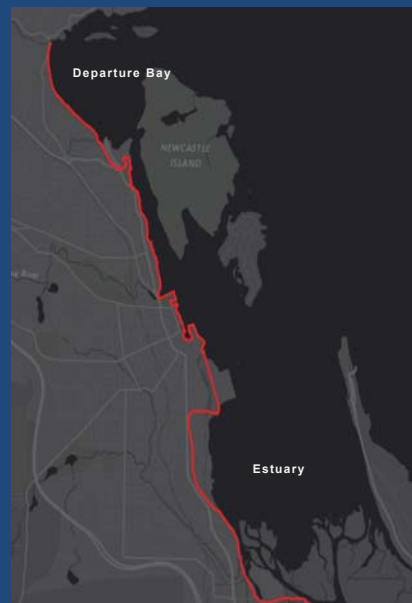
Nanaimo Waterfront Walkway Departure Bay Update

2021-JUL-26



A Little Bit Of History

- The Waterfront Walkway project has been identified as a Council priority initiative in each of the last three Strategic Plans.
- In 2017, the City completed an overall Implementation Plan for the creation of a continuous walkway from Departure Bay to the Nanaimo River Estuary.
- The plan was completed with significant input from the community and revealed strong public support for the development of the waterfront walkway.
- The Waterfront Walkway Implementation Plan was endorsed by Council in December 2017.



WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

2012 – 2015 Strategic Plan

Strategic Priority: Waterfront Enhancement

Nanaimo values its waterfront from four perspectives: the iconic distinctiveness it brings to the City, public enjoyment, maritime employment, and habitat protection. The collective commitment can be found in planNANAIMO (7 waterfront objectives), the Nanaimo Harbour Master Plan, the Downtown Plan, the Parks Recreation and Culture Plan, and the Nanaimo Estuary Management Plan. These plans include the long term goal of building an uninterrupted waterfront trail from Departure Bay Beach to the Nanaimo River Estuary. Over the past decades, successive Councils have all made their contribution to waterfront enhancement; the current Council is committed to doing its share with this priority initiative.

Outcomes Desired:

Enhanced public access and use

A continuous, uninterrupted and accessible waterfront trail/connection from Departure Bay Beach to Nanaimo River Estuary

A working waterfront that supports business, marine industries, transportation connectivity, entertainment and tourism

Protected view corridors to the waterfront

Protected and enhanced marine habitat

"Waterfront is crucial to Nanaimo's future"

"Nanaimo's amazing waterfront is world renowned. The area is, bar none, the best geographical feature of this beautiful city. As such, its importance cannot be underestimated."

Nanaimo Daily News Editorial

Potential Strategies and/or Initiatives:

- Create a "Waterfront Interdepartmental Staff Team" (WIST) mandated to build partnerships, identify and act on opportunities to build the uninterrupted waterfront trail and other priority outcomes. Recognizing the complex ownership and jurisdictional challenges along the waterfront, the Team would work closely with the Nanaimo Port Authority, Province, DFO, Snuneymuw First Nations, CNRA, BC Ferries, Canadian Pacific Railways, fee-simple waterfront property owners and neighbourhood associations. The Team will initially develop 'go forward' principles and strategies that recognize the four pillars of sustainability and the importance of public private partnerships in the new economic reality.
- Develop short/long term strategies to direct completion of Waterfront Trail connections north from Departure Bay Ferry Terminal to Hammond Bay Road.
- Challenge and support the Team (WIST) to work together to capitalize on and leverage the redevelopment activity in the south end of downtown – ultimately ensuring trail/pathway links connecting VI Conference Centre, Port Theatre, the redeveloped Port Place, McGregor Park, the Gabriola Ferry, a potential multi-modal public transit hub, and the new Cruise Ship Terminal.
- Update Maffeo Sutton Park Improvement Plan
- In conjunction with stakeholders, complete Waterfront Trail connections from Yacht Club to BC Ferries with emphasis on amenity partnerships with owners and developers as opportunities arise – including interim connections.
- Assess and address concerns related to aging infrastructure at Georgia Park.
- Work with Snuneymuw First Nations and BC Parks to explore options for improving access to Newcastle Island with priority consideration to be given to marine access to the island at the north end of Newcastle Channel to encourage a walkway loop from Downtown, along the length of the island, with ferry return from the south end.
- Identify options (interim and long term) to better connect the Waterfront Trail with the Millstone River Trail. Initial emphasis to be on wayfinding and signage.
- Upgrade and improve existing Departure Bay section of the Waterfront Trail from Kin Hut to Hammond Bay Road.
- Continue to increase seasonal recreational and tourist appeal of the waterfront through events, entertainment, food services, vendors, public art.

2016 – 2019 Strategic Plan


Key Capital Projects and Initiatives (2016-2019)

After sharing their individual visions, values and priorities, Council selected the following two capital projects and two initiatives. This list identifies projects and initiatives where there is common agreement amongst Council. It does not preclude Council's consideration of other projects and initiatives which align with the priorities listed in the previous pages.

Projects	Supportive Plan
1 Port Drive South Downtown Waterfront	South Downtown Waterfront Initiative, Official Community Plan (OCP)
Belton Park Facilities Re-Development Master Plan	Parks Master Plan, Belton Master Plan, OCP
Sports and Entertainment Centre	TBD
Waterfront Railway (Departure Bay, Newcastle Channel, etc.)	Parks Master Plan, OCP
Greenbelt Georgia Avenue Pedestrian/Cycle Bridge over Chase River	Hammond Neighbourhood Plan, OCP
Initiatives	Supportive Plan
Affordable Housing	Social Development Strategy, OCP
Property Acquisition	Property Management Strategy, Social Development Strategy, OCP



2019 – 2022 Strategic Plan



Economic Health

COUNCIL PRIORITY

"We create a vibrant culture of innovation, stewardship and partnership to encourage a diverse and healthy economy now and into the future."

KEY FOCUS AREAS

8. Have Downtown recognized as a livable and desirable heart of our community
9. Focus on business retention and expansion; and, position Nanaimo as the best place to grow a business with a focus on businesses that align with our strategic direction
10. Continue to increase opportunities for residents to access our waterfront and natural environment

ACTIONS	TIMELINE
✓ Identify and implement the most appropriate economic development model for Nanaimo	2020
✓ Complete an Economic Development Strategy	2020
✓ Continue to work with tourism sector (i.e. Nanaimo Hospitality Association, Tourism Nanaimo, Vancouver Island Conference Centre) to increase tourism in Nanaimo	Ongoing
✓ Complete feasibility work and conceptual design for on-beach options for the Departure Bay Waterfront Walkway	2020
✓ Construct an interim walkway around One Port Drive	Completed
✓ Develop City property at One Port Drive	In Progress
✓ Implement improvements in the downtown core to increase pride of place, stimulate the economy and address public safety concerns	In Progress
✓ Council advocate for a fast ferry service, or other forms of transportation improvements, for connectivity	Ongoing

Key Community Input Themes

so far!



Access to Nature & Outdoor Recreation



Central Hub Identity



Supportive City



A Waterfront Identity



Inclusive & Equitable



Great Jobs & Businesses



A Green Approach



Mobility Choice



Neighbourhood Character



City Living



Affordable City



A Thriving Downtown

WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

Previous Design Work

- In 2018, a Functional Design was completed for an elevated walkway near the Ferry Terminal.
- Revealed construction costs far exceeded original estimates, in part due to increased costs of structural steel and other specialized construction requirements.
- A Value Engineering Assessment was completed and it was recommended that an on-beach option be considered to reduce projects costs.



WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

Project Scope

- On 2019-MAR-18, Council allocated \$400,000 from the 2018 general surplus to fund the Waterfront Walkway Feasibility Study and Functional Design
- Staff issued a Request for Statement of Qualifications to identify a multi-disciplinary team to deliver the project
- A team led by McElhanney Consultants was selected to undertake the project
- The project had two distinct phases:
 - Phase 1: Feasibility Study
 - Phase 2: Functional Design



WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

Phase 1: Feasibility Study

- Data collection and modelling to understand the challenges and design opportunities.
- The study area included both the foreshore and adjacent lands.
- 3 conceptual designs along the foreshore.
- Other Critical Design Direction included:
 - Flood Protection and Resiliency
 - Future Upgrade Allowance for Sea Level Rise
 - Structure Design for Minor Slide Events
 - Extreme Storm Event Risks
 - Works on Crown Land to avoid Impact on Private Property

WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

Feasibility Study and Functional Design



WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

Conceptual Renderings



WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

Conceptual Renderings



WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

Conceptual Renderings



WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

Conceptual Renderings



WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

Conceptual Renderings



WATERFRONT WALK, CYCLE, BEACH
AND ENVIRONMENTAL IMPROVEMENTS

Previous Council Recommendation

At the 2020-DEC-21 In Camera Council Meeting, Council directed Staff to:

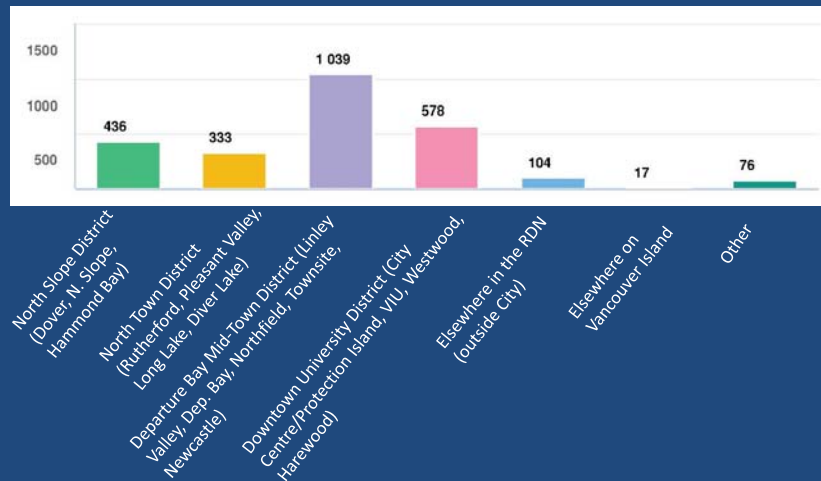
1. Update the Snuneymuxw First Nation on the project status at an upcoming Protocol Agreement Working Group meeting;
2. Present the functional design work to the community through the City's online engagement platform;
3. Present the project to the Advisory Committee on Accessibility and Inclusiveness for feedback; and
4. Return to Council with a summary of costs, challenges, and benefits of the project based on the final functional design, Snuneymuxw First Nation engagement, land acquisition strategy and public feedback on the project.



- A public survey was completed online in June
- Council may have received other input outside of this process not reflected in the survey results

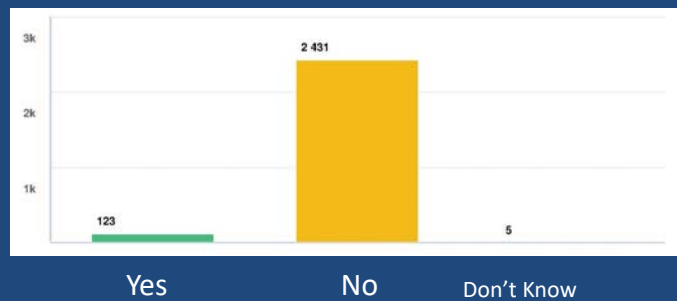


Which area best describes where you live?



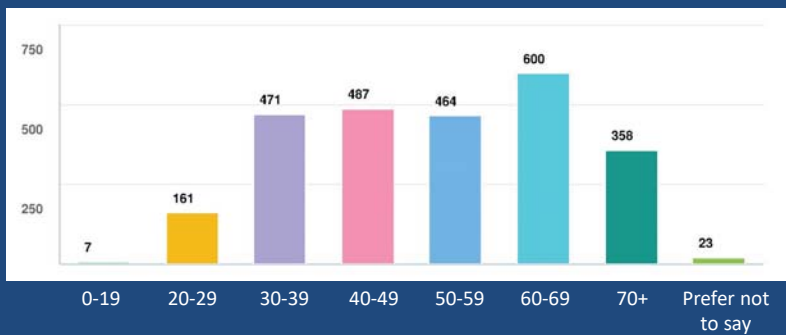
Question 2:

*Do you own property along the proposed
Departure Bay Walkway – either beachfront or
street frontage?*



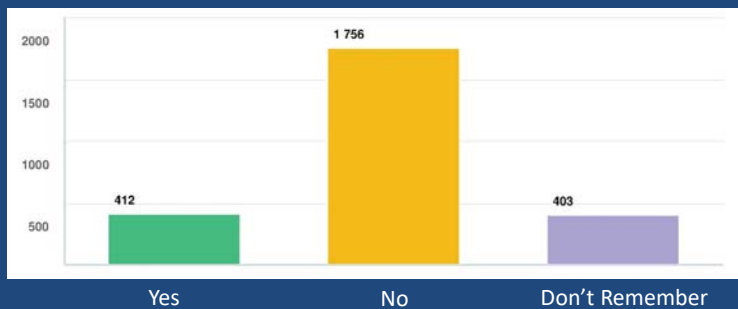
Question 3:

In which age group are you?



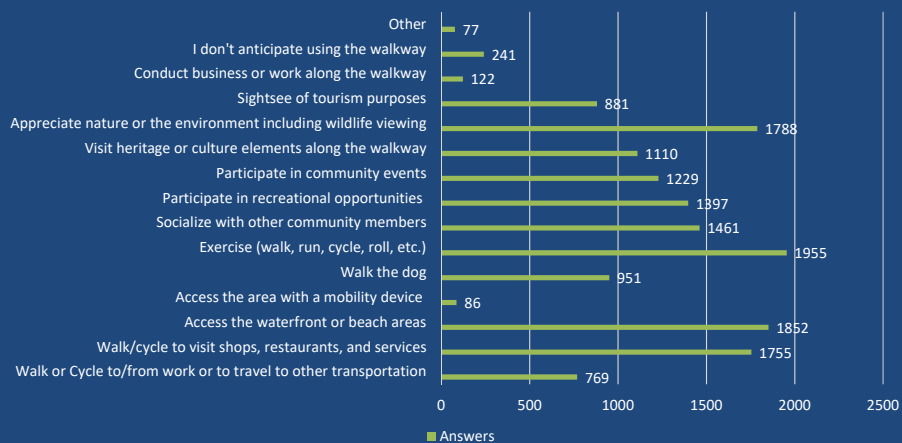
Question 4:

Did you participate in the engagement process for the Nanaimo Waterfront Walkway Implementation Plan development which was completed in 2017?



Question 5:

When the Departure Bay segment is complete, I will likely use the waterfront walkway to:



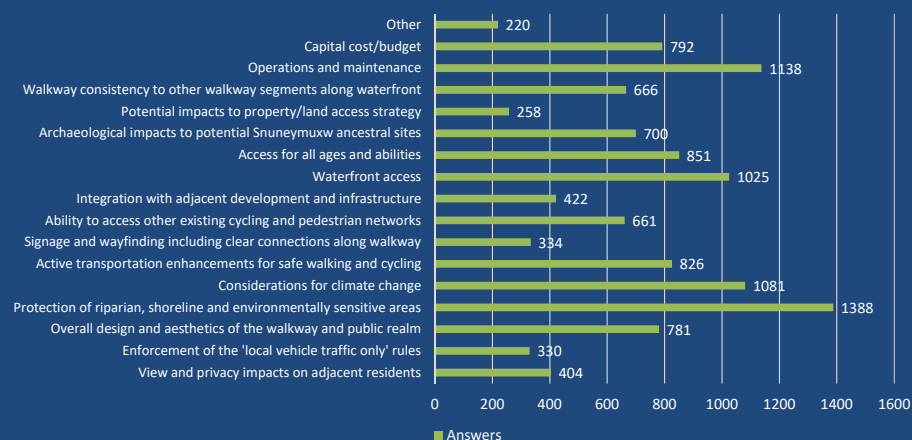
Question 6:

What elements are most important to you when developing a more detailed design for the Departure Bay waterfront walkway?



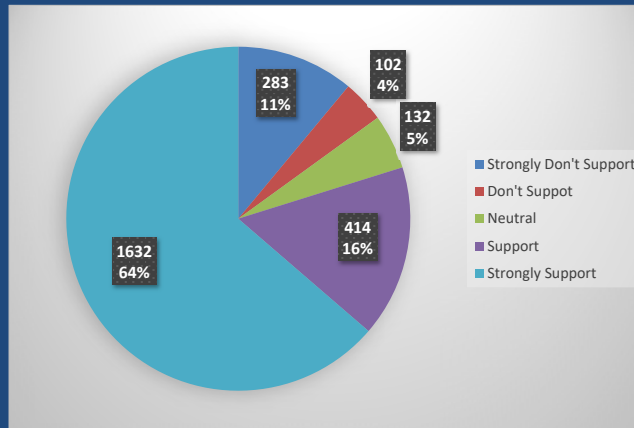
Question 7:

What elements are you most concerned about with potential design development of the project?



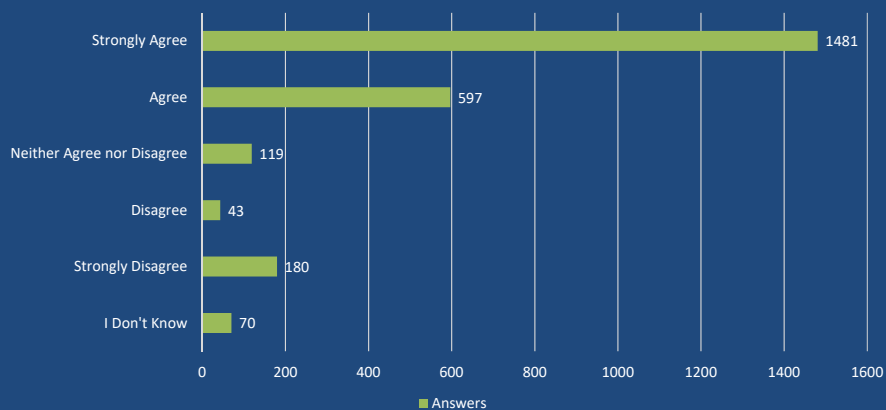
Question 8/9:

In general, and complementary to your replies in the funding section to follow, do you support the development of the Departure Bay Waterfront Walkway and related improvements from the existing trail behind BC Ferries Terminal to the existing walkway near the Kin Hut at Kinsmen Park as proposed?



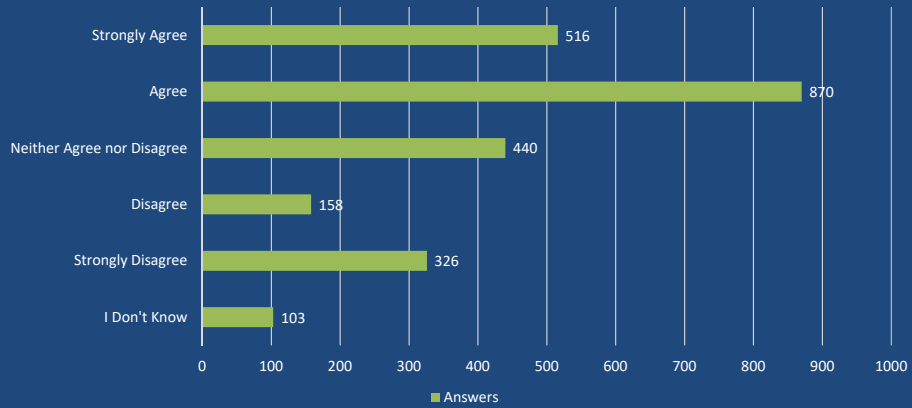
Question 10: Potential Funding Models

Exploring grant opportunities through senior levels of government to fund a portion of the cost with a focus on both walk/cycle assistance programs and disaster mitigation (e.g., sea level rise adjustments)



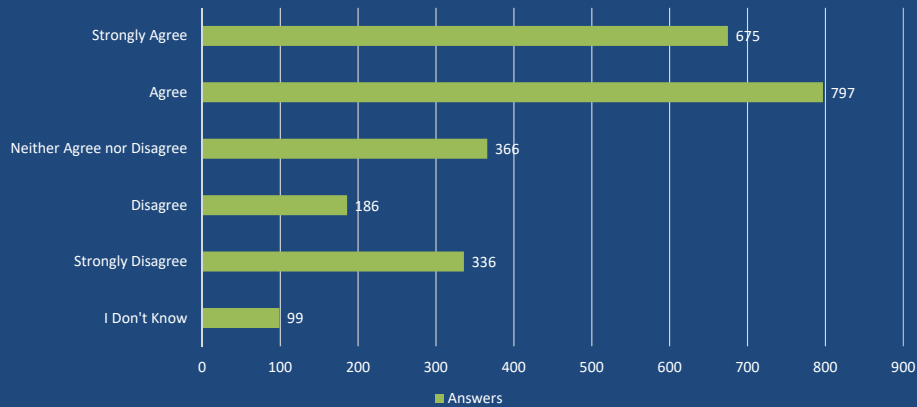
Question 10: Potential Funding Models

City Reserve Funds (recognizing other projects compete for funding)



Question 10: Potential Funding Models

Supporting City Council to go to a borrowing referendum or alternative approval process on the basis that improvements will benefit existing and future residents and to share in the capital and debt servicing costs.



Next Steps

- Fall 2021: Project to be presented with other key capital projects, Council will evaluate the major capital investments envisioned for the community and explore funding opportunities and prioritization
- Fall 2022 / Spring 2023: If proceeding with project, Council will be asked obtain assent of electors to secure public support to fund the project via a borrowing bylaw
- Spring 2023: Project would proceed if approved by electors. Next steps would include:
 - Property acquisition program
 - Detailed design completion
 - Submission of documents to Province
- Spring/Fall 2024: Tendering and construction of project



DEPARTURE BAY

WATERFRONT WALK, CYCLE, BEACH
& ENVIRONMENTAL IMPROVEMENTS



Public Engagement Summary

Summer 2021



Land Acknowledgment

We acknowledge and recognize that we are on the traditional territory of the Snuneymuxw First Nation people.

TABLE OF CONTENTS

THE HIGHLIGHTS	II
1 OVERVIEW.....	1
1.1 ABOUT THE PROJECT.....	2
2 ENGAGEMENT PROCESS	5
2.1 OVERVIEW	6
2.2 OUTREACH.....	7
2.3 ENGAGEMENT ACTIVITIES.....	8
2.4 BY THE NUMBERS	9
3 WHAT WE HEARD.....	11
3.1 WHO PARTICIPATED?	12
3.2 PROPOSED IMPROVEMENTS	16
3.3 FUNDING CONSIDERATIONS.....	24
3.4 GENERAL COMMENTS.....	28
4 NEXT STEPS	31

APPENDICES (SEPARATE DOCUMENT)

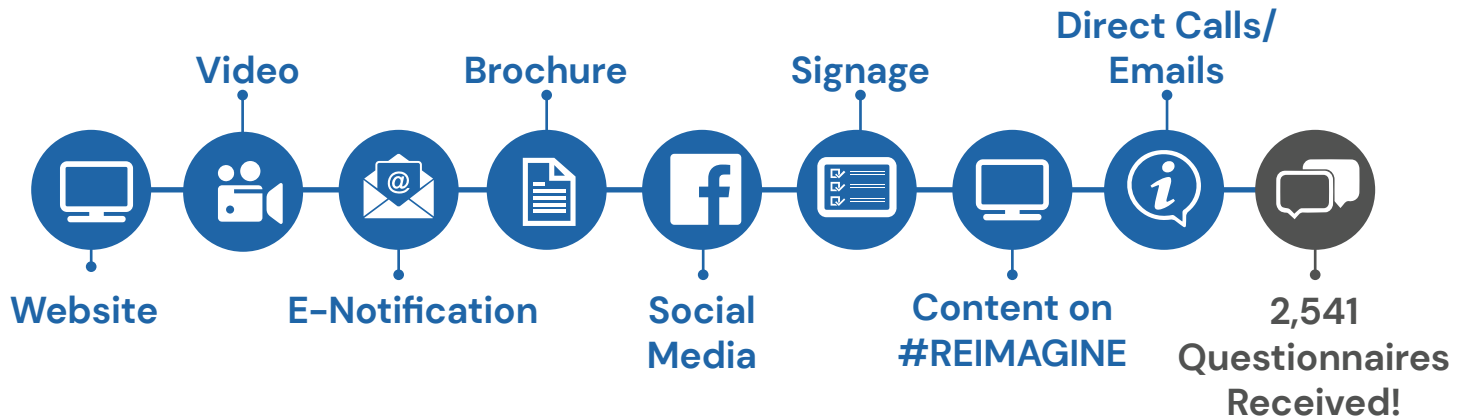
Appendix A: Public Questionnaire Verbatim Comments

Appendix B: Written Submissions



THE HIGHLIGHTS

HOW WE ENGAGED THE PUBLIC



ABOUT PARTICIPANTS

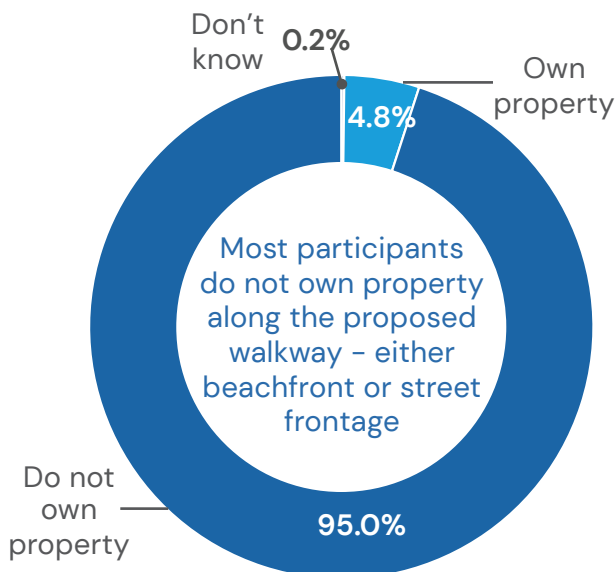
Area of Residence

- ▶ Departure Bay / Mid-Town District: **40.4%**
- ▶ Downtown University District: **22.5%**
- ▶ North Slope District: **17.0%**
- ▶ North Town District: **3.0%**
- ▶ South Nanaimo & Other: **3.0%**
- ▶ Elsewhere in the RDN: **4.0%**
- ▶ Elsewhere on Vancouver Island: **0.7%**



Top 3 things activities people might do on walkway

- 1 Exercise – 76.2%
- 2 Access the beach / waterfront areas – 72.2%
- 3 Appreciate nature or the environment – 69.7%



80%

Either support or strongly support the waterfront walkway (rounded)

15%

Either don't support or strongly don't support the waterfront walkway

PROPOSED IMPROVEMENTS



Top 3 most important features for the walkway

- 1 Access to waterfront or beach areas
- 2 Greenery (trees, plantings and protection of treed slopes)
- 3 Separation of cycling and walking users



Top things participants are most concerned about

- 1 Environmental protection
- 2 Operation and maintenance
- 3 Consideration for anticipated climate change impacts

FUNDING



- ▶ Strong support for a combination of funding models including exploration of grant funding opportunities, City reserve funds, or supporting City council to go to a borrowing referendum or Alternate Approvals Process (AAP)
- ▶ Many people support moving the project from the planning stages to implementation as long as thorough investigation of life cycle funding and contingencies are determined and costs are carefully managed to mitigate cost overruns

KEY CONSIDERATIONS



WALKWAY PRECEDENTS

Look to precedents in other waterfront cities with a successful waterfront walkways.



PUBLIC ACCESS

Access to the public waterfront and beach areas is very important – consider public parking, transit options, and mobility. Others are concerned about negative community and private property impacts with access.



ENVIRONMENTAL PROTECTION

Protect existing natural areas – some want to keep the natural feel of the area. Mitigating impacts to marine, wildlife, bird, environmental habitats is important.



DEVELOPMENT, COSTS & OPERATION

Implement carefully and manage long-term operations and maintenance to avoid cost overruns and public debt. Others believe public funding is best allocated towards other pressing civic needs or even other walkway segments. Developing the walkway incrementally over time can manage cost.



WALKWAY DESIGN

Some people support a functional yet simpler walkway with more natural materials. Others prefer more amenities to enhance user experience. Environmental impacts and sea level rise considerations should be taken into account as well destination end points.



FIRST NATIONS COLLABORATION

It is important to involve Snuneymuxw First Nations due to land right considerations and ancestral burial grounds. Consider educational opportunities along the walkway.



PUBLIC SAFETY & ENJOYMENT

Results indicated that support increased public security and safety enhancements along the walkway will help people feel comfortable. Better enforcement around dogs, littering, noise, and negative social behavior is strongly encouraged.



ECONOMIC DEVELOPMENT

People support economic development opportunities along the walkway for tourism, employment, and community improvement.



Concept for Departure Bay
Waterfront Walkway

1 OVERVIEW

The City of Nanaimo's Departure Bay waterfront walkway, cycle, beach, and environmental improvements project envisions linking the existing trail behind the BC Ferries Terminal to the existing walkway near the Kin Hut at Kinsmen Park.

This section provides an introduction to the project and what we asked people to engage on.



1.1 ABOUT THE PROJECT

Departure Bay Waterfront Walkway

The City of Nanaimo's waterfront walkway is a much-valued community asset. The [Nanaimo Waterfront Walkway Implementation Plan](#) envisions a 13 km-long accessible pathway from Departure Bay to the Nanaimo River Estuary. The plan identifies the Departure Bay segment as a top priority based on public feedback. Upgrades will link the existing trail behind the BC Ferries Terminal to the existing walkway near the Kin Hut at Kinsmen Park. Upgrades would provide a continuous, accessible pathway with improved connectivity to make it easier to walk and bike around the City.

In June 2021, the City of Nanaimo welcomed public feedback on the proposed improvements for improved walking, cycling, beach access, and shoreline habitat and on funding options for the Departure Bay segment.

WALKWAY DEVELOPMENT



Three sections of the Departure Bay walkway would be constructed in one phase:

- ▶ South Segment: from the existing BC Ferries trail across Northfield Creek
- ▶ Central Segment: Below Cilaire Bluffs (from White Eagle Terrace to Battersea Road)
- ▶ North Segment: along Battersea and Randle Roads to connect to the Kin Hut area

The Departure Bay segment (S1 in the map) between Departure Bay and the BC Ferries Terminal has been identified as a high priority based on public feedback and is the focus of this project.

KEY IMPROVEMENTS

Recommended improvements to the waterfront walkway have also been noted in multiple existing policy documents including the 2016–2019 Strategic Plan Update, the Official Community Plan, and the Transportation Master Plan. Implementation of the overall walkway would be developed in phases with anticipated completion of the 13 km–long segment around 2027.

- ▶ Better public access to beaches in key areas
- ▶ Improved access for all ages and abilities
- ▶ Separated cycle path and waterfront walkway in key areas
- ▶ Increased connectivity to existing cycling and pedestrian networks including a bridge over Northfield Creek
- ▶ Improved amenities such as seating, picnic areas, rest areas, cycle parking, and low grade lighting
- ▶ Coastal restoration that protects and enhances shoreline areas for improved sustainability and considers anticipated sea level rise impacts
- ▶ Habitat improvements to the Northfield estuary including protection of existing environmentally sensitive areas
- ▶ Re-vegetation and protection of existing treed slopes in areas
- ▶ Interpretive elements for cultural learning and nature appreciation
- ▶ Traffic calming, “local vehicle only” areas, and parking restrictions on Battersea and Randle Roads to enhance pedestrian and cyclist safety



Nanaimo Waterfront Walkway Concept

Expansion of the walkway will require continued technical development as well as continued coordination with local stakeholders, local First Nations, interest groups, and the community.



Concept for pedestrian and cycling routes along Departure Bay with signage, picnic areas, and beach access

2 ENGAGEMENT PROCESS

The Departure Bay waterfront walkway, cycle, beach, and environmental improvements project was an online process during June 2021.

This section provides an overview about how we engaged people including outreach tools, engagement activities, and how we collected input.



2.1 OVERVIEW

WHY DID WE ENGAGE?

Engaging with the community was important to help understand public support for the project and concept design as well as considerations for the design if the project moves forward for further design development and council approval and funding. Key goals of the engagement process were to:

- ▶ Raise awareness about the proposed waterfront walkway, cycle, beach and environmental improvements project, its process, objectives, and anticipated outcomes;
- ▶ Encourage participation in the process to understand public perspectives;
- ▶ Seek input from a diverse range of participants using an online format;
- ▶ Share back to participants what was heard during the engagement process and outline the next steps in the process; and
- ▶ Facilitate an open and transparent engagement that provides information to allow the public to understand the project and provide meaningful feedback to help inform civic decision-making.

WHO DID WE ENGAGE?

Engagement focused on obtaining input from people across Nanaimo – residents from all Nanaimo neighbourhoods, including those who live in the Departure Bay area.

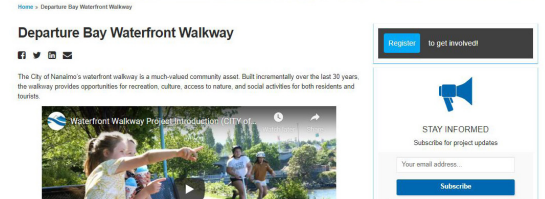
WHAT WAS THE ENGAGEMENT PROCESS?

The engagement process was integrated within the overall technical process to develop conceptual options for the waterfront walkway. For the project, one phase of public engagement occurred in June 2021 and prior to subsequent steps for detailed design, permitting, and construction pending council approval.

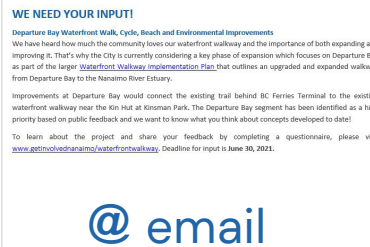
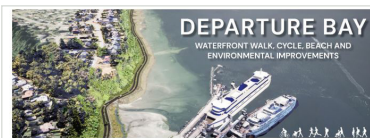


2.2 OUTREACH

HOW WAS THE PUBLIC ENGAGED?



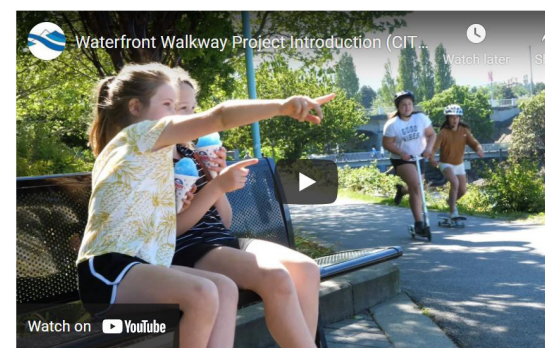
WEBSITE CONTENT



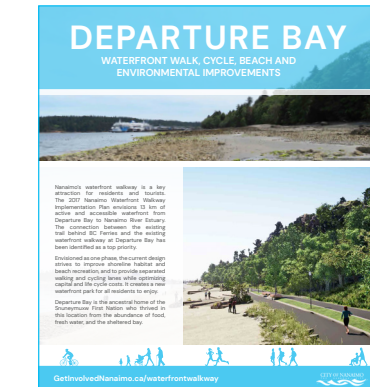
E-NOTIFICATIONS



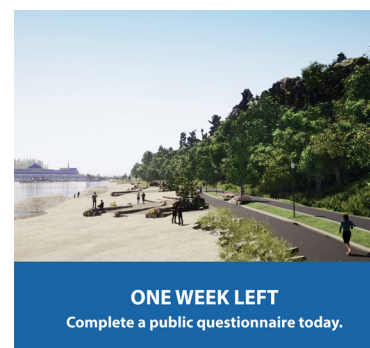
TEMPORARY SIGNAGE



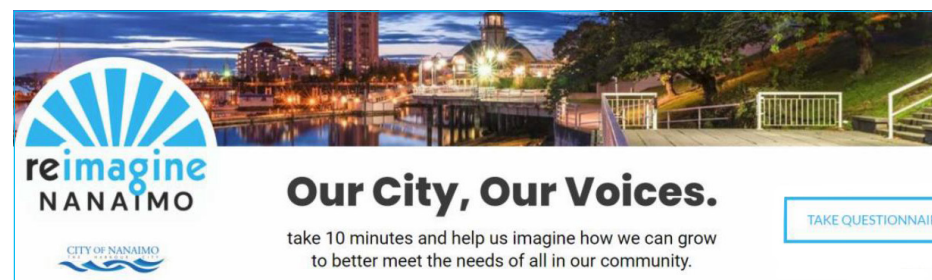
PROJECT VIDEO



PROJECT BROCHURE



SOCIAL MEDIA



CONTENT ON #REIMAGINE NANAIMO TO LINK TO PAGE



ENGAGEMENT DURING COVID-19

Public engagement for the project was online to adhere to physical distancing guidelines in place due to the COVID-19 pandemic. Throughout engagement, a key consideration has been to develop an approach that continues to meet engagement goals, even though activities have been modified to follow current health guidelines.

2.3 ENGAGEMENT ACTIVITIES

HOW WAS INPUT RECEIVED?



PUBLIC QUESTIONNAIRE (ONLINE)

A public questionnaire was provided on the project webpage through Get Involved Nanaimo for participants to provide their input on the proposed project.

The questionnaire featured four main sections including: About You, Proposed Improvements, Funding Considerations, and General Comments. A printable PDF of the questionnaire was available online for download and participants could also request a copy from the City paper format. The questionnaire was open to all participants.

WRITTEN SUBMISSIONS & PHONE CALLS

The project webpage provided a contact phone number and email for participants to contact the City if they had specific questions about the proposed Departure Bay walkway, cycle, beach, and environmental improvements project. The City provided response to inquiries and documented these contacts and responses.

2.4 BY THE NUMBERS

This page summarizes what we heard during the engagement period which was open between **June 7** to **June 30**, 2021 through Get Involved Nanaimo.



This means downloaded documents, site visits to the Frequently Asked Questions, reviews of online tools, and participation in the public questionnaire.



Participants provided input using the online public questionnaire including completion of the questions and providing comments.



Thousands of participants visited the project website – over 400 people per day to learn more about the project and to provide input.



Participants provided thousands of comments about the proposed walkway indicating great interest in the project.



3 WHAT WE HEARD

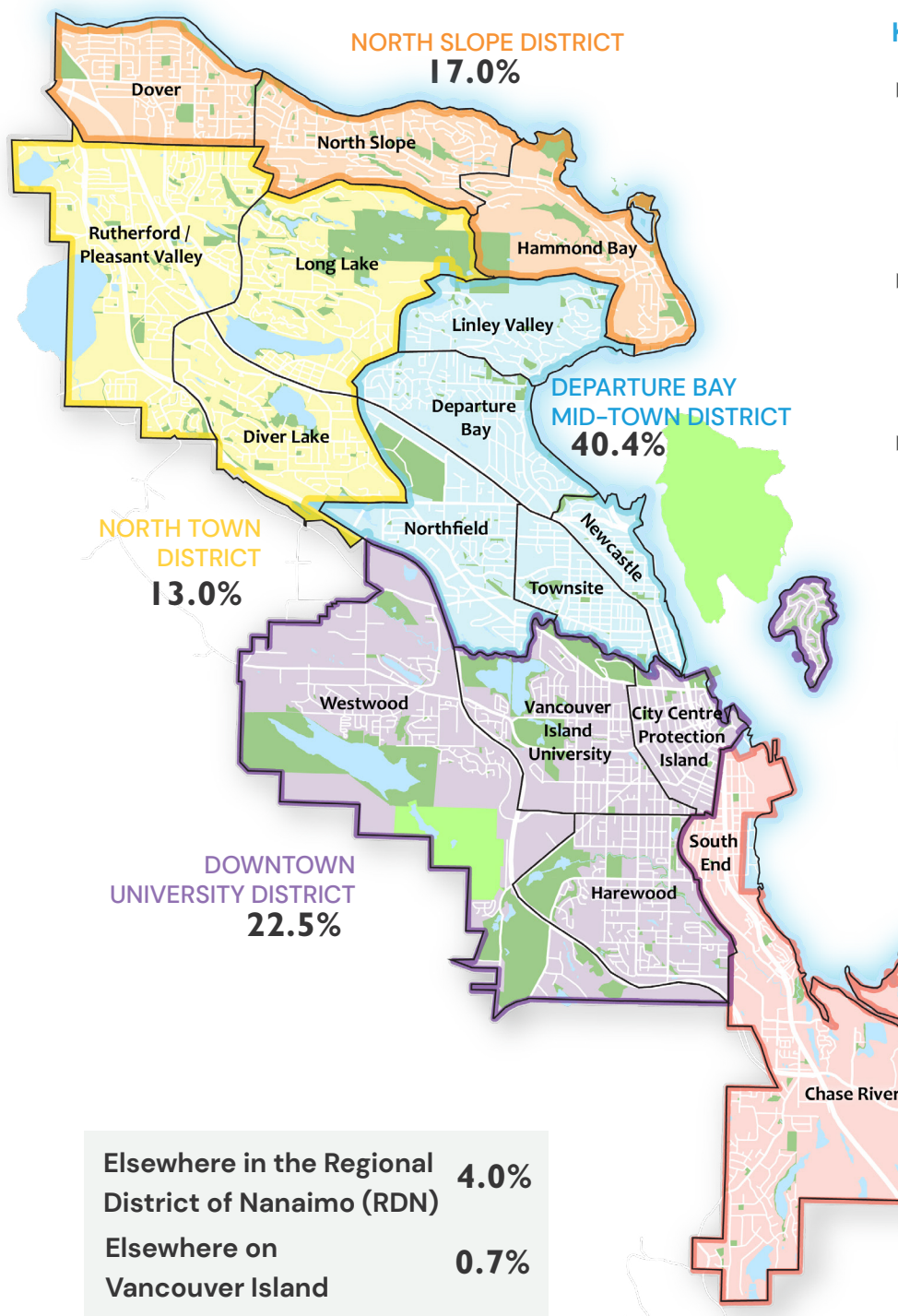
This section summarizes what we heard from the public about the Departure Bay waterfront walkway, beach, cycle, and environmental improvements project including participant demographics, feedback on the proposed improvements and funding considerations, and general comments.



3.1 WHO PARTICIPATED?



WHERE PEOPLE LIVE



KEY FINDINGS

- ▶ Geographical representation indicated higher participation from the Departure Bay / Mid-Town District (**40.4%**) and Downtown University District (**22.5%**)
- ▶ There was slightly lower participation from the North Slope District (**17.0%**), North Town District (**13.0%**), and South Nanaimo (**3.0%**)
- ▶ 'Other' areas noted included:
 - » South Nanaimo (including Chase River,)
 - » Cedar
 - » Cinnabar Valley
 - » Gabriola Island
 - » Nanoose Bay
 - » Lower Mainland - Vancouver, White Rock



NANAIMO DISTRICTS & NEIGHBOURHOODS MAP

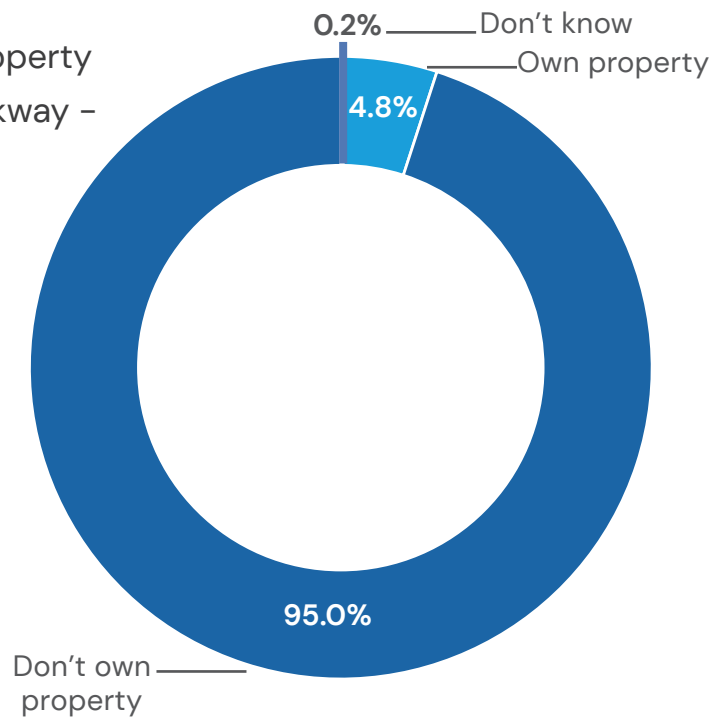


PROPERTY OWNERSHIP

Participants were asked if they own property along the proposed Departure Bay walkway – either beachfront or street frontage.

KEY FINDINGS

- ▶ The majority of participants who responded to the questionnaire (**95%**) do not own property along the proposed Departure Bay walkway
- ▶ Only **4.8%** of participants who responded to the questionnaire own property either along the beachfront or street frontage

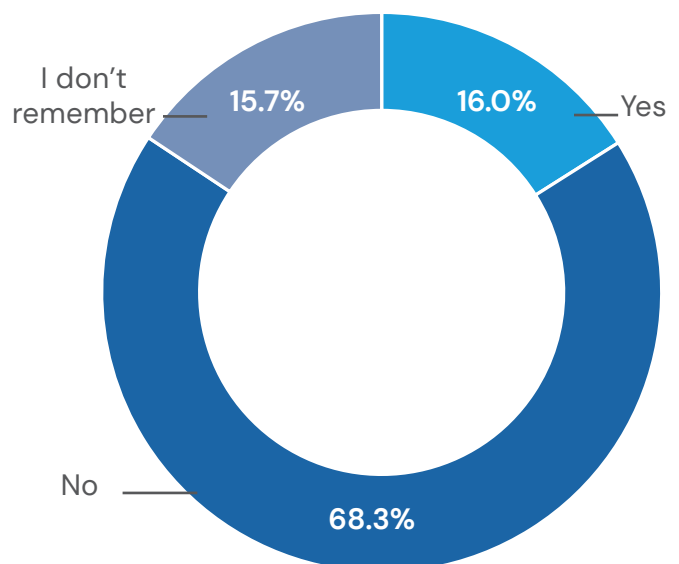


PARTICIPATION IN PREVIOUS PROCESS

Participants were asked if they participated in the 2017 engagement process for the Nanaimo Waterfront Walkway Implementation Plan:

KEY FINDINGS

- ▶ Most people did not participate in the previous process although **16%** were involved in 2017.

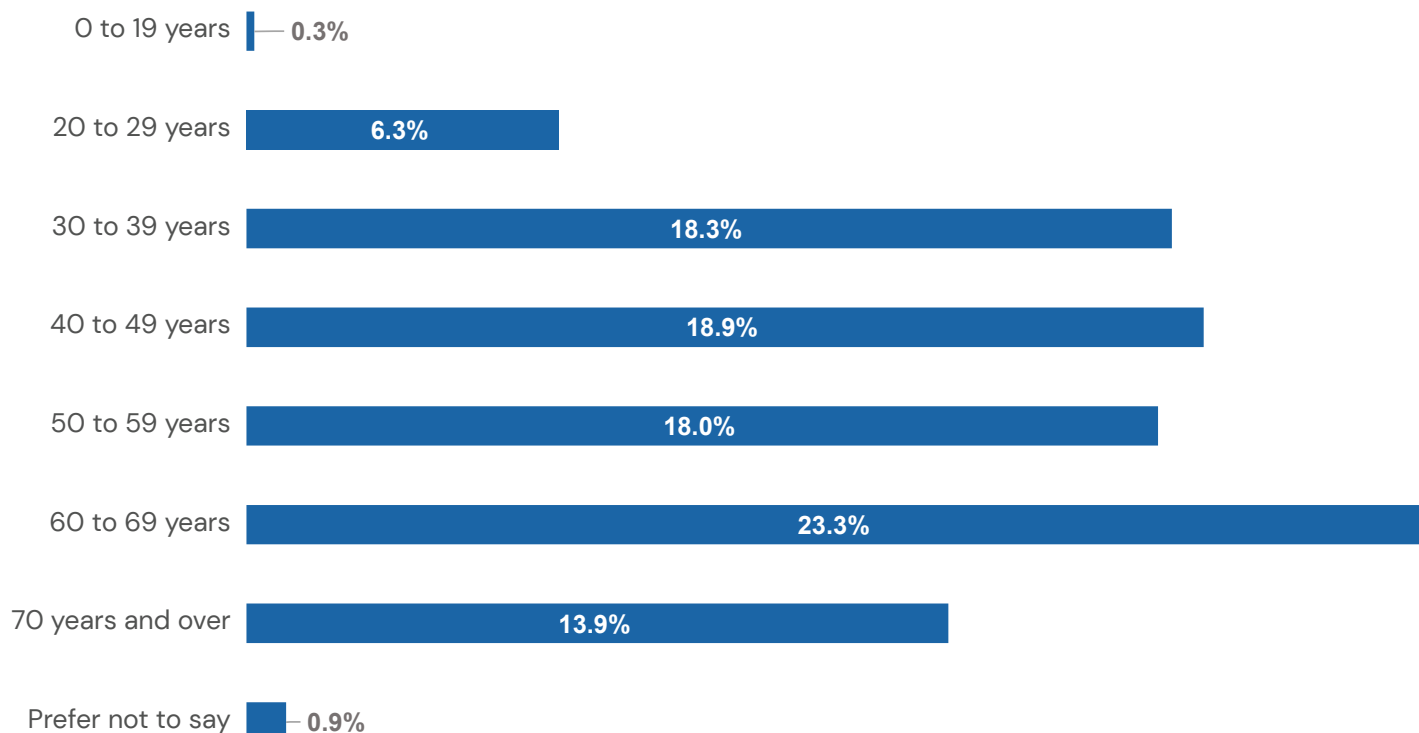




WHO PARTICIPATED?



AGE RANGE

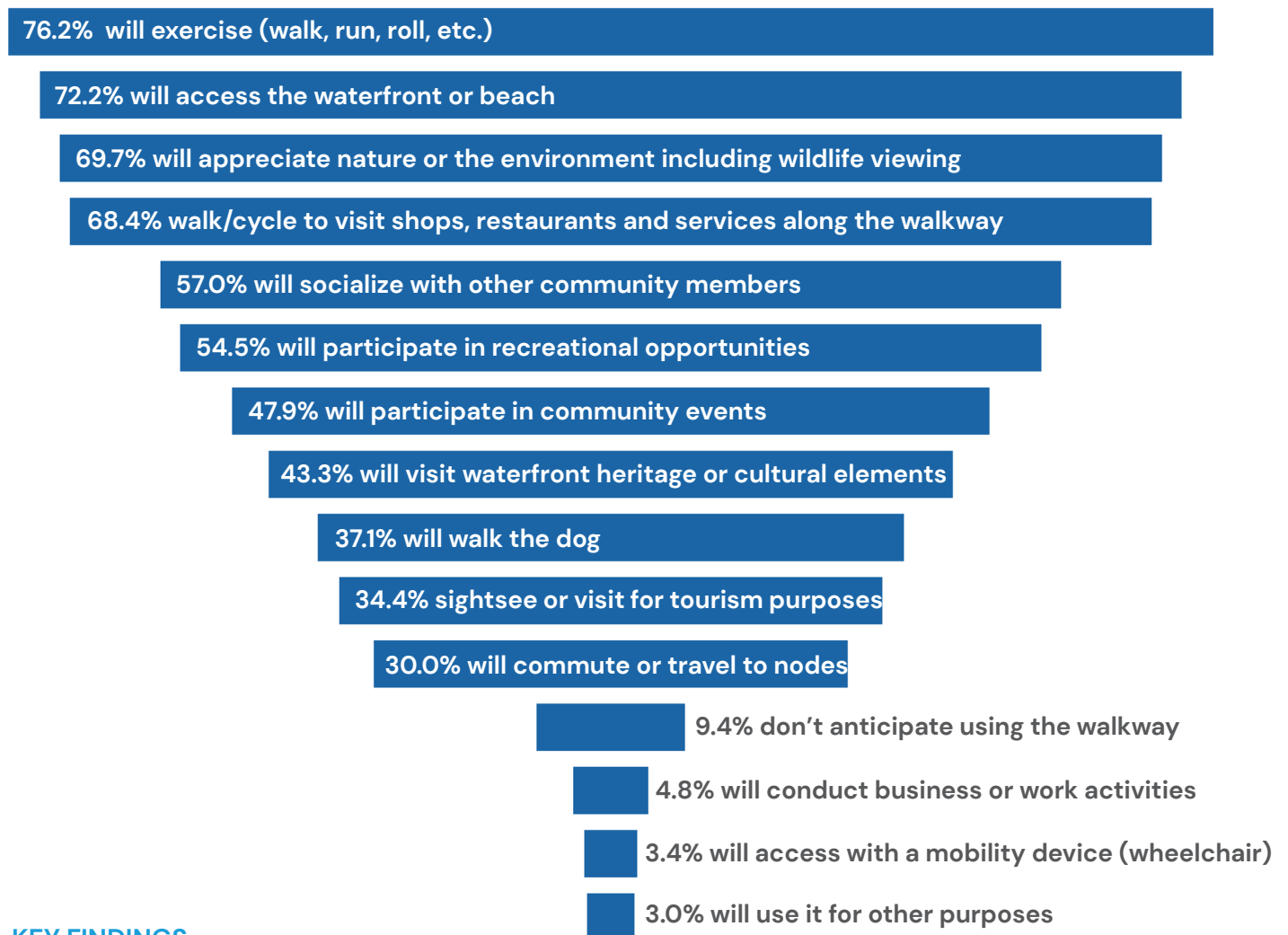


KEY FINDINGS

- ▶ Participants represented a wide range of age groups
- ▶ Participants in the 60 to 69 age range provided the most responses at **23.3%**
- ▶ Participants in the 30 to 39, 40 to 49, and 50 to 59 age ranges were generally evenly distributed between **18.0%** and **18.9%**
- ▶ There were limited responses for the under 29 age range at **6.3%** which is typical due to differences in lifestyle, neighbourhood demographics, or property ownership for example



HOW PEOPLE WILL LIKELY USE THE WALKWAY



KEY FINDINGS

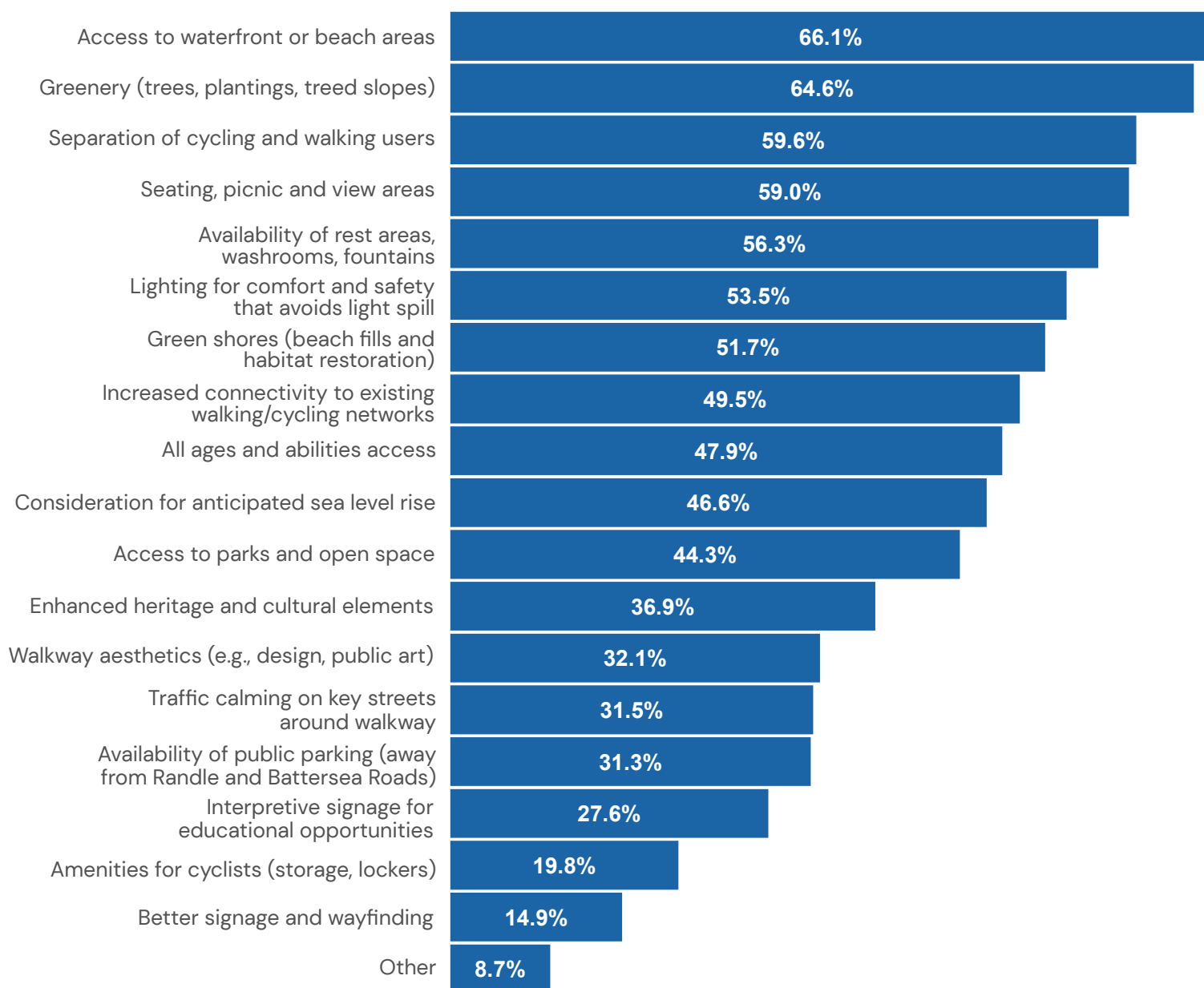
- ▶ The results indicated that the majority of people will use the walkway in some way with only **9.4%** anticipating that they would not use it
- ▶ The most common activities were exercise, accessing the beach or waterfront areas, or nature appreciation
- ▶ Responses also indicate that many people will use the walkway for active transportation purposes whether exercising, traveling to other areas in the city including other travel nodes, and to visit amenities along the waterfront
- ▶ For those who did not anticipate using the walkway, reasons included:
 - » wanting the area kept as is or as natural as possible
 - » concerns about the increase in public littering, dogs, parking issues, and lack of emergency access
 - » concerns about safety and security
 - » concerns about drug use, illegal camping, noise
 - » preference to use funds for other civic priorities
 - » concerns about access from other areas in Nanaimo

3.2 PROPOSED IMPROVEMENTS



MOST IMPORTANT POTENTIAL FEATURES

Participants were asked what features were most important to them if the walkway was further developed in terms of design.



KEY FINDINGS

Smooth paths for skateboarding and scootering. Different colour paths for walking and cycling so that it's clear for pedestrians to not walk on cycle paths. Great lighting for night time.



Top 3 most important features for the walkway

- 1 Access to waterfront or beach areas
- 2 Greenery (trees, plantings and protection of treed slopes)
- 3 Separation of cycling and walking users

- ▶ The results indicated that many people support amenities along the waterfront walkway including seating, picnic areas, viewing areas, rest areas, washrooms, water fountains, and lighting as long as it does not impact nearby properties or the environment
- ▶ Participants were less concerned about cycling amenities, signage and wayfinding, and interpretive signage for educational purposes

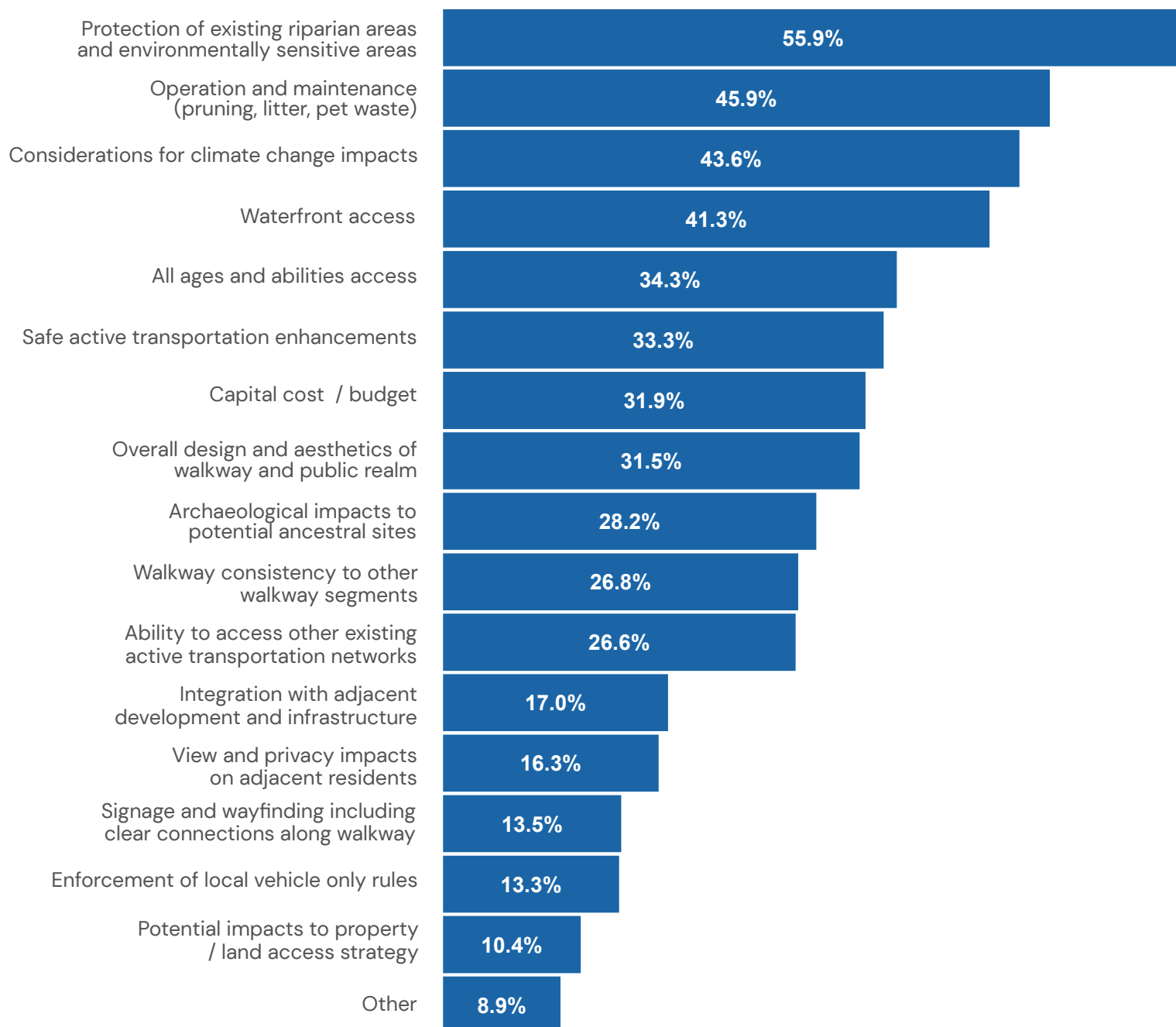
Other important considerations:

- ▶ Strong environmental considerations for:
 - » Marine, wildlife, and bird habitats
 - » Retention of tidal pools
 - » Mitigating potential littering, waste, pollution, and runoff to current natural areas
 - » Mitigating light pollution
 - » Managing impacts a potential structure could have on the shoreline
- ▶ Maintaining the peaceful ambience of the area
- ▶ Walkway design – low maintenance, natural materials, and located away from shoreline
- ▶ Adding amenities such as fishing piers for fishing and crabbing
- ▶ Manage short and long-term maintenance costs
- ▶ Neighbouring properties including privacy, noise, beach access, and safety and security
- ▶ Enhanced family friendly activities such as parks, playgrounds, and picnic areas
- ▶ Shelter spaces for business, work, writing, art and community meet-up activities
- ▶ Boat launch areas for non-motorized boats
- ▶ Dog management
- ▶ Erosion control at Cilaire Bluffs
- ▶ Enhanced safety and security including potential bike police and enforcement
- ▶ Potential small businesses or pop-up cafes, ice cream shops, food trucks, vendors, etc.
- ▶ 'Destination' points at either end
- ▶ Collaboration with Snuneymuxw First Nation

PROPOSED IMPROVEMENTS



WHAT PEOPLE ARE MOST CONCERNED ABOUT



KEY FINDINGS



Top things participants are most concerned about

- 1 Environmental protection
- 2 Operation and maintenance
- 3 Consideration for anticipated climate change impacts

- ▶ The results indicated that protection of existing natural areas was very important – many want to keep the natural feel of the area and to mitigate any impacts to marine, wildlife, bird, and environmental habitat in balance with enhanced waterfront access for users
- ▶ Long-term operations and maintenance was also a key consideration as well as overall cost management and spending priorities
- ▶ Overall participants were less concerned about potential impact to neighbouring areas as well as signage and wayfinding along the walkway; however, local homeowners expressed concerns about safety, privacy, erosion, parking issues, security, light pollution, access, and property value

Other concerns:

- ▶ Managing the cost of the walkway with a simpler, less costly design or continue to develop incrementally over time to manage costs, operations, and maintenance
- ▶ Disturbance of Snuneymuxw First Nations burial sites, land / treaty considerations, and consent of Snuneymuxw First Nations
- ▶ Concern about spending limited tax payer funds on a community asset when there are other more pressing issues such as housing affordability, current road/sidewalk maintenance, homelessness, opioid crisis, and crime enforcement
- ▶ Concern about potential public safety issues
- ▶ Preference that other walkway segments should be completed first or that existing segments are better maintained
- ▶ Concerns with proposed design as a raised walkway, as a double lane path, as a paved path etc.
- ▶ Concerns about increased traffic to the area and lack of available parking or transit



Besides the impact to the “south” foreshore, loss of habitat and wildlife, I am concerned about the loss of community and safety in my own residential neighbourhood. I will no longer be able to chat on a weekend afternoon from my yard with my neighbours while we work in our gardens. My children will not be able to “play in our neighbourhood”. Our narrow road will become a large divided “busy highway” with a steady stream of strangers transiting through...

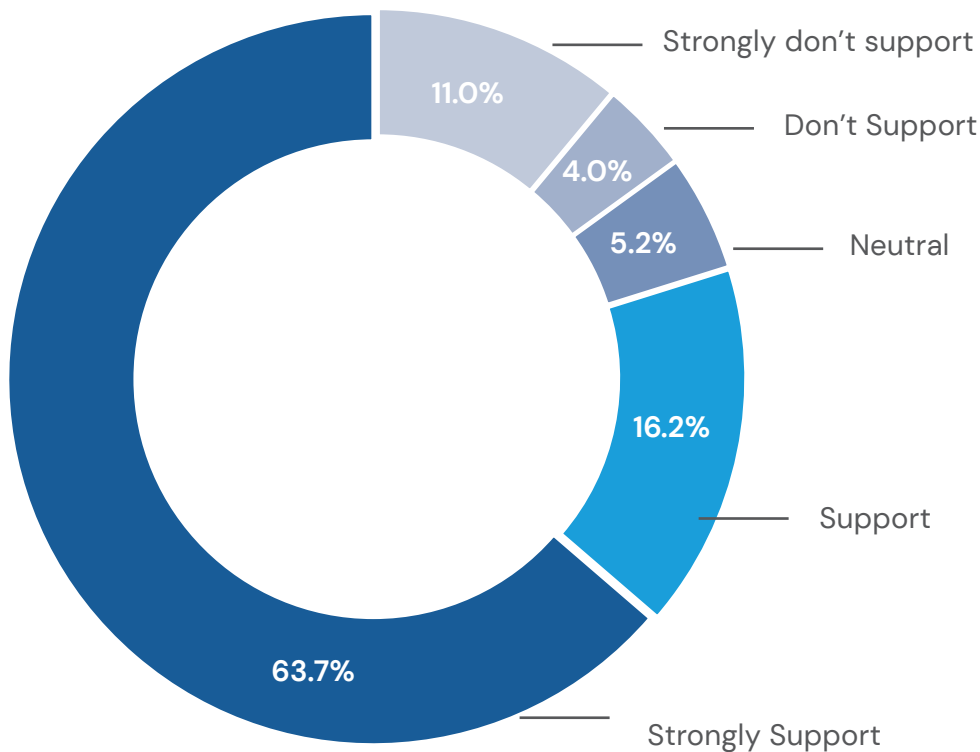




PROPOSED IMPROVEMENTS



DO PEOPLE SUPPORT THE WALKWAY?



- ▶ A total of **79.9%** of participants either support or strongly support the walkway
- ▶ Many believe that it is a good investment for the City's future, will be well-used, and will provide multiple benefits.
- ▶ Many expressed excitement for the project to be completed as soon as possible
- ▶ A total of **15%** of participants do not support or strongly do not support the walkway with 5.2% remaining neutral
- ▶ Reasons concerned maintaining the current natural state, cost, civic spending priorities, access, and concerns about traffic, litter, negative social behaviour in neighbouring communities



Quality of life doesn't have to be at the expense of other areas of opportunity. This walkway and other recreational, tourist and entertainment activities are in dire need. It doesn't mean we shouldn't address other issues but we shouldn't inhibit these... Bring on the full walkway, all the way to the cruise ship terminal. Let's do life stuff. Let's live! Let's go!





WHY PEOPLE SUPPORT

LONG-TERM COMMUNITY BENEFITS

- ▶ Visionary idea that provides a community asset (livability, enhanced quality of life)
- ▶ Provides City beautification
- ▶ Embraces Nanaimo's title of a 'harbour city' that celebrates its location on the coastline – waterfront is currently underutilized
- ▶ Inspires community pride and feeling of Nanaimo as a 'world class' city
- ▶ Provides opportunities for learning about environment and climate, heritage, and culture including Snuneymuxw First Nations
- ▶ May mitigate current social issues along the waterfront and clean up industrial areas

PROMOTES ACTIVE TRANSPORTATION & COMMUNITY CONNECTIVITY

- ▶ Provides a safer, flatter route to access Stewart Avenue to downtown without walking/cycling down Departure Bay Road hill
- ▶ Improves walking, cycling, and commuting connections that lend to a sustainable and productive city
- ▶ Bridges the gap between North and South Nanaimo, connecting them in a usable and enjoyable route
- ▶ Plans for the City's anticipated growth for more public spaces to meet projected population

SUCCESSFUL PRECEDENTS FOR WATERFRONT DESTINATIONS

- ▶ Precedents that had initial pushback and are now successful (e.g., Vancouver bike lanes)
- ▶ Develops the waterfront as a destination area similar to other waterfront cities around the world (Victoria, Vancouver, Copenhagen, Sydney, Parksville, Kelowna, Portland, Calgary, etc.)
- ▶ Improves access to BC Ferries and provides an area to relax while waiting for the ferries

PROVIDES SOCIAL, HEALTH, & RECREATIONAL OPPORTUNITIES

- ▶ Provides access to nature and wildlife viewing
- ▶ Provides physical and mental health benefits for all ages and abilities and through all seasons
- ▶ Provides a safe activity for people of all ages and abilities to enjoy (i.e., current rocks can be an issue for those with mobility challenges)
- ▶ Potential for more parks, sandy beaches, etc.
- ▶ Provides all residents more public access to Nanaimo's waterfront to enjoy scenic views
- ▶ Encourages social interaction and outdoor gathering spaces to connect with others
- ▶ Enhances recreational opportunities along the waterfront (swimming, boating, biking, picnics)
- ▶ Educational opportunities – to learn about nature, climate change, culture, heritage, arts, etc.

ENCOURAGES ECONOMIC DEVELOPMENT

- ▶ Encourages tourism for visitors, cruise ship passengers, etc. which can offset taxes
- ▶ Benefits the local economy with opportunities for young entrepreneurs, small businesses, restaurants, cafes, ice cream stands, food trucks, bike rentals, watersports, etc. Some comments noted Nanaimo's untapped potential for development and that the walkway could kick-start positive change.
- ▶ Will attract new residents as a desirable place to live, contributing to economic growth and investment

FOSTERS SUSTAINABILITY GOALS

- ▶ Helps meet climate goals for lower emissions which is essential for City's future resiliency
- ▶ Will restore beach and provide environmental enhancements to the shoreline



PROPOSED IMPROVEMENTS



WHY PEOPLE DON'T SUPPORT

COST & FUNDING PRIORITIES

- ▶ Potential increase to property taxes
- ▶ Concern about significant expense for potential use
- ▶ Belief that civic funding should be prioritized for improving existing waterfront segments (i.e., around Port Place where there is more parking and visitors; from Departure Bay to downtown, Cypress-Brechin; boat yards; South Nanaimo)
- ▶ Opinion that civic funding should be utilized for other priorities such as other infrastructure, maintenance, downtown revitalization, and basic needs (housing, environment, health)
- ▶ Concerns the walkway will only benefit people in the Departure Bay neighbourhood and not the wider community

PREFER EXISTING CONDITIONS

- ▶ Preference for a more natural beach area that is not hardscaped or developed – left as is especially pocket beaches below Cilaire
- ▶ Do not feel it is needed and / or satisfaction with existing waterfront walkway, trails, parks

NEIGHBOURHOOD IMPACTS

- ▶ Increase in public use may bring litter, overnight camping, more dog waste, noise, pollution etc.
- ▶ Potential loss of privacy for residences along proposed waterfront walkway and light impacts
- ▶ Potential parking issues in the neighbouring communities and increased traffic due to people accessing the area by car as current parking options and transit are limited
- ▶ Concerns about negative impacts to property values due to perceived loss of beach access and quiet enjoyment
- ▶ Concern that walkway will attract negative social behaviour to neighbouring communities (e.g., crime, safety, social issues)
- ▶ Concerns if the walkway will be safe to use at night especially for women, seniors



School students, University students and citizen scientist use the beach for study. A natural beach in the middle of a growing City is a gem to be protected. Leave it alone.



ENVIRONMENTAL OR CLIMATE CHANGE IMPACTS

- ▶ Potential environmental impacts to shoreline, marine, and wildlife habitats and corridors
- ▶ Concerns that walkway implementation will not restore the beach but do the opposite
- ▶ Concern that capital investment will be wasted due to climate change vulnerability of the walkway to rising sea levels – some understanding of scenarios is desired for publicly-owned infrastructure
- ▶ Concerns about carbon footprint and the resources required to develop the walkway
- ▶ Concerns about erosion issues at Cilaire bluffs
- ▶ Concerns about light pollution impacting sensitive ecosystems
- ▶ Concern that the natural shoreline may be impacted by walkway due to alteration of the wave energy patterns along the tidal areas, risking damage to a thriving, sensitive ecological area which includes a series of zones with different species, especially eelgrass, important to migrating birds, and juvenile fish and recovering sea star populations

CULTURAL IMPACTS

- ▶ Potential impacts to Snunemuxw burial ground and perceived invasiveness of a settler footprint on a sacred, natural area – and at a great cost



WHAT SHOULD BE CONSIDERED DURING FURTHER DESIGN DEVELOPMENT



WALKWAY DESIGN & DEVELOPMENT

- ▶ Develop a simpler, less costly walkway – low maintenance, durable, functional or narrower walkway (one-path only) to manage costs
- ▶ Provide destination points at either end of the walkway (e.g., public market)
- ▶ Use low impact development (e.g., permeable pavers) or more natural walkway materials / design for the walkway
- ▶ Use dark sky principles and practices to reduce light pollution and reduce costs
- ▶ Consider of global warming and rising sea levels by using pilings and an elevated walkway
- ▶ Ensure public washrooms are both safe and accessible
- ▶ Retain some peacefulness and privacy in some beach areas
- ▶ Allow beach improvements that would provide areas for public swimming



WALKWAY ACCESS

- ▶ Ensure universal accessibility
- ▶ Consider public parking areas for waterfront access (Battersea and undeveloped properties for parking access)
- ▶ Ensure the public walkway remain publicly accessible



ENVIRONMENTAL PROTECTION

- ▶ Strong environmental protection and enhancement to maintain shoreline integrity
- ▶ Consider threading the trail behind the riparian zone with designated water view points at various points to preserve the riparian forest



COLLABORATION WITH LOCAL FIRST NATIONS

- ▶ Involve Snuneymuxw First Nation and confirm support of the project; consider an interpretive centre for First Nations culture



FACTOR IN OPERATIONS & MAINTENANCE

- ▶ Maintain completed walkway to ensure it is safe, clean, attractive for it to be used including grounds maintenance, litter disposal, dog waste management, tree pruning, etc.
- ▶ Enhance enforcement for public safety and security (e.g., police on bikes)
- ▶ Provide dog amenities and management to allow some off-leash areas while keeping other areas dog-free with strong enforcement and public education to mitigate conflicts

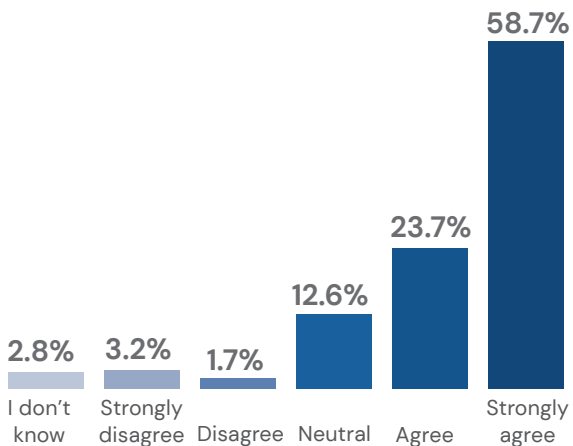


3.3 FUNDING CONSIDERATIONS



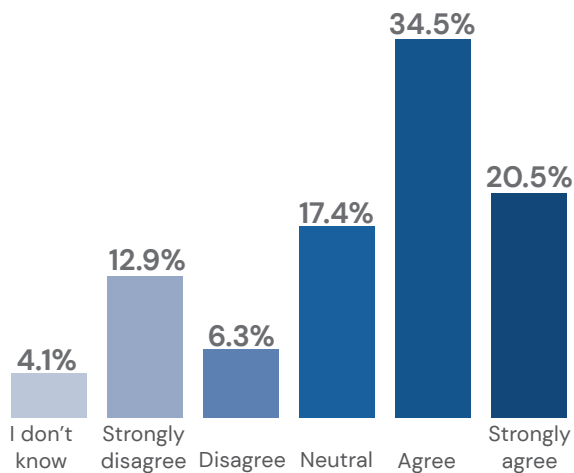
POTENTIAL FUNDING MODELS

Participants were asked for feedback on potential funding models in terms of their general agreement and if they had any other suggestions for the City to consider.



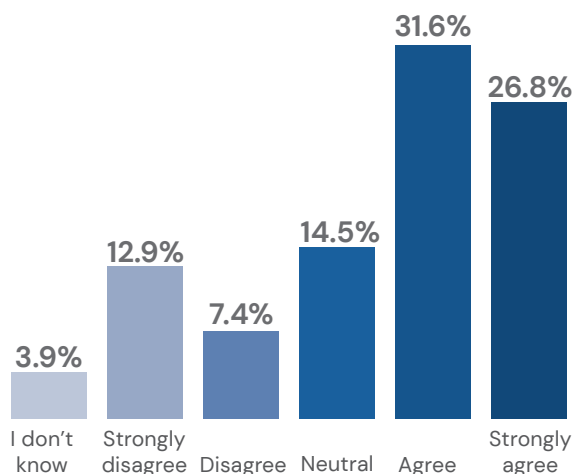
EXPLORING GRANT OPPORTUNITIES

Through senior levels of government to fund a portion of the cost with a focus on both walk/cycle programs and disaster mitigation (e.g., sea level rise adjustments)



CITY RESERVE FUNDS

Recognizing that other projects compete for funding.



SUPPORTING CITY COUNCIL TO GO TO A BORROWING REFERENDUM OR ALTERNATE APPROVAL PROCESS

On the basis that improvements will benefit existing and future residents and to share in the capital and debt servicing costs

SUMMARY

- ▶ Strong support for a combination of funding models
- ▶ Grant funding should be explored thoroughly with **58.7%** of participants indicating strong agreement for potential grants for active transportation, infrastructure, climate change adaptation, COVID-19 recovery, economic development, tourism, and heritage and culture
- ▶ Many people support moving the project from the planning stages to implementation as long as thorough investigation of funding is determined and costs are carefully managed to mitigate cost over-runs
- ▶ The project should also consider the full life cycle cost of infrastructure that includes long-term operations and maintenance
- ▶ Responses indicated that the City could consider a functional but simpler design (i.e., natural materials, one pathway instead of two) developed incrementally over time to save costs and not overspend initially– details can be added over time
- ▶ There was mixed support about a potential referendum – some people felt a referendum is necessary for a project of this scale while others believe the cost for a referendum would be too great and would risk the project moving forward
- ▶ If a referendum was held, suggestions included ensuring that a strong public communication campaign clearly outlines the costs and benefits, and it should be held during an election for both participation and cost
- ▶ Some comments indicated that the public trusts council to make the decision on behalf of the community



I support the project but I am concerned about funding and putting a further burden on tax payers when we have seen a sharp increase in city taxes over the past few years especially as we are on a pension that doesn't increase at the same rate as our taxes and basic living expenses.



I am retired the last 10 years, love where I live, and want to have a lovely (but safe) and interesting place to live out my last days on this earth. Because of my mobility issues I am daily on my balcony and have great joy watching people swim in the water, paddleboard, sail, fish, etc. Your design gives great interest to all, includes First Nations recognition/history, plus adds "joie de vivre" in this community by including more people to visit. This destination beach is also visible from any travelling ferry passengers, including cyclists, and is an attractant to visit here and spend valuable tourist dollars even for a short visit of a couple of hours. I hope somehow this project is passed.





FUNDING CONSIDERATIONS

FUNDING OPPOSITION



- ▶ **Funding Priorities** – funding should be used for other civic priorities (e.g. opioid crisis, mental health support, housing affordability, downtown revitalization, indigenous reconciliation, environmental protection, climate change, health, playgrounds, emergency preparedness)
- ▶ **Maintain existing assets first** – such as current park, trail, sidewalks, infrastructure, basic needs
- ▶ **Prioritize other walkway segments** – (e.g., south Nanaimo, near Edgewater condos, BC Ferries to downtown, boat basin, Port Place)
- ▶ **Annual household costs** – Concerns about the estimated of \$37 per household for 20 years being too much for personal annual use
- ▶ **Potential tax increase** – Concerns about tax increases especially on lower income households and inflation
- ▶ **Timing** – concern about timing for investment in the project during COVID-19 recovery until the full impacts are realized
- ▶ **Cost management** – concerns about cost overruns and funding mismanagement if the project proceeds
- ▶ **Public debt** – Concerns about borrowing and civic debt and long-term impacts to the community. Concerns the City does not currently have the funding to proceed with a project of this scale and perception that funding would be wasteful with limited resources available
- ▶ **Contingency** – concerns estimates do not factor in necessary contingency and interest rate changes at this level of project design and uncertainty. Potential additional costs associated with:
 - » Legal arguments put forward by owners for riparian property expropriations which could vary
 - » Potential environmental /fisheries issues requiring legal process,
 - » Potential geotechnical/slope stability costs
 - » Concerns about ongoing operations and maintenance costs including safety, enforcement, pruning, litter

FUNDING SUPPORT



- ▶ **Long-term investment** – will benefit future generations by enhancing community livability and indirect benefits
- ▶ **Property value increases** – may increase property values for neighbourhoods along the walkway due to home desirability
- ▶ **Economic development** – beneficial for tourism including ferry passengers, employment opportunities for businesses along the waterfront, potential opportunities for pop-ups, cafes, restaurants, bike rentals, beach areas etc.
- ▶ **Cost planning** – Proceed as costs will continue to rise in the future
- ▶ **Annual household costs** – estimated annual cost per household is manageable (e.g., coffee for a week) and reasonable for a significant community asset that will benefit both residents and the community
- ▶ **Climate change impacts** – will encourage more sustainable modes of transportation to travel within the city and to other transportation nodes which will save costs on potential environmental impacts
- ▶ **Tax base** – Attracts development, encouraging development, will increase the tax base
- ▶ **Provides a significant community asset** – a positive investment in the community for taxpaying residents to see results of contributions



IDEAS FOR FUNDING THE WATERFRONT WALKWAY

- ▶ Commercial Fees – funding through port fees for foreign cargo ships, BC Ferries to contribute in lieu of neighbourhood impacts and passenger benefits as well as anticipated passengers
- ▶ Use community support – grassroots involvement, solicit donations that offer deduction on property taxes, sell plaques or bricks with donator's name
- ▶ Business development – kiosks that provide revenue for maintenance, provide employment opportunities, and enhance pedestrian experience
- ▶ Property tax structures – consider lower income payment plans for lower income households
- ▶ Temporary user fees – for walkway access, bike tax
- ▶ Parking fees – for lots within the vicinity to fund the walkway
- ▶ Provide information about reserve funds – to understand project prioritization
- ▶ Review development/building permitting processes – including rezoning, developer cost levies, community amenity contributions, density bonuses, sell City land to developers to fund portions of the walkway etc.
- ▶ Partnerships – including Public-Private Partnerships (P3), partnering with the Nanaimo Land Trust, partnering with Snuneymuxw First Nation
- ▶ Undertake an economic study – to understand specifics about how project could economically benefit the community to generate income
- ▶ More technical investigation e.g., environmental, geotechnical to understand potential costs
- ▶ Understand precedents – <https://www.youtube.com/watch?v=XfQUOHIAocY> – how bankrupt American cities stay alive



3.4 GENERAL COMMENTS

Participants were asked for any general comments. Comments summarized below are ideas not reflected in previous sections.

POTENTIAL AMENITIES

- ▶ 100-ft fishing dock at the waterfront and docking station on either end or in the middle and a small boat ramp at Departure Bay
- ▶ Add and update play spaces, including unique play spaces along the walkway. Consider renovating others such as Kinsmen Park in Departure Bay
- ▶ A water park at Maffeo Sutton Park
- ▶ Wifi charging areas for business, especially with for people coming off ferry and potentially conducting meetings
- ▶ Add rentable bikes and scooters along the walkway
- ▶ Separate pedestrians and any form of wheeled traffic to enhance public safety and avoid conflicts including
 - » Clear signage
 - » Guidelines for people who use skateboards and longboards to participate in the trail usage (rather than relegating skateboards and longboards into cycling & pedestrian only signage).
 - » Considerations for potential future use of electric vehicles

ENVIRONMENTAL CONSIDERATIONS

- ▶ More information on the inter-tidal and saltmarsh habitat design and these are difficult habitats to create
- ▶ Consider seasonal bird migration within an environmental impact assessment as many bird species use the beach seasonally

PUBLIC ACCESS

- ▶ Access to the walkway via an improved transit system

COMMUNITY

- ▶ Walkway could be used as a top running-event location to attract major events
- ▶ Enhanced public communication to share updates about the process and its benefits

FOR A COMPLETE COMMENT SUMMARY (SEE PART 2: VERBATIM COMMENTS)





Sunset in Departure Bay

4 NEXT STEPS

This section summarizes the next steps in the process following public engagement, and how input will be considered during further design and development of the Departure Bay waterfront walkway, beach, cycle, and environmental improvements.



WHAT'S NEXT?

JUNE 2021



**PUBLIC
ENGAGEMENT**

Public feedback was welcomed in June 2021 during an online engagement process.

COMPLETE!

SUMMER 2021



**WHAT WE
HEARD**

This summer, we are sharing back what we heard from the public about the proposed waterfront walkway. Input will be considered by Council for project decision making and in potential further design phases.

TO BE DETERMINED



**DESIGN
DEVELOPMENT**

The project is a conceptual study that has not yet been approved. Detailed design, permitting, and construction are pending Council review and approval.

This project is also subject to funding and partnership approvals as marine waterfronts are administered by shared jurisdictions.



**THANK YOU FOR YOUR INTEREST IN THIS
PROJECT AND FOR YOUR FEEDBACK!**





City of Nanaimo
455 Wallace Street
Nanaimo, BC V9R 5J6

E | waterfrontwalkway@nanaimo.ca
T | 250-755-4476

