



AGENDA
GOVERNANCE AND PRIORITIES COMMITTEE MEETING

Monday, May 11, 2026, Directly following the Special Council Meeting
Shaw Auditorium, Vancouver Island Conference Centre
80 Commercial Street, Nanaimo, BC

SCHEDULED RECESS AT 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. <u>Minutes</u>		3 - 8
	Minutes of the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC, on Monday, 2026-JAN-26 at 1:00 p.m.	
5. AGENDA PLANNING:		
a. <u>Upcoming Topics and Initiatives</u>		9 - 10
	To be introduced by Sheila Gurrie, Director, Legislative Services.	
6. REPORTS:		
a. <u>Green Nanaimo:</u>		
1. Water Supply Capital Improvements and Operational Resiliency Efforts		11 - 17
	<u>Presentation:</u>	
1. Mike Squire, Manager, Water Resources.		
2. Frontage Works and Services		18 - 41

Purpose: To provide an overview of the application of frontage works and services requirements in relation to development.

Presentation:

1. Claire Negrin, Manager, Subdivision.

b. Healthy Nanaimo:

1. Health and Housing Action Plan: Progress Update and Funding Options

42 - 90

Purpose: To provide the Governance and Priorities Committee with a status update on progress toward the Health and Housing Action Plan and to seek Council direction on the allocation of remaining Systems Planning Organization funds and resources set aside in the Special Initiative Reserve for homelessness programs and initiatives.

Presentation:

1. Lisa Brinkman, Manager, Community Planning, and Christy Wood, Manager, Social Development.
2. Bob Moss, Member, Keith Wilson, Member, Housing Nanaimo Working Group, Colin Stansfield, Chief Executive Officer, Nanaimo Prosperity Corporation, and Lieven Callewaert, Principal, Anchor Corporation.

Recommendation: That the Governance and Priorities Committee recommend that Council:

1. Select the preferred option(s) outlined in the report titled "Health and Housing Action Plan: Progress Update and Funding Options", dated 2026-MAY-11, to address identified gaps and constraints in the Health and Housing Action Plan implementation, using available funds from the former Systems Planning Organization and the Special Initiative Reserve; and,
2. Direct Staff to return to Council with a subsequent report providing detailed information for the selected option(s), including proposed initiatives, budget requirements, implementation considerations, timelines, and anticipated outcomes.

7. QUESTION PERIOD:

8. ADJOURNMENT:



MINUTES

GOVERNANCE AND PRIORITIES COMMITTEE MEETING

Monday, 2026-JAN-26, 1:00 P.M.

Shaw Auditorium, Vancouver Island Conference Centre
80 Commercial Street, Nanaimo, BC

- Members: Councillor P. Manly, Chair
Mayor L. Krog
Councillor S. Armstrong
Councillor T. Brown
Councillor B. Geselbracht
Councillor J. Perrino
Councillor I. Thorpe
- Absent: Councillor H. Eastmure
Councillor E. Hemmens
- Staff: D. Lindsay, Chief Administrative Officer
L. Bhopalsingh, General Manager, Community Services/Deputy
Chief Administrative Officer
B. Sims, General Manager, Engineering and Public Works
S. Gurrie, Director, Legislative Services
J. Holm, Director, Planning and Development
L. Brinkman, Manager, Community Planning
L. Rowett, Manager, Current Planning
K. Biegun, Planner, Community Development
C. Horn, Planner, Development Approvals
N. Sponaugle, Strategic Initiatives Advisor
A. Chanakos, Recording Secretary

1. CALL THE MEETING TO ORDER:

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

* Denotes electronic meeting participation as authorized by "Council Procedure Bylaw 2018 No. 7272"

2. INTRODUCTION OF LATE ITEMS:

- a. Reorder Agenda Item 6(b)(1) Zoning Bylaw Update to precede Agenda Item 6(a)(1) Pre-Zoning for Social Housing.

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 following minutes be adopted as circulated:

- Minutes of the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC, on Monday, 2025-NOV-24 at 1:00 p.m.
- Minutes of the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC on Monday, 2025-DEC-08 at 1:58 p.m.

The motion carried unanimously.

5. AGENDA PLANNING:

a. Upcoming Topics and Initiatives

S. Gurrie, Director, Legislative Services, spoke regarding topics and initiatives scheduled for upcoming Governance and Priorities Committee (GPC) meetings.

Committee and Staff discussion took place regarding Staff capacity to produce requested reports and the desire for a report outlining the current state of the City's water system.

It was moved and seconded that the Governance and Priorities Committee approve the "Upcoming Topics and Initiatives" provided in the agenda and add the "Resiliency Efforts of the Water Supply System" topic to a future Governance and Priorities Committee meeting. The motion carried unanimously.

6. REPORTS:

a. City Plan:

1. Zoning Bylaw Update

Introduced by J. Holm, Director, Planning and Development.

Justin Barer, Land Economics Consultant, Urban Systems, was in attendance via Zoom to answer questions.

Presentation:

1. C. Horn, Planner, Development Approvals, provided an on-screen presentation included in the agenda package. Highlights included:

- An update to “Zoning Bylaw 2011 No. 4500” (zoning bylaw) was presented to the Committee in January 2025. Over the last year, Staff conducted background research, including a financial feasibility analysis, architectural modelling and a review of best practices/trends
- Staff revised the key directions guiding the zoning bylaw update to include:
 - Alignment with the City Plan
 - Supporting residential zoning
 - Bonus density provisions
 - Updating for ease of use
- Inclusionary zoning, which was included in 2025, has been removed based on the financial feasibility analysis, and has been replaced with the pre-zoning for social housing initiative to be discussed later in the meeting
- Next steps include drafting key amendments based on direction from Council, and engagement with key partners to take place in the fall, with bylaw adoption set for spring 2027

Committee and Staff discussion took place. Highlights included:

- Desire to include the general public in the engagement sessions, in addition to key partners
- As a result of continuous changes in the market, the zoning bylaw should reflect the vision of the City Plan
- The review of “Off-Street Parking Regulations Bylaw 2018 No. 7266” is ongoing, and is anticipated to be presented to Council ahead of the zoning bylaw update
- Staff are working to consolidate zoning types in certain areas for ease of use

Justin Barer, Land Economics Consultant, Urban Systems, advised that creating adaptable units is costly for developers, and the market does not currently support inclusionary zoning.

Committee and Staff discussion continued regarding a desire for a fulsome review of the zoning bylaw update to be presented to Council following the 2026 municipal election, and concerns regarding provincial mandates requiring R5 zoning on single-family lots to allow duplexes and fourplexes.

It was moved and seconded that the Governance and Priorities Committee recommend that Council direct Staff to:

1. Prepare a bylaw to replace “City of Nanaimo Zoning Bylaw 2011 No. 4500” in accordance with the Key Directions outlined in the Staff report titled “Zoning Bylaw Update”, dated 2026-JAN-26; and,
2. Proceed with stakeholder engagement prior to returning to Council with a draft bylaw.

The motion carried unanimously.

b. Healthy Nanaimo:

1. Pre-Zoning for Social Housing

Introduced by J. Holm, Director, Planning and Development.

Presentation:

1. K. Biegun, Planner, Community Development, provided an on-screen presentation included in the agenda package. Highlights included:
 - Pre-zoning removes the requirement for an applicant to undertake a rezoning process to obtain the densities and heights set out in the City Plan for affordable housing
 - Funding and financing programs have strict timelines and pre-zoning could help address this barrier
 - Staff recommend considering an overlay approach which would allow development under the regular zoning, while providing the option to develop under the overlay zone to increase density or height in exchange for providing social housing units

- A housing agreement registered on title is recommended to ensure conditions are met and secured for a timeline of 60 years
- As pre-zoning will remove the need for rezoning, Staff recommend employing the new powers granted by the Province to designate a Servicing Officer to secure transportation demand management measures
- Community engagement is expected to take place in February 2026, with a potential bylaw introduction in Spring 2026

Committee and Staff discussion took place. Highlights included:

- The absence of a definition for affordable housing creates a risk of housing projects that are not considered affordable for low-income households
- Staff originally considered including the entire city in the program; however, increased flexibility leads to more complex regulations. It was recommended to start with a pilot program in a smaller area, and expand the program based on the success of the pilot
- Permissive Tax Exemptions only apply to supportive housing units
- A desire for height restrictions to be enforced on Victoria Crescent and Commercial Street in order to maintain the character of the area
- Research has shown that municipalities that offer greater flexibility in social housing requirements see more development than those with more restrictive requirements

The remainder of this page has been intentionally left blank.

It was moved and seconded that the Governance and Priorities Committee recommended that Council direct Staff to:

1. Undertake community engagement to seek feedback on the proposed framework and bylaw amendments for the pre-zoning for social housing projects;
2. Prepare an amendment to the “City of Nanaimo Zoning Bylaw 2011 No. 4500”, as outlined in the Staff report titled “Pre-Zoning for Social Housing” dated 2026-JAN-26; and,
3. Prepare an amendment to the “Officer Designation and Delegation of Authority Bylaw 2022 No. 7353” to designate a Servicing Officer pursuant to section 5.13.2 of the *Local Government Act*.

The motion carried unanimously.

7. QUESTION PERIOD:

The Committee received no questions from the public regarding agenda items.

8. ADJOURNMENT:

It was moved and seconded at 1:57 p.m. that the meeting adjourn. The motion carried unanimously.

CHAIR

CERTIFIED CORRECT:

CORPORATE OFFICER

GPC Upcoming Topics and Initiatives

Approved Topics

June 15, 2026 (Tentative Schedule)		
1 p.m.	Rental Tenant Relocation Assistance Project (IAP Priority Action #73)	<ul style="list-style-type: none"> Report and presentation from staff
	Inflow and Infiltration in the City's Sewer System	<ul style="list-style-type: none"> A seminar discussion of the impacts and ongoing efforts to ensure capacity for future development within the City sanitary sewer system <i>(Confirmed at the 2026-JAN-26 GPC)</i>
	Sewer Funding Challenges (IAP Priority Action #24)	<ul style="list-style-type: none"> Report with a presentation
	Invasive Species Management Bylaw	<ul style="list-style-type: none"> Report from staff with a draft bylaw <i>(2025-JUN-23 GPC motion and 2025-JUL-07 Council motion)</i>
July 13, 2026 (Tentative Schedule)		
1 pm.	Tree Risk Management, Adoption of Council Policy (IAP Priority Action #16)	<ul style="list-style-type: none"> Report from staff <i>Note: this item needs to appear on the same agenda as the two items below</i>
	Urban Canopy Assessment & Urban Forest Management Strategy Update (IAP Priority Action #16)	<ul style="list-style-type: none"> Report from staff
	Resolving Tree Conflict Issues (IAP Priority Action #16)	<ul style="list-style-type: none"> Report from staff
	School Zones	<ul style="list-style-type: none"> Report and presentation from staff <i>(2025-NOV-24 GPC motion and 2025-DEC-01 Council motion)</i>
September 28, 2026 (Tentative Schedule)		
1 p.m.	Sea Level Rise Management Plan (IAP Priority Action #11)	<ul style="list-style-type: none"> Report and presentation from staff with consultant
Future 2026 GPC Meetings (Dates to be Determined)		
1 p.m.	Incentives That Support City Plan	<ul style="list-style-type: none"> Follow-up report <i>(2024-NOV-4 Council motion)</i>
Future 2027 GPC Meetings (Dates to be Determined)		
1 p.m.	Zoning Bylaw Update (IAP Priority Action #195)	<ul style="list-style-type: none"> Draft bylaw informed by stakeholder engagement

Tentative Topics

July 13, 2026 (Tentative Schedule)		
1 p.m.	Transportation Update	<ul style="list-style-type: none"> • Presentation from staff <i>(Topic was inquired about by individual Council members without a motion)</i>

Legend	
	Council/GPC requested topics
	Staff initiatives (require confirmation by GPC)
	Integrated Action Plan (IAP) program initiatives (require confirmation by GPC)

2026 GPC Dates

JANUARY

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NOVEMBER

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DECEMBER

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No meetings are scheduled for April, August, October and December.



Water Supply Capital Improvements & Operational Resiliency Efforts

Governance and Priorities Committee

Prepared by:
Mike Squire
Manager, Water Resources
May 11 2026

1



Strategic Importance & Governance

Clean, safe, affordable drinking water is essential to sustain vibrant and healthy communities. The Water Supply Strategy defines how our communities grow and thrive.

The previous 2007 Water Supply Strategic Plan - main focus was on health and water quality improvements.



Old Reservoir No. 1 - 2014



South Fork Water Treatment Plant:
Commissioned 2015



Previous Direction


2

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Strategy Outcomes

- There is sufficient storage in Jump Lake Reservoir storage to sustain extreme drought conditions with climate change.

Moved 25 + years
> \$ 125 Million deferred



South Fork Dam – Water Intake



Recommendations:

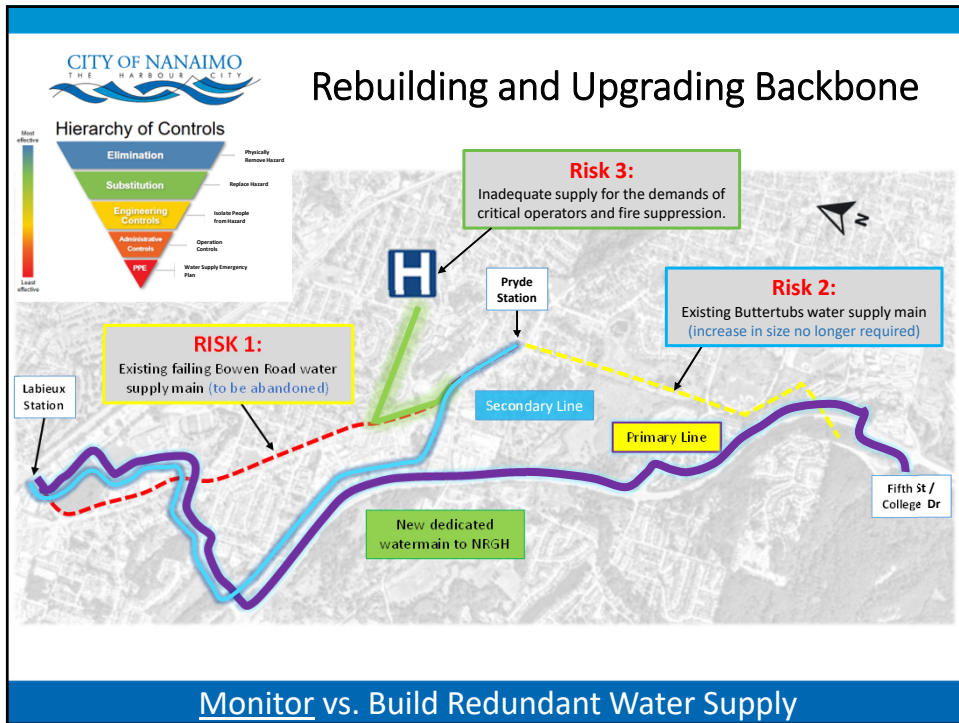
- Add secondary intake at South Fork Dam / Seismic Upgrade.
- Build redundancy into the Water Supply network.
- Treatment at emergency pump station.
- Support the growth projection priorities of the City Plan: Nanaimo Reimagined.
- Update Emergency Response Plan.

Building a Resilient Water Supply

3

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Rebuilding and Upgrading Backbone



Hierarchy of Controls

- Elimination (Physically Remove Hazard)
- Substitution (Replace Hazard)
- Engineering Controls (Isolate People from Hazard)
- Administrative Controls (Operation Controls)
- PPE (Water Supply Emergency Plan)

RISK 1: Existing failing Bowen Road water supply main (to be abandoned)

RISK 2: Existing Buttertubs water supply main (increase in size no longer required)



RISK 3: Inadequate supply for the demands of critical operators and fire suppression.

Monitor vs. Build Redundant Water Supply

4

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Positive Outlook:


- 1) Midtown Water Supply Improvements completed 
- 2) Updated modelling shows strong supply capacity:
 - Major north end projects can be deferred:
 - Vandernuek Reservoir / Pump Station
 - Rutherford Road Supply Main 

Projects can be moved 10 + years



5

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North End - Why Deferral Is Possible: 


- System performance remains strong
- Future development needs supported
- Service levels maintained
- Improved resilience due to conservation + infrastructure upgrades

Water Supply Projects Differed

> \$ 40 Million

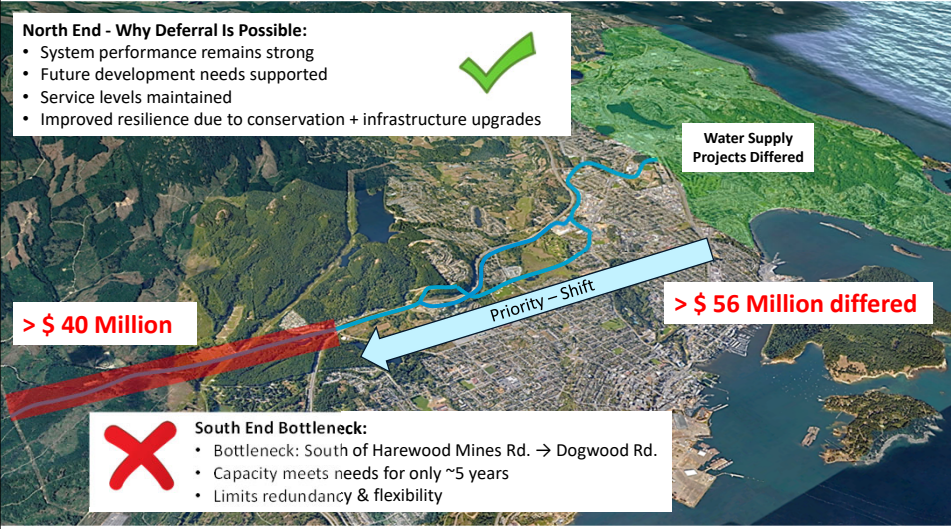
Priority - Shift

> \$ 56 Million differed

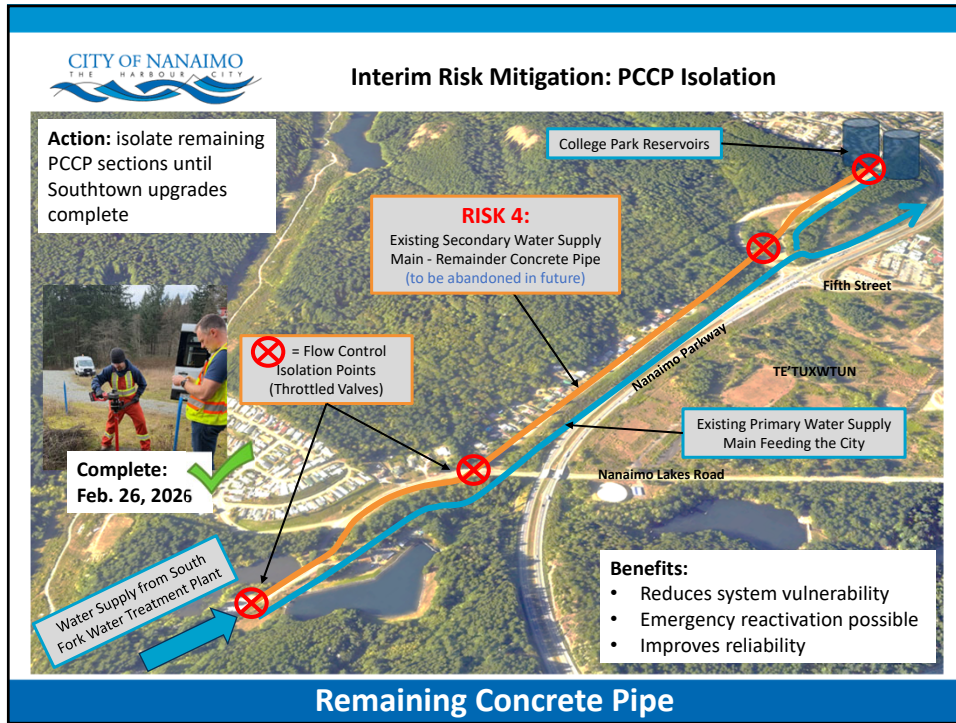
South End Bottleneck: 

- Bottleneck: South of Harewood Mines Rd. → Dogwood Rd.
- Capacity meets needs for only ~5 years
- Limits redundancy & flexibility

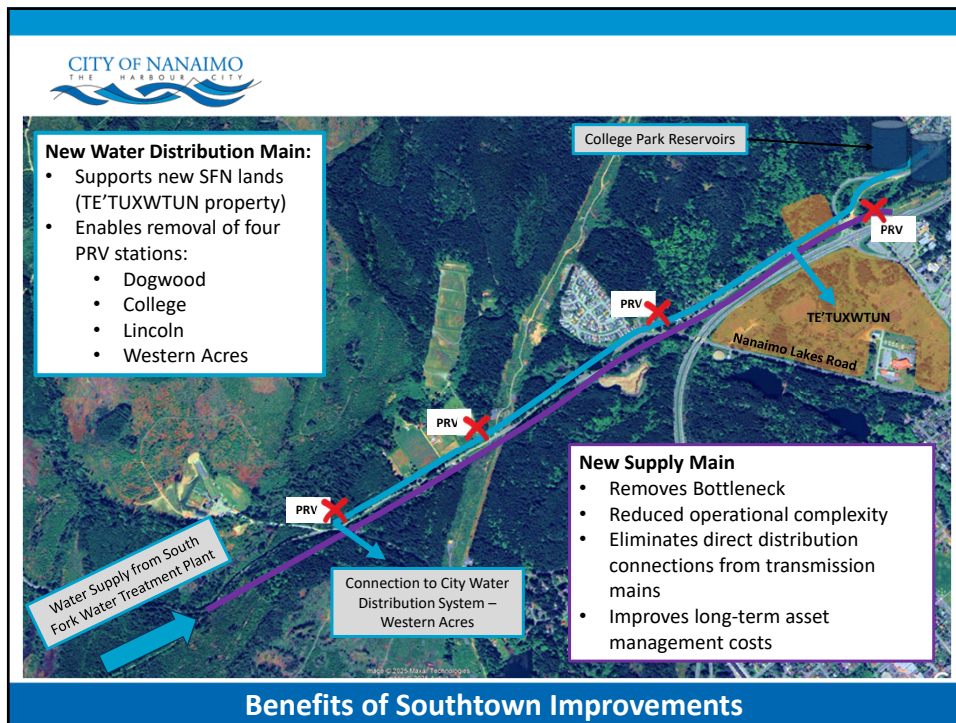
South End - Priority



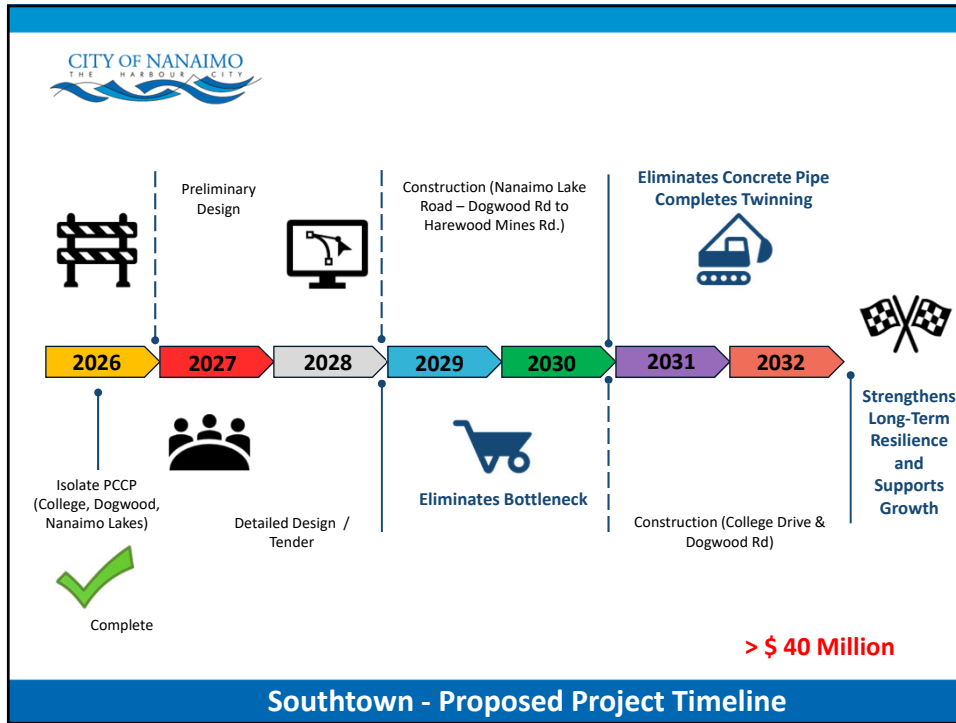
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7



8



9

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South Fork Dam Seismic Assessment: ✓

- Initial seismic analysis results are favourable
- Dam marginally meets - CDA 1:5,000 event guidelines (2% probability – next 100 years)
- Major dam seismic upgrade can be deferred 15 + Years.

Interim Measures:

- Monitor and Install Seismic Gauges / Alarming
- Phase 2 - seismic modelling on foundation required

However:

- Three 24" holes.....

South Fork Dam Intake

10

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However: oldest 24" pipe infrastructure beneath the dam requires:

- Formal Condition Assessment or Mitigation Strategy Required

24" STEEL WATER SUPPLY MAIN.

South Fork Dam Intake

11

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Risk Matrix

	MEDIUM	HIGH	CRITICAL
↑ Probability	LOW	MEDIUM	HIGH
	LOW	LOW	MEDIUM
	→ Community Impact		

- All decisions aligned with formal risk registry
- Mitigation strategies address top-ranked risks
- Full 20-year Water Supply Capital Improvement Plan established
- Integrates modelling, deferrals, Southtown upgrades, and servicing needs

- Towers Reservoir
- Southtown Project
- Raw Watermain Upgrades
- Second Intake – South Fork
- Raw Watermain Upgrades
- Northtown Project
- South Fork Dam Seismic
- Second Clearwell
- Tanya Reservoir
- Treated Water Supply Upgrades

2026-2027 > \$ 47 Million

2028-2029

2030-2031

2032-2033 > \$ 35 Million

2034-2035

2036-2037

2038-2039 > \$ 70 Million

2040-2041

2042-2043 > \$ 50 Million

2044

Balanced SUSTAINABILITY (Environmental, Social, Economic)


Unbalanced SUSTAINABILITY (Environmental, Social, Economic)

Risk - Increase →

Risk Registry – 20 + Year Plan

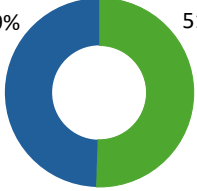
12

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- DFO reviewing Nanaimo River Environmental Flow Needs (EFN)
- Focus on supporting Spring/Summer Chinook
- City's share of flow = **25%**
- Remaining **75%** controlled by Harmac Pacific at Fourth Lake Dam

Environmental Flow Releases for Fisheries Rearing Flows




Category	Percentage
Water Consumption - Domestic Use	49%
Annual Water Supply Dam Storage / Flow Release	51%

- Follow the Nanaimo River Water Management Plan Guideline – for Operation

Community and Environmental Needs

13

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Managing
Tap into it !
Your Water

Questions ?

14

FOR: GOVERNANCE AND PRIORITIES COMMITTEE
MEETING DATE: May 11, 2026
DEPARTMENT: PLANNING AND DEVELOPMENT
SUBJECT: **FRONTAGE WORKS AND SERVICES**

OVERVIEW

Purpose of Report

To provide an overview of the application of frontage works and services requirements in relation to development.

BACKGROUND

At their meeting on 2025-OCT-31, the Governance and Priorities Committee passed the following motion:
It was moved and seconded that the Governance and Priorities Committee direct Staff to add a review of “Building Bylaw 2016 No. 7224” and the Guidelines for the Application of Frontage Works and Services Requirements to a future Governance and Priorities Committee meeting. The motion carried unanimously.

Based on the discussion, Staff understand that the Governance and Priorities Committee is hoping to be provided with information about the bylaw which requires works and services (roads, on-street parking, sidewalks, bike lanes) to be constructed at the time of building permits, how the bylaw works, why we have the bylaw, its successes, and any possible changes to it in the future. Also, the Governance and Priorities Committee wanted information regarding potential advocacy for changes around monies provided in lieu of works and services.

The information presented here is intended to provide an overview of what frontage works and services are, the legislative regime related to frontage works and services, and the municipal bylaws that enact the legislative authority. This report will discuss when works and services are required and how the extent of work is determined, including a review of the Council policies that apply. Finally, this report will provide information about some current and upcoming City bylaw and policy updates related to frontage works and services, as well as an update on last year’s UBCM resolution regarding payment of monies in lieu of works and services.

DISCUSSION

‘Frontage Works and Services’ refers to public infrastructure constructed within dedicated roads, lanes, and trails adjacent to a property or properties being developed. The term ‘works’ typically refers to surface elements, such as roads, curbs, sidewalks, bike lanes, etc., where ‘services’ typically refers to underground elements such as water, sewer, and drainage systems.

Legislative Regime

The *Local Government Act* provides local governments with the authority to set standards, by bylaw, for works and services, and to require works and services in relation to the development of land (Local Government Act sections 506, 506.02, 506.03). These requirements can be conditions of the approval of a subdivision, or of the issuance of a building permit. For frontage works within existing road dedications, the requirements can apply to that portion of the road immediately adjacent to the site being developed, up to the centre line of the road.

The *Local Government Act* provides the following listed items in reference to works and services:

- A water distribution system, a fire hydrant system, a sewage collection system, a sewage disposal system, a drainage collection system, and a drainage disposal system
- Highways, sidewalks, boulevards, boulevard crossings, street lighting, transit bays or underground wiring
- Amenities, including benches, bollards, bicycle parking facilities, directional signage, parklets, streetlamps, street signs, transit shelters or waste disposal and recycling containers
- Transportation infrastructure that supports walking, bicycling, public transit or other alternative forms of transportation, including traffic calming measures
- Sustainable design features that provide for energy and water conservation, reduction of greenhouse gas emissions and climate resilience
- Any other thing, or classes of things, prescribed by regulation

The *Local Government Act* also allows for standards for works and services to be different based on different circumstances, different areas, different land uses, different zones, and different classes of highways.

Municipal Bylaws

The Subdivision Control Bylaw 1989 No. 3260, Building Bylaw 2016 No. 7224, and City Plan 2022 No. 6600 all include regulations or guidance regarding the application of frontage works and services.

The Subdivision Control Bylaw 1989 No. 3260 sets the requirements for works and services in relation to subdivision, and the City's Manual of Engineering Standards and Specifications (MoESS) is housed within the Subdivision Control Bylaw, as Schedule A. As such, works and services requirements in relation to building permits reference the Subdivision Control Bylaw, as all works and services within the City of Nanaimo are required to meet the standards and specifications in the MoESS.

The Building Bylaw 2016 No. 7224 sets the requirements for works and services in relation to building permits.

City Plan Bylaw 2022 No. 6600 includes policy guidance throughout regarding access and mobility, but also contains, within Schedule 4, map designations of all road classifications within the City. This schedule is used to determine which road cross-section standard in the MoESS to apply at the time of subdivision or development.

When Works and Services Are and Are Not Required

The base requirement for works and services for both subdivisions and building permits is the installation of full frontage works and services from property line to the centreline of the road, to the ultimate standard as designated on Schedule 4 of City Plan and as set out in the MoESS. However, for both

subdivisions and building permits, modifications, reductions, or exemptions to the required works and services may apply, subject to bylaw regulations and municipal policies and guidelines, including:

- Bylaw regulations
- Council Policies
- Practical reality, safety, and best practices

Bylaw Regulations

Exemptions to works and services for subdivision are included in the Subdivision Control Bylaw. For subdivision, frontage works and services requirements do not apply to parcels zoned I3 (General Industrial) or I4 (Heavy Industrial).

Exemptions to works and services for building permits are included in the Building Bylaw. For building permits, frontage works and services requirements do not apply to parcels zoned:

- I1 (Highway Industrial), where the value of construction does not exceed \$150,000;
- I2 (Light Industrial), where the value of construction does not exceed \$250,000;
- I3 (High Tech Industrial); or
- I4 (Industrial).

In addition, frontage works and services requirements do not apply for building permits where:

- the construction will result in the addition to an existing building and the additional floor area will not exceed 25% of the existing floor area of the building, or a maximum of 600 square meters, whichever is lesser;
- the construction will result in the creation and/or location of no more than a total of four residential units on the site being developed; or
- the construction will not result in an increase in floor area to an existing building or structure.

Council Policies

City Plan includes a broad range of policies that can provide guidance for the application of works and services. A selection of policies has been included below, though others within City Plan may also apply.

C2.4 Safe Mobility (Vision Zero)

- C2.4.2 Apply Complete Streets road design principles (see Section C2.5 Complete Streets) to prioritize safety and comfort for vulnerable road users.

C2.5 Complete Streets

- C2.5.1 Incorporate Complete Street principles in road retrofits and new construction, supported by City standards, guidelines, and best practices.
- C2.5.3 Require future development to implement street oriented design approaches that support vibrant and accessible streetscapes.
- C2.5.4 Ensure access for all travel modes through the development process, prioritizing walking, cycling, transit, and goods movement.

D2.1 City Boundary & Urban Containment Boundary

- D2.1.5 The City will support full community servicing (road, sewer, water, and storm) for all lands within the UCB, excluding lands in the UCB that are within the Semi-Rural Neighbourhood designation or Resource Management designation.

In addition to City Plan policy, Council Policy COU-154 is also used for determining whether to require full frontage works and services. The policy, titled Guidelines for the Application of Frontage Works and Services Requirements, is attached to this report as Attachment A. The policy provides a set of criteria through which to review developments to determine whether to require works and services, such as whether or not sufficient information is available to allow the final vertical and horizontal alignment of a road to be established, and whether or not there are any alignment and/or grade changes which would be so substantial as to preclude construction of the works fronting the property unless included as part of a larger project.

The policy also includes non-technical considerations determined by land use (rural, low density residential, multi-family residential, or downtown). The policy suggests a reduced standard or full exemption based on the anticipated timeline for other development in the area, the amount of frontage involved, the number of lots for subdivision, or the size of the parcel in downtown.

The policy was adopted in 2002, before densification initiatives such as the legalization of secondary suites (2005) or, more recently, the adoption of City Plan (2022) and the small-scale multi-unit housing mandate (2024). In addition, the significant change in road standards which was implemented in 2020 with the Complete Streets updates to the MoESS meant that most roads in Nanaimo no longer met the new standard, so frontage works with development became more likely. However, the policy can still be used as guidance.

Practical reality, safety, and best practices

In addition to bylaws and policies, the decision of whether to require frontage works and services can also be determined by the reality of the circumstances of the land and surrounding area, safety considerations, and best practices. This review is completed through the development application submission and review process, between the applicant's professional engineer and Staff. Ultimately, works are designed and certified by the applicant's professional engineer, and deviations from the MoESS requires approval from the City Engineer.

Current and Upcoming Bylaw and Policy Updates

There are several upcoming bylaw and policy updates applicable to the requirements for works and services. First, the upcoming City Plan amendment includes a moderate amendment to Schedule 4, which is where road classifications are designated. Following the Complete Streets update to the MoESS in 2020, City Plan incorporated the standards and designated roads on Schedule 4 based on those standards. Following a few years of implementation, amendments were identified and introduced to better align road classifications and land use designations.

Next, the Subdivision Control Bylaw is getting a complete update, being proposed to be replaced by a new Subdivision and Development Servicing Bylaw. The new bylaw is anticipated to be brought to Council for introduction in June, 2026. Key updates and additions in the new bylaw include:

- Modernization of the bylaw, including the removal of all gendered language
- Better coordination of the bylaw with the MoESS
- Updated and added definitions
- Inclusion of requirements for subdivision and development engineering processes
- Updated works and services requirements
- Added opportunities for alternative works and services requirements

Along with the new Subdivision and Development Servicing Bylaw, an update to the MoESS will be included. There are many notable changes throughout the MoESS document to enable the City to adapt to change to reflect changing industry standards and guidelines, align with City Plan, and respond to changes seen from the adoption of Bill 44 by the Province of British Columbia.

Finally, following the adoption of these items, Staff intend to complete a review and update to the Building Bylaw, and to review Council and Administrative policies which may be redundant or contrary to the new bylaw, including Council's Guidelines for the Application of Frontage Works and Services Requirements Policy. Many Council Policies related to subdivision and development are dated, some have duplication in other policies and in newer bylaws, and others are no longer applicable. A refresh of the policies will help ensure clear guidance to Staff and the development community in the application of the policies.

Advocacy to the Province Regarding Payment of Monies In Lieu of Works And Services

In 2025, the City of Nanaimo put forward a resolution to UBCM regarding Payment In Lieu of Works and Services for Land Development (UBCM Resolution NR105). Although the resolution was not reviewed during the UBCM Convention in September 2025, the resolution was forwarded to the UBCM Executive for consideration and action. The resolution was subsequently reviewed and endorsed. The letter from UBCM confirming this information has been attached to this report as Attachment B. |

NEXT STEPS

The City Plan amendment will go to Public Hearing in May. The Subdivision and Development Servicing Bylaw and MoESS update will be brought forward to Council for introduction in May or June of 2026. Following adoption, Staff will begin the review of policies and the Building Bylaw to align with the new Subdivision and Development Servicing Bylaw. |

KEY MESSAGES

- The *Local Government Act* provides local governments with the authority to set standards, by bylaw, for works and services, and to require works and services in relation to the development of land.
- The Subdivision Control Bylaw 1989 No. 3260 sets the requirements for works and services in relation to subdivision. The Building Bylaw 2016 No. 7224 sets the requirements for works and services in relation to building permits.
- Modifications, reductions, or exemptions to the required works and services may apply, subject to bylaw regulations and municipal policies and guidelines. In addition, the decision of whether to require frontage works and services can also be determined by the reality of the circumstances of the land and surrounding area, safety considerations, and best practices.
- There are several upcoming bylaw and policy updates applicable to the requirements for works and services.

ATTACHMENTS

ATTACHMENT A: Council Policy COU-154: Guidelines for the Application of Frontage Works and Services Requirements

ATTACHMENT B: 2025-NOV-26 Letter from UBCM re: 2025 Resolution(s) Referred to UBCM Executive (NR105 Payment In Lieu of Works and Services for Land Development)

Authored by:

Claire Negrin
Manager of Subdivision

Concurrence by:

Jeremy Holm
Director, Planning and Development

Poul Rosen
Director, Engineering



RCRS Secondary:	GOV-02	Effective Date:	2002-NOV-25
Policy Number:	COU-154	Amendment Date/s:	
Title:	Guidelines for the Application of Frontage Works and Services Requirements	Repeal Date:	
Department:	Development Approvals	Approval Date:	2002-NOV-25

PURPOSE:

To provide guidelines when applying works and services requirements to development.

DEFINITIONS

N/A

SCOPE

This policy is applicable to City Staff when applying works and services requirements to development.

POLICY

General Requirements

1. Feasibility of Road Works

The first step in reviewing the applicability of frontage works and services to a site is to determine whether or not the road works fronting a property can practically be constructed to the ultimate standard at the time of development. Typically, the two main issues for consideration are:

- (a) whether or not sufficient information is available to allow the final vertical and horizontal alignment of a road to be established; and,
- (b) whether or not there are any alignment and/or grade changes which would be so substantial as to preclude construction of the works fronting the property unless included as part of a larger project.

A. If the ultimate design alignment of a road is not available, the City requires that the developer’s engineer undertake sufficient design work to establish the impact of the “frontage works and services”. (This would also an assessment of any work outside of the developer’s obligation required to tie the bylaw required road improvements safely into the existing road work.

B. If the “ultimate” design information is available however, the ultimate standard identified does not tie in with the existing infrastructure, then the frontage works which would be the responsibility of the developer, could not be built unless they formed part of a larger project. In such cases, the City may cost-share in the larger project and/or attempt to obtain the participation of additional property owners. The City’s decision as to participation in a project will be based on a combination of the need for the work in relation to other work and the projected cost. In cases where construction of full frontage works are not possible unless included as part of a larger project and the City decides not to participate, the developer would not generally be required to undertake any works beyond those of a basic nature to address

safety concerns. The decision as to whether cost sharing is available as well as the appropriateness of an exception (either full or partial) made under this section would be dealt with at a Staff level.

- C. The previous section dealt with the determination of whether or not there were any physical impediments to the construction of frontage road works. Where it is determined that the works can be built, this would typically trigger construction of all underground and above ground works related to the roadway fronting the property.

If it is determined that the road cannot be constructed, there would typically still be requirements to ensure that safe access to the site is achievable and that pedestrians are safely able to pass. These decisions must of necessity be made on a site-specific basis. Accordingly, it is essential to review site lines and access, as well as pedestrian requirements and if necessary, as a minimum, construct a pedestrian route to a standard sufficient to maintain a safe pedestrian route. This also includes replacement of damaged sidewalk or curbs. (This could also include requirements for items such as street lighting, traffic islands, corner improvements, intersection upgrading, pavement widening, etc.)

2. Non-Technical Considerations – related to the use and size of the proposed development

The City recognizes that there may be reasons other than technical concerns which may justify relaxation of the requirements for works and services. These considerations are reviewed in the section and can be summarized as follows:

- Existing conditions of adjoining properties

General Assumptions

It is assumed that all underground works required to service the development (i.e. water and sanitary sewer connections) would be undertaken as works and services as a condition of any development approvals. This would also include any upsizing normally required to accommodate the overall service area, including drainage ditches or storm sewers.

The first issue which comes into play is whether or not the existing road works fronting properties in the general area (approximately 150 metres on either side) are built to the ultimate design criteria as shown in Engineering Standards and Specifications for the area. If this is the case, there is no question but that the frontage works should be constructed to the ultimate standard. If however, the surrounding area road standard includes graveled shoulders and ditches or swales, then a determination needs to be made as to whether or not the adjacent – or other large properties on the street (other than the one under development) are likely to redevelop within a ten-year timeframe. An exemption will be considered if the standard works fronting the surrounding properties are not consistent with the City's ultimate road standard goal and it is unlikely that upgrading will occur within a ten-year timeframe, and improvements are not included in the City's five-year capital works Plan.

(In general, the lesser the frontage length, the less likely that works and services should be required for a specific property.)

- (a) Rural Areas: Where parcels undergoing subdivision are located outside of the Urban Containment Boundary and the resultant parcels will be a minimum of 0.8 hectares (2.0 acres) in area, works and services shall be provided to a rural standard.

(b) Low Density Residential Areas

- Timeframe: If it is expected that the majority of the parcels in the adjoining area will not be in a position to provide works to a full standard within a five-year period, consideration will be given to either a reduced standard or full exemption.
- Frontage: Where the parcel does not form part of a continuous strip and the frontage is less than 30 metres, it would be appropriate to relax standards.
- Number of Lots: In cases where an existing lot is subdivided into three or fewer single family residential properties, works required to be constructed (if any) should be consistent with the existing conditions.

(NOTE: this would only apply where there is no further potential for subdivision of any of the newly Created lots under current zoning.)

(c) Multi-Family Residential and Commercial Development

- Timeframe: If it is expected that the majority of the parcels in the adjoining area will not be in a position to provide works to a full standard within a five-year period, consideration should be given to either a reduced standard or full exemption.
- Frontage: Where the parcel does not form part of a continuous strip and the frontage is less than 30 metres, it would be appropriate to relax standards.

(d) Downtown (as defined on the City DCC project drawing): In the downtown area, works should be limited to drainage control and pedestrian movements when the parcel to be developed is less than 2,000 square metres. (This exemption would not apply when the proposed development triggered the need to undertake specific works related to vehicular movements to and from the site.)

NOTE: Other issues identified:

- Pavement reconstruction
- Rural standards

PROCESS

The following is an overview of the process to be followed in determining the applicability of works and services to subdivisions and building developments. The term “works and services” applies to a broad range of civil works which include underground servicing, road works, sidewalks, streetlights, etc., as described in the Subdivision Bylaw. The process set out in the guidelines recognizes that it may not be cost effective in all cases to require surface (road) works to be undertaken as a condition of development approval and sets out rationale for determining when this is the case.

The guidelines are split into two sections:

- the first, deals with general issues to be addressed in reviewing the applicability of works and services to development sites, and,
- the second, deals with more specific issues related to how the zoning of a site and the form of development proposed, impact the decision on what works are often required to be constructed as a condition of the City’s approval process.

Although the goal of these guidelines is to assist in identifying situations when it may not be appropriate to require works and services, it is important to recognize that in all cases, safe and efficient vehicular and pedestrian routes should be provided. As such, regardless of whether or not a property fits the criteria for an exemption from the requirement to construct current standard full frontage works and services, there may be the need to construct works to an interim standard to address public safety needs.

RELATED DOCUMENTS:

N/A

REPEAL/AMENDS:

N/A

November 26, 2025

Mayor Leonard Krog
City of Nanaimo
455 Wallace Street
Nanaimo, BC V9R 5J6

RECEIVED
DEC 03 2025

Dear Mayor Krog:

Re: 2025 Resolution(s) Referred to UBCM Executive

A resolution(s) sponsored by your community was included in the 2025 Resolutions Book for consideration at the annual UBCM Convention.

Due to a lack of time at the Convention, delegates did not have an opportunity to consider your resolution(s). UBCM Policies provide that all resolutions not considered at Convention are referred automatically to the UBCM Executive for their consideration and action.

At the recent November Executive meeting, the Executive considered the resolutions referred to them from the 2025 Convention, including your resolution(s). The Executive were provided with the Resolutions Committee comments and recommendations, as outlined within the Resolutions Book, to assist them in their deliberations.

Upon review, the Executive chose to endorse NR105 Payment In Lieu of Works and Services for Land Development. As such, it will be conveyed to the appropriate order of government or organization.

Should you have any questions, please contact Jamee Justason, Resolutions and Policy Analyst, at 604-270-8226 Ext. 100 or jjustason@ubcm.ca

Sincerely,



Councillor Cori Ramsay
UBCM President

Enclosure

**2025 NR105 Payment In Lieu of Works and Services for
Land Development**

Nanaimo City


Whereas Section 506 and Section 506.03 of the *Local Government Act* enable a local government to regulate and require the provision of works and services in respect to the development of land;

And whereas there is no mechanism currently in the *Local Government Act* to allow for local governments to accept payment of money in lieu of the provision of works and services, unlike in other circumstances in the *Local Government Act*:

Therefore be it resolved that UBCM advocate for the provincial government to amend the *Local Government Act* to allow for the payment of money in lieu of works and services in respect to the development of land being established through subdivisions and building permits, enabling local governments to pool funding for more impactful projects which could benefit a broader area and better assist in achieving community goals for safety, connectivity or transportation management.

CONVENTION DECISION: REFERRED TO UBCM EXECUTIVE

EXECUTIVE DECISION: ENDORSED



FRONTAGE WORKS AND SERVICES REQUIREMENTS

Governance and Priorities Committee
May 11, 2026

1



Agenda

- Frontage Works & Services
 - Legislation and Bylaws
 - Timing and Extent of Requirements
- Upcoming and Future Initiatives
- Questions

2



What are frontage works and services?

- 'Frontage Works and Services' refers to public infrastructure constructed within dedicated roads, lanes, and trails adjacent to a property or properties being developed.
 - 'works' = surface elements, such as roads, curbs, sidewalks, bike lanes, etc.
 - 'services' = sub-surface elements, such as water, sewer, and drainage systems

3



Where do we get the authority?

- The *Local Government Act* provides local governments with the authority to set standards, by bylaw, for works and services, and to require works and services in relation to the development of land
- Requirements may vary by land use, zone, area, or road classification.

4



What City bylaws require W&S?

- Nanaimo implements this authority through:
 - Subdivision Control Bylaw 1989 No. 3260 (subdivision stage)
 - Includes the Manual of Engineering Standards and Specifications
 - Building Bylaw 2016 No. 7224 (development/building permit stage)

5



What are the different types of frontage works and services?

Works:

- Highways; sidewalks; boulevards; boulevard crossings; street lighting; transit bays; underground wiring
- Benches; bollards; bicycle parking facilities; directional signage; parklets; street lamps; street signs; transit shelters; waste disposal and recycling containers
- Infrastructure that supports walking, bicycling, public transit or other alternative forms of transportation; traffic calming measures
- Sustainable design features that provide for energy and water conservation, reduction of greenhouse gas emissions and climate resilience

Services:

- water distribution system
- fire hydrant system
- sewage collection system
- sewage disposal system
- drainage collection system
- drainage disposal system

6



Other Works and Services

- Survey & Legal 'Infrastructure'
 - Integrated survey monuments
 - Required rights-of-way, covenants, and easements
- Off-site works
 - Road improvements or widening beyond the parcel frontage
 - Sidewalk or boulevard completion
 - Water, sewer, or storm system upgrades and extensions

7



When are frontage works and services required?

- Subdivision
- Building Permit

8



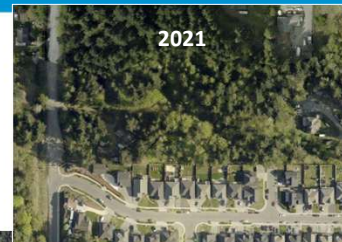
Subdivision Works and Services

- Timing:
 - Before final subdivision approval (registration)
 - **OR**
 - Secured by bonding per Council Policy COU-115 Review of Bonding Requirements and Council Policy COU-010 Subdivision – Bonding Requirements

9




Subdivision W&S Examples



10



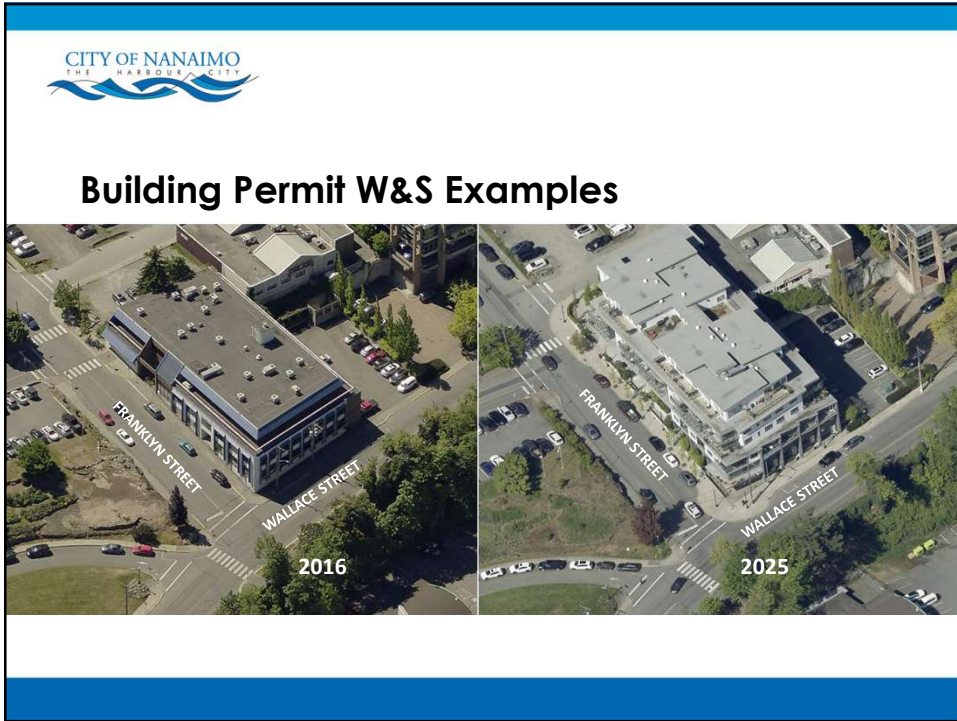
11



Building Permit Works and Services

- Timing:
 - Prior to issuance of a building permit or occupancy
- Under Building Bylaw 2016 No. 7224:
 - A building permit cannot be issued unless required works and services (as defined by Section 24 of the bylaw) are:
 - Installed, or
 - Secured to the City's satisfaction.

12



13



14



How is the extent of work determined?

- Bylaw Exemptions
- Policy Direction
- Safety and Best practices

15



Bylaw Exemptions from W&S

- Subdivision on parcels zoned:
 - I3 (General Industrial) or I4 (Heavy Industrial)
- Building Permits on parcels zoned:
 - I1 (Highway Industrial), where the value of construction does not exceed \$150,000
 - I2 (Light Industrial), where the value of construction does not exceed \$250,000
 - I3 (High Tech Industrial) or I4 (Industrial)
- Building permits where:
 - Additional floor area not exceeding 25% of existing, or 600m², whichever is less
 - Four or fewer residential units
 - No increase in floor area

16



Policy Direction regarding W&S

Council Policy COU-154: Guidelines for the Application of Frontage Works and Services Requirements

- Frontage works are generally required to meet the ultimate road standard envisioned in City plans, not just existing conditions.
- Frontage works may be deferred, modified, or partially exempted where:
 - Ultimate alignment or grade is unknown
 - Works cannot be practically constructed except as part of a larger capital project
 - Construction would create safety or operational issues.
- Cost Sharing
 - Where works benefit multiple properties or the broader network, the City may:
 - Participate in cost-sharing, or
 - Collect frontage improvements at a later date through area-wide projects

17



City Plan Policy regarding W&S

- C2.4 Safe Mobility (Vision Zero)
 - C2.4.2 Apply Complete Streets road design principles (see Section C2.5 Complete Streets) to prioritize safety and comfort for vulnerable road users.
- C2.5 Complete Streets
 - C2.5.1 Incorporate Complete Street principles in road retrofits and new construction, supported by City standards, guidelines, and best practices.
 - C2.5.3 Require future development to implement street oriented design approaches that support vibrant and accessible streetscapes.
 - C2.5.4 Ensure access for all travel modes through the development process, prioritizing walking, cycling, transit, and goods movement.
- D2.1 City Boundary & Urban Containment Boundary
 - D2.1.5 The City will support full community servicing (road, sewer, water, and storm) for all lands within the UCB, excluding lands in the UCB that are within the Semi-Rural Neighbourhood designation or Resource Management designation.

18



Safety and Best Practices for W&S

- reality of the circumstances of the land
 - safety considerations
 - best practices
- Review is completed through development application submission and review process, between applicant's professional engineer and Staff
 - Works are designed and certified by applicant's professional engineer
 - Deviations from MoESS require approval from City Engineer

19



Development Tools & Timing

	Works & Services	Road Dedication	DCCs / SSACs / ACCs	Covenants / SRWs / Easements
Rezoning	S	✓	✗	✓
Development Permit	✗	✗	✗	✓
Subdivision	✓	✓	✓	✓
Building Permit	✓	✓*	✓	✓

**Once a Servicing Officer is designated by bylaw
S – secured for future*

20



Summary of Frontage Works and Services

- Subdivision and Building Permits = mandatory works and services unless explicitly exempted
 - Council policy provides flexibility, but exemptions are case-by-case
 - Building Bylaw includes thresholds for amount of construction that can occur without triggering frontage works
- Timing is before approval or occupancy, secured by bonding if not constructed.

21



Upcoming Initiatives

- June 2026 - Bylaw Introduction:
 - Subdivision and Development Servicing Bylaw
 - Manual of Engineering Standards and Specifications amendments (Edition 15)
 - Servicing Officer designation (via Officer Designation and Delegation of Authority Bylaw)
- City Plan amendments – Public Hearing scheduled for May 2026

22



Future Initiatives

- Following the new Subdivision and Development Servicing Bylaw:
 - Review and potential update to the Building Bylaw
 - Review of applicable Policies
- Latecomer Policy and Bylaw

23



Questions

24

FOR: GOVERNANCE AND PRIORITIES COMMITTEE

MEETING DATE: [May 11, 2026]

DEPARTMENT: COMMUNITY SERVICES

SUBJECT: **HEALTH AND HOUSING ACTION PLAN: PROGRESS UPDATE AND FUNDING OPTIONS**

OVERVIEW

Purpose of Report

To provide the Governance and Priorities Committee with a status update on progress toward the Health and Housing Action Plan and to seek Council direction on the allocation of remaining Systems Planning Organization funds and resources set aside in the Special Initiative Reserve for homelessness programs and initiatives.]

Recommendation

That the Governance and Priorities Committee recommend that Council:

1. Select the preferred option(s) outlined in the report titled “Health and Housing Action Plan: Progress Update and Funding Options”, dated 2026-MAY-11, to address identified gaps and constraints in the Health and Housing Action Plan implementation, using available funds from the former Systems Planning Organization and the Special Initiative Reserve; and,
2. Direct Staff to return to Council with a subsequent report providing detailed information for the selected option(s), including proposed initiatives, budget requirements, implementation considerations, timelines, and anticipated outcomes.

BACKGROUND

The Health and Housing Action Plan (HHAP) (Attachment A) was adopted by Council at a Regular Council Meeting on 2021-FEB-22 as the City’s framework for addressing homelessness, housing instability, health, safety, and poverty reduction. The HHAP emphasizes system-level coordination, shared accountability, and improved planning and data to support better community outcomes.

At the time the HHAP was implemented, Nanaimo did not have an integrated governance structure aligned with provincial or federal homelessness initiatives. To support the HHAP implementation, the Nanaimo Systems Planning Organization Society (SPO) was established as an arms-length organization responsible for system planning, coordination, research, and reporting. The City committed approximately \$480,000 annually over five years to support the SPO, which reported to Council through quarterly progress updates.

Following the establishment of the SPO, the homelessness response landscape evolved with changes to provincial and federal programs and funding approaches, including the introduction of the Alignment Project,

which established a standardized governance and system-planning model for designated communities such as Nanaimo. During this period, community needs and system structures also continued to change. In this context, Council passed a motion at a Regular Council Meeting on 2025-NOV-03 to discontinue funding for the SPO effective 2026-JAN-01, and to dissolve the society. By that time, the City had provided direct funding totaling \$1.4 million to the SPO.

Following dissolution, the City did not receive substantive work products or operational files from the SPO. Materials transferred consisted only of financial and human resources records provided in physical form. No research, reports, work plans, evaluations, digital files, databases, or equipment were transferred, limiting Staff's ability to assess the scope or effectiveness of SPO activities beyond information previously reported to Council.

At the Special Finance and Audit Committee meeting on 2025-NOV-28, Council reallocated \$282,742 of remaining City-allocated 2026 SPO funds to support one temporary Social Planning position within the Social Development team until 2028-JAN-15 to maintain continuity in system coordination and HHAP implementation while longer term governance and resource arrangements were clarified. \$188,995 in City-allocated SPO funds remains uncommitted.

In addition, the City anticipates approximately \$490,000 in further funds will be returned from the dissolved SPO. However, the final amount remains subject to confirmation. Staff identified that the SPO continues to pay lease costs on behalf of another non-profit organization that was intended to assume the lease in exchange for office furniture and computer equipment. Staff are currently working to determine whether these funds can be repaid to the City. The final repayment amount will be confirmed once outstanding lease costs and related bookkeeping adjustments are finalized.

At the Special Finance and Audit Committee Meeting on 2025-NOV-28, Staff committed to returning to Council in Spring 2026 with a status update on the progress towards the HHAP and to get direction on how to allocate any remaining SPO funds. This report fulfills that commitment.]

DISCUSSION

Progress Overview

Since its adoption in 2021, the HHAP, alongside *City Plan* (2022), has provided the City's framework for coordinating responses to homelessness, housing instability, health, safety, and poverty reduction. Implementation has shifted from plan development toward active system coordination and service delivery, with foundational elements now in place. While progress has been made across all six HHAP priority pillars, key gaps remain related to funding stability, operator capacity, senior-government alignment, non-market housing availability, equity, and data transparency.

This progress update focuses on HHAP implementation between 2021 and 2025 and reflects Staff's best knowledge based on day-to-day work, involvement in the Alignment Project, and input from community partners. While earlier health and housing initiatives may be referenced for context, progress is measured within

this timeframe and should be considered a comprehensive but conservative scan, as some community programs indirectly supporting HHAP outcomes may not be captured.

Attachment B provides a further detailed summary of HHAP progress to date.

System Coordination

System coordination is a foundational pillar of the HHAP. It reflects the understanding that homelessness is not the responsibility of a single government, program or organization. Addressing homelessness effectively requires coordinated leadership, clear roles, shared accountability, and improved use of data and funding across municipal, provincial, federal, Indigenous, and community partners.

Evolution of the Governance Model

When the HHAP was adopted, Nanaimo did not yet have a provincially or federally integrated governance structure to coordinate homelessness responses. To address this gap, a SPO was established to support early coordination, governance development, service alignment, and implementation planning.

Since that time, provincial and federal policy and funding changes, particularly through *Belonging in BC*, the *Integrated Support Framework*, and *Reaching Home*, led to the creation of the Alignment Project. The Alignment Project provides the endorsed governance framework now required for designated communities receiving both BC Housing and Reaching Home funding, with key SPO functions absorbed into this framework.

This represents a shift from a locally established coordination model to a more standardized, provincially and federally aligned governance structure.

Current Governance Structure

System coordination for the HHAP will be delivered through the Alignment Project, with the Homelessness Response Leadership Table (HRLT) providing overall leadership and direction. The HRLT brings together senior partners to support coordinated decision-making, align priorities, and address system-level barriers.

The HRLT integrates responsibilities that were previously spread across multiple groups, including:

- System planning and reporting related to Reaching Home
- Oversight of coordinated access and shared data systems
- Strategic oversight of homelessness response initiatives, including HEART and HEARTH
- Alignment of local priorities with provincial and federal policy direction

Supporting the HRLT are several connected tables and working groups that focus on implementation and day-to-day coordination. These include groups that:

- Identify and address system barriers

- Coordinate access to housing and supports
- Match people to available housing
- Improve outreach and responses to encampments
- Strengthen information-sharing and data quality

Other working groups are added as needed, for example, the Hub Relocation working group.

A local backbone team consisting of staff from BC Housing, United Way BC, Housing, Infrastructure and Communities Canada, Snuneymuxw First Nation (SFN), City of Nanaimo, Mid Island Metis, and Tilicum Lelum support this structure by coordinating meetings, sharing information, and ensuring work is aligned across partners. This approach allows issues to be addressed at the appropriate level, from frontline coordination to broader system improvements, while maintaining clear accountability.

Indigenous Partnership

Indigenous partners are intentionally included throughout the governance structure. This includes participation by First Nation governments, Métis organizations, and Indigenous service providers. Their involvement helps ensure that decision-making reflects Indigenous perspectives and responds to the over-representation of Indigenous people among those experiencing homelessness.

Although work is ongoing, this approach is intended to support cultural safety and advance reconciliation commitments set out in the Alignment Project, HHAP and *City Plan*. Work to strengthen Indigenous data governance within this structure is underway, though not yet fully implemented.

Role of the City of Nanaimo

Council's direction to temporarily enhance Social Development Staff capacity has enabled the City to meaningfully participate in the Alignment Project and the HRLT. City Staff contribute local knowledge related to housing supply, neighbourhood conditions, prevention initiatives, and municipal services, and support coordination across the system.

While BC Housing and United Way BC play critical roles as provincial and federal partners, they do not provide place-based municipal services. City Staff, working alongside SFN, on the local backbone team and the HRLT ensure that local conditions, priorities, and service realities are accurately identified and reflected in system-level decisions.

With the establishment of the Alignment Project and the HRLT, Nanaimo's core homelessness governance structure is now in place. Roles, responsibilities, and accountability are being finalized through drafted terms of reference. The HHAP priorities have been formally included in the HRLT terms of reference as the HRLT's shared aims and community level outcomes. Over the coming months the focus will shift from setting up governance to implementing coordinated system functions, including improved access to services, increased use of shared data, and strengthened coordination across housing, health, outreach, and prevention.

Diverse Housing Options

Expanding diverse housing options is a priority of the HHAP and it recognizes that people experiencing or at risk of homelessness have varying levels of need that require a range of housing responses. Since 2017, Nanaimo has added more than 100 permanent supportive housing units and over 200 temporary supportive and transitional housing units, providing an important foundation for progress under HHAP.

Since the adoption of the HHAP in 2021, actions under this pillar have focused on advancing permanent supportive housing, temporary and transitional housing through HEARTH, and emerging complex-care housing models through partnerships with BC Housing, Island Health and non-profit housing providers.

Progress on HHAP Housing Targets

The HHAP established targets to guide the development of both permanent and temporary housing options. Progress toward these targets includes the following:

Permanent Supportive Housing (Target: 90 units)

- 22 complex-care housing units to be delivered at 1850 Boxwood Road
- 60 supportive housing units planned at McKenzie Avenue

*Projects in development and/or operating between 2021 and 2025 from 2019 MOU with BC Housing:

- 285 Prideaux Street - 51 units
- 702 Nicol Street - 59 units
- 355 Nicol Street - 35 units (coming soon)

Temporary and Transitional Housing (Target: 70 units)

- 12 Temporary Housing Units on SFN Reserve Lands
- 6 Scattered Housing Sites on SFN Reserve Lands
- 59 units at 1030 Old Victoria Road (HEARTH)
- 50 units at 1300 Island Highway (HEARTH)

Affordable Housing (Target: 20 units)

- Several housing projects identified following the implementation of HHAP are now on hold due to reductions to BC Housing's Community Housing Fund.

*Projects in development and/or operating between 2021 and 2025 from community partnerships and 2019 MOU with BC Housing:

- 6010 Hammond Bay Road – 53 units
- 1125 Seafeld Crescent (Phase One) – 62 units
- 2345 Kenworth Road – 40 units

- 1125 Seafield Crescent (Phase Two) – 62 units
- 1435 Cranberry Avenue – 42 units (coming soon)

These housing options are intended to respond to differing levels of acuity across the homelessness system, from individuals requiring complex health supports to those needing short-term or transitional housing while longer-term options are secured.

While progress has been made, demand for deeply affordable, supportive, and complex-care housing continues to exceed available supply.

Municipal Role and Affordable Housing Strategy Implementation

The City's role in delivering diverse housing options is primarily an enabling one. While the City does not typically fund or operate non-market housing at scale, it supports projects led by senior governments and non-profit housing providers through policy and regulatory tools, land-use approvals, and targeted municipal land and financial contributions to help leverage senior-government funding or close project gaps.

Although the Nanaimo Affordable Housing Strategy (AHS) was endorsed in 2018, the HHAP identifies completion of the AHS as a priority under the Diverse Housing Options pillar. Since the adoption of the HHAP, significant AHS actions have been implemented, strengthening the City's ability to support housing delivery, reduce regulatory barriers, and advance partnerships.

As part of ongoing monitoring and legislation, Staff will also provide Council with the annual Housing Target Order update at the Regular Council Meeting on 2026-JUL-20.

Leadership and Engagement

Leadership and engagement is a strong area of progress under the HHAP that will be primarily addressed through the Alignment Project. The HHAP priorities are embedded within the governance terms of reference, working group mandates, and reporting processes, ensuring alignment between local action and provincial and federal programs.

A core commitment under the HHAP is reconciliation and Indigenous leadership, which sets a goal that at least 51% of members across governance tables be Indigenous or from Indigenous-led organizations, this goal has been formally adopted within the HRLT governance structure. SFN is recognized as a leader within the governance structure, helping guide priorities and decision-making based on Indigenous perspectives and community needs.

In addition to governance leadership, the City has worked directly with SFN to support culturally appropriate housing and homelessness responses on reserve. Through City facilitation of provincial funding under the Strengthening Communities Services Program in 2021 and 2022, the City and SFN delivered 12 temporary housing units, six scattered-site housing units, an Indigenous-led homelessness outreach team, and cultural safety training for the City's Community Safety Officers. These initiatives were coordinated and administered by

the City, and without this facilitation role, the funding would not have been available to support this work. City Staff also attend meetings with SFN and BC Housing to help advance housing for First Nations.

Leadership and engagement have also been strengthened through the formal inclusion of people with lived and living experience of homelessness, whose input through advisory and engagement tables helps inform priorities, system improvements, and accountability. Overall, the Alignment Project has established an inclusive leadership structure that supports collaboration, shared responsibility, and informed decision-making, providing a strong foundation for advancing HHAP priorities.

Prevention

Prevention has become an increasingly important focus of the HHAP. The goal of prevention is to help people remain housed and avoid homelessness before a crisis occurs, recognizing that early intervention is more effective and less costly than emergency response.

Under HHAP, the City has supported prevention-focused system improvements through advocacy and active participation in the Alignment Project, including efforts to advance coordinated access and shared data systems led by senior governments. The City's role has focused on supporting local implementation, improving coordination, and advocating for approaches that better identify housing risks early and strengthen local responses.

The City has also implemented other practical, front-end supports that stabilize housing including a rent supplement program, support for the Nanaimo Region Rent Bank, and other eviction-prevention measures such as the Rental Tenant Relocation Assistance Project, which supports tenants displaced by redevelopment or major renovations.

In 2025, the City funded 213 rent supplements, supporting 324 individuals and families to remain housed in the private rental market. During the same period, 96 rent bank loans were issued, assisting 272 individuals and families to manage short-term financial challenges and maintain housing.

Prevention efforts have also strengthened through improved coordination across City departments. Social Development and Emergency Management work together to support residents facing housing loss due to emergencies such as fires. This approach was demonstrated during the Value Lodge Motel tenant relocation, where approximately 45 residents were displaced. City staff coordinated extended stabilization supports and worked with provincial ministries, Indigenous partners, and community organizations to prevent residents from becoming homeless.

Additional City-led prevention measures support longer-term health and stability goals identified in the HHAP. Through the 2026 Social Development Grant Program, the City funded the Nanaimo Brain Injury Society to deliver concussion-prevention workshops in schools, recognizing the link between brain injury and housing instability. The Nanaimo Youth Resilience Strategy also supports youth at risk, with the City distributing Building Safer Communities federal funding to food security, housing and service navigation, health initiatives, and social

services. The 2025 Point-in-Time Count identified 54 youth experiencing homelessness, reinforcing the importance of early intervention and prevention supports for young people.

Collectively, these City-implemented prevention measures represent some of the highest-impact and most cost-effective investments under the HHAP. By helping people remain housed and stable, prevention reduces pressure on emergency services, shelters, and downstream systems, while supporting better outcomes for individuals, families, and the broader community.

Complex Needs Capability

The community continues to strengthen how it supports people with complex needs through a range of coordinated services and programs. These efforts focus on individuals facing multiple, overlapping challenges, including homelessness, poor health, mental health or substance use issues, and safety concerns.

Nanaimo Acute Response Table

A key component of this work is the Nanaimo Acute Response Table (N-ART). Hosted by the City, N-ART brings together more than 25 organizations, including housing providers, health services, police, and provincial ministries. Its purpose is to connect individuals facing serious and immediate risks to appropriate supports as quickly as possible, typically within 24 to 48 hours, helping address situations where services might otherwise be fragmented or slow to respond.

The Hub

Another important element of the HHAP's approach to complex needs was the Hub, which served as the Navigation Centre identified in the HHAP. The Hub provided a centralized, low-barrier location where people with complex needs could access housing, health, and social supports in one place. During its short period of operation, the Hub helped 54 individuals with very high needs move into housing. The closure of the Hub has created a gap, particularly for people requiring ongoing navigation across multiple systems, highlighting the need for stable and sustained access to navigation services.

Encampment and Extreme Weather Response

Additional supports include the City's participation in BC Housing's HEART and HEARTH programs, including coordinated responses to encampments. Where gaps remain, the City's Social Development team continues to provide coordination and support, including facilitating meal services when indoor meal spaces and shelter beds are limited. The team also works interdepartmentally with Emergency Management and Recreation & Culture to support people during extreme cold and heat events through transportation, supplies, information, and access to indoor warming or cooling spaces.

Health Services

Health services for people with complex needs are also expanding. Island Health has introduced a new team focused on addiction medicine and substance use in Nanaimo. Services will include medical treatment, withdrawal support, and care for people with co-occurring physical and mental health needs. These services will

be delivered from the new Wellness and Recovery Centre at 250 Albert Street, which will also include a Rapid Access Addiction Clinic and a wound care clinic, and will serve as the operations base for Substance Use Services Outreach and Primary Care Outreach teams. These services will operate alongside existing Island Health outreach programs, including the Community Outreach Response Team and Perinatal Outreach Teams. The centre is expected to open in summer 2026.

Community Policing Program

The City also supports people with complex needs through the Community Policing Program, delivered in partnership with the Nanaimo RCMP. While this program existed prior to HHAP, the City has since leveraged provincial grant funding to expand the program, including the addition of a second patrol vehicle, increasing outreach, visibility, and safety in areas most impacted by homelessness and social disorder.

Community Safety Officers

In parallel, the City has created and expanded the Community Safety Officer (CSO) program from 12 to 22 officers and leveraged federal funding to strengthen overdose response and community support. This included the purchase of three new trucks equipped with medical equipment, allowing CSOs to provide life-saving assistance while awaiting emergency health responders. CSOs also participate directly in the N-ART and BC Housing vacancy-matching tables, supporting coordinated housing placement and service connection for individuals with complex needs.

Together, these investments have enhanced the City's complex-needs response capacity and supported safer outcomes for individuals and the broader community.

Poverty Reduction

The HHAP recognizes the strong connection between homelessness and poverty. While income supports and poverty-reduction policies largely fall within senior-government responsibilities, the City plays an important role in supporting poverty reduction through a range of local programs, partnerships, and advocacy efforts.

Examples of this work include the City's Leisure Economic Access Pass (LEAP) program, which allows low-income households to access leisure and recreation opportunities that support physical, social, and emotional well-being. The City has also provided direct funding support to Loaves and Fishes to operate a warehouse that improves food distribution for low- and moderate-income households across the community.

In addition, the City provides ongoing funding to the Nanaimo Prosperity Corporation to support local economic development and employment opportunities, recognizing the role of stable income and economic participation in preventing housing insecurity.

Recent regional efforts supporting poverty reduction also include free transit rides for youth, implemented by the Regional District of Nanaimo beginning in the summer of 2026, helping reduce transportation barriers for young people accessing education, employment, and services.

Council also continues to advocate for strengthened health care, housing, public safety, and homelessness supports to meet the needs of a growing community and to support Nanaimo as a healthy and thriving place to live.

Health and Housing Investments Supporting HHAP Priorities

Progress under the HHAP has been supported by substantial investments from all orders of government since its adoption in 2021, funding both capital projects and program-level initiatives that advance HHAP priorities and respond to growing housing and homelessness pressures.

Table 1 summarizes housing and homelessness-related investment in Nanaimo between 2021 and 2025. This includes funding provided directly by the City, as well as provincial and federal funding that supported local initiatives. The table includes provincial and federal grant funding administered by the City, such as the Strengthening Communities Services Program, Building Safer Communities funding, and revenues from the Online Accommodation Platform (OAP) fund, along with investments delivered by BC Housing and the Reaching Home program, which are not administered by the City. The table reflects both capital investment and program funding but does not include program funding provided by other government ministries or agencies as part of their ongoing operations, contributions from nonprofit community partners, or indirect costs associated with policing, fire, or other emergency responses.

Table 1 – Health and Housing Investments Supporting HHAP Priorities (2021 - 2025)

Funding Source	Capital Investment (Housing & Infrastructure)	Program Investment (Health & Housing Services)	Total
City of Nanaimo ¹	3,294,329 ²	6,503,663	\$9,797,992
Reaching Home (Designated City of Nanaimo Funding - (Federal Government) <i>*April 1, 2021, to March 31, 2025</i>	0	7,614,776	\$7,614,776
Development Cost Charges (DCC) Waivers and Reductions	921,956	NA	\$921,956
Online Accommodation Platform (OAP) Fund	750,000	599,000	\$1,349,000
Other Federal and Provincial Grants ³	261,039	4,011,809	\$4,272,848
BC Housing (Province of BC) <i>*April 1, 2021, to March 31, 2025</i>	<i>(Information unavailable at publication; updates to be provided on addendum)</i>	<i>(Information unavailable at publication; updates to be provided on addendum)</i>	<i>(Information unavailable at publication; updates to be provided on addendum)</i>
Total	\$5,227,324	\$18,729,248	\$23,956,572

**Totals subject to change with addendum updates.*

Attachment C provides a detailed summary of City-funded health and housing initiatives, as well as provincial and federal grants including OAP funds administered by the City in support of HHAP priorities.

Current Gaps and Constraints

While meaningful progress has been made across all HHAP pillars, several persistent and emerging constraints continue to limit overall systems outcomes.

¹ Annual allocations to the Housing Legacy Reserve are not included as City investments in this table, as the reserve serves as a funding source for future health and housing initiatives.

² City totals exclude long-term lease agreements with BC Housing for 285 Prideaux Street, 1425 Cranberry Avenue and 354 Haliburton, which are not direct costs but limit future revenue opportunities.

³ Figures exclude emergency-response funding administered by the City for the Province's Ministry of Emergency Management and Climate Readiness.

Funding Stability

Funding stability remains the most significant challenge. Many core initiatives, including the Hub, HEART, and HEARTH, rely on short-term or time-limited funding. While this has enabled progress, it also creates uncertainty, limits long-term planning, and increases the risk of service disruption when funding ends.

Recent provincial funding changes have intensified these pressures. Capital funding for some projects planned under BC Housing's Community Housing Fund has been reduced or deferred. The supported rent supplement program combining private-market assistance with supports has been discontinued, and emergency assistance through the Ministry of Social Development and Poverty Reduction is now limited to once per year.

Funding stability is also a concern for the City. Funding for temporary staffing enhancements within the Social Development team are time limited, which affects the City's ability to sustain participation in key system planning tables, including the HRLT and local backbone coordination long term. These roles are important, as most other system-planning partners on the local backbone team, aside from SFN, are provincial organizations and do not represent local municipal interests. System-coordination work requires approximately eight hours per week of Staff time, excluding preparation and required follow up work.

Operator and Workforce Capacity

Non-profit, Indigenous, and service-delivery partners are operating at or near capacity. This affects housing delivery, service quality, data collection, staff retention, and the ability to expand or sustain programs. Reliance on short-term and seasonal funding often results in staff layoffs, leading to a loss of experience, continuity, and relationship-based knowledge.

Provincial and Federal Alignment

Coordination with provincial and federal partners continues to improve through the Alignment Project; however, many HHAP actions depend on decisions outside municipal control. These include capital funding approvals, health and mental-health investments, income supports, and program eligibility rules across multiple ministries and departments. Staffing reductions at senior-government levels have also contributed to more siloed responses in certain areas.

Non-Market Housing Supply

The delivery of non-market and complex-care housing continues to be constrained by limited availability of serviced land and lengthy project timelines. These timelines are often extended by the need to assemble multiple funding sources, including government grants, subsidized loans, land contributions, cross-subsidies, and community donations. Several permanent supportive housing projects have experienced funding delays or deferrals, reinforcing the structural limits on the pace at which new housing supply can be delivered.

Data, Transparency, and Outcome Tracking

There are ongoing gaps in data access and public reporting. While information will be collected through shared systems and local tracking using HIFIS, there is currently no publicly accessible, near real-time reporting on homelessness, housing outcomes, or overall system performance. These systems are administered by senior governments. While agreements are in place to support local data sharing, this structure limits the City's ability to directly access and report on data in a timely and transparent manner.

Equity and Disproportionate Impacts on Indigenous Peoples

Ongoing data, including the 2024 Homeless Point-in-Time Count Homelessness Survey (PIT) and the City's Housing Needs Assessment, shows a persistent over-representation of Indigenous peoples among those experiencing homelessness. While Indigenous peoples make up approximately 8.2% of Nanaimo's population, more than one-third of individuals experiencing homelessness identify as First Nations, Métis, or Inuit in the PIT count. Many also report histories of foster care involvement and intergenerational trauma linked to residential schools and child welfare systems, reflecting the continued impacts of colonialism and systemic inequities on housing stability and health outcomes.

Funding Context and Options to Address HHAP Gaps and Constraints

Considering the progress under the HHAP and the gaps and pressures that remain, Council is asked to consider how available funding could be allocated to stabilize existing services, strengthen prevention and response efforts, and address priority gaps identified through the HHAP implementation.

In addition to ongoing annual OAP funding and regular contributions to the Housing Legacy Reserve Fund to support affordable housing initiatives, the City has access to two sources of one-time funding that could be used to address priority gaps:

1. *Remaining Systems Planning Organization (SPO) Funds*
\$188,995 in City allocated SPO funds remains available, in addition to the approximately \$490,000 in SPO funding to be returned to the City.
2. *Municipal Homelessness Funding from the Special Initiative Reserve*
The City has also set aside funds within the Special Initiative Reserve to support homelessness-related programs and initiatives. The current available balance for homelessness initiatives within the Special Initiative Reserve is \$375,000.

Together, these funding sources represent approximately \$1,053,995 that could be directed toward addressing current HHAP priorities, subject to Council direction. These funds are limited and intended for one time or time-limited use. Council direction on how to allocate these funds will shape the City's ability to address immediate pressures while supporting longer-term system improvements.

The following options are provided for Council's consideration and reflect different strategic approaches to addressing the identified gaps, including focusing on complex needs, strengthening prevention, supporting non-

market housing supply, advancing system priorities through the Alignment Project or maintaining local system coordination capacity. Each option addresses different aspects of the system and may have varying levels of impact depending on Council priorities. The options may be combined or phased.

Attachment D offers a quick-reference summary of the funding options, the gaps and constraints they address, and potential programs and initiatives.

Option A — Enhance Complex Needs Capability

This option focuses on supporting individuals with the highest and most complex needs.

Possible investments include:

- Capital support to re-establish a Hub or Navigation Centre, including purchase or renovation costs, providing centralized access to housing, health, meals, and support services.
- Seasonal warming services during winter months if a permanent Hub is not feasible in the short term.

When operational, the Hub acted as the Navigation Centre identified in HHAP and demonstrated strong outcomes:

- 54 individuals with very complex needs were housed, many of whom did not typically access services.
- An average of 82 unique individuals accessed daytime services daily, increasing to approximately 130–140 individuals per day during inclement weather.
- Nearly 400 unique individuals accessed overnight shelter services.

Option B — Enhance Prevention Initiatives

This option focuses on preventing homelessness before crisis occurs.

Potential investments include:

- Additional rent supplements, rent bank or housing stabilization supports, in response to provincial cuts to the supported rent supplement program and limits on crisis assistance. Additional funding could be allocated to the City's Rent Supplement programs or the Nanaimo Region Rent Bank.
- Expanded prevention supports for youth, building on the Nanaimo Youth Resilience Strategy as federal funding concludes, and responding to findings from the Housing Needs Report and 2025 Point-in-Time Count identifying youth as a vulnerable and growing group.
- Additional funding for Social Development Grants to support organizations addressing poverty, housing stability, social inclusion, and equity. Annual funding has remained at \$85,000 since 2017, while demand continues to exceed available resources. Remaining funds could be used as a time-limited top-up (one-time or multi-year).
- Support for poverty-reduction initiatives, specifically a food-security systems strategy, aligned with City Plan and the Integrated Action Plan with a focus on vulnerable populations:
 - Create a working group focused on emergency food response and distribution (IAP C3.4.9).
 - Conduct a food security needs assessment for emergencies (IAP C3.4.10).

Option C — Capital or Site Readiness Supports for Non-market Housing

This option focuses on unlocking or accelerating housing projects.

Possible investments include:

- Capital contributions to support City and BC Housing partnership projects that are over budget or delayed, including the City's existing commitment towards the works and services required at 1030 Old Victoria Road (estimated City's portion is between \$1,000,000 to \$1,500,000, to be determined by final design. A funding source for this cost has not yet been identified).
- Strategic contributions to projects previously considered under BC Housing's discontinued Community Housing Fund that require limited local funding to proceed.
- Rebuilding the Housing Legacy Reserve to support future non-market housing.
- Establishing a grant program to offset Development Cost Charges for non-profit housing providers that deliver non-market housing projects, helping to make these projects are viable.

Option D — Support Alignment Project Deliverables

This option supports priorities identified by the Alignment Project and HRLT.

Potential uses include:

- Funding small-scale pilot projects or identified gaps emerging from the Alignment Project and recommendations from the HRLT.
- Supporting the implementation of actions outlined in the upcoming Community Homelessness Response Plan, which the HRLT is preparing for submission to the federal government by 2026-MAY-30.

Option E — Systems Coordination Capacity

This option focuses on maintaining local capacity for coordination and planning.

Possible investments include:

- Extending temporary staffing capacity within the Social Development team beyond the current end date of 2028-JAN-15, supporting continuity, knowledge retention, relationship-building, and longer-term systems planning. This would be time limited staffing capacity based on the remaining available funds.
- Limited start-up or facilitation costs for specific system-planning initiatives or working groups, while avoiding duplication of provincially and federally led structures already in place.

Based on Council's discussion and direction, Staff would return with a subsequent report outlining more detailed cost estimates, implementation considerations, and anticipated outcomes for any options Council wishes to pursue further.

COMMUNICATION AND COMMUNITY ENGAGEMENT

There are no statutory notification requirements associated with this report, the progress of the HHAP, or the funding options presented.

The HHAP was developed through extensive community engagement, including input from Indigenous partners, people with lived and living experience, service providers, senior governments, and community organizations. This engagement shaped the priorities and actions in the HHAP.

ALIGNMENT WITH CITY PLAN

The report is aligned with the following City goals:

- A Healthy Nanaimo: Community Wellbeing and Livability
 - C3.1 Community Safety & Security
 - C3.2 Affordable Housing
 - C3.4 Food Security
- An Empowered Nanaimo: Reconciliation, Representation and Inclusion
 - C4.1 Truth & Reconciliation
 - C4.2 Equity and Inclusivity
- A Prosperous Nanaimo: Thriving and Resilient Economy
 - C5.2 Human, Social, & Environmental Capital

ALIGNMENT WITH COUNCIL'S STRATEGIC PRIORITIES

The report is aligned with the following Council Strategic Framework priorities:

- Implementing City Plan Action Plans and Key City Management Plans
- Social, Health and Public Safety Challenges

OPTIONS

1. That the Governance and Priorities Committee recommend that Council:
 1. Select the preferred option(s) outlined in the report titled "Health and Housing Action Plan: Progress Update and Funding Options", dated 2026-MAY-11, to address identified gaps and constraints in the Health and Housing Action Plan implementation, using available funds from the former Systems Planning Organization and the Special Initiative Reserve; and,
 2. Direct Staff to return to Council with a subsequent report providing detailed information for the selected option(s), including proposed initiatives, budget requirements, implementation considerations, timelines, and anticipated outcomes.
 - The advantages of this option: Gives flexibility for Council to focus on the most urgent gaps identified in the Health and Housing Action Plan. It allows decisions to be informed by clear cost estimates, and timelines expected before commitments are made, supporting transparency and accountability.

- The disadvantages of this option: Does not result in immediate program expansion, as Staff will require time to prepare detailed proposals for the selected options. In addition, available funding is limited and time-bound, meaning not all identified gaps can be fully addressed.
- Financial Implications: The recommended approach uses existing, non-recurring funding from remaining Systems Planning Organization funds and the Special Initiative Reserve. No new taxes or borrowing are proposed, and detailed financial impacts will be brought forward once Council selects preferred options.

2. That the Governance and Priorities Committee provide alternate direction. |

KEY MESSAGES

1. Meaningful progress has been made under the Health and Housing Action Plan, with core governance, coordination, prevention, and housing responses taking place; however, ongoing gaps remain related to funding stability, operator and workforce system capacity, non-market housing supply, and data and transparency outcomes.
2. The dissolution of the Systems Planning Organization and changing senior-government funding environments have created new opportunities and constraints, prompting Council's consideration of how remaining System Planning Organization funds and funds set aside in the Special Initiative Reserve can best address priority gaps under the Health and Housing Action Plan.
3. Council is being asked to provide direction on funding priorities, with options that focus on complex needs capability, prevention, nonmarket housing, alignment with provincial and federal initiatives, and system coordination, with Staff returning with further detail based on Council's identified priorities. |

ATTACHMENTS

ATTACHMENT A: Link to Health and Housing Action Plan

ATTACHMENT B: Health and Housing Action Plan Progress Summary Table

ATTACHMENT C: City of Nanaimo Health and Housing Related Investments 2021 to 2025

ATTACHMENT D: Health and Housing Action Plan Funding Options Summary Table |

Authored by:

Christy Wood
Manager, Social Development

Deanna Walker
Senior Financial Analyst |

Concurrence by:

Lisa Brinkman
Manager, Community Planning

Dave LaBerge
Director, Public Safety

Wendy Fulla
Director, Finance

Jeremy Holm
Director, Planning and Development

Laura Mercer
General Manager, Corporate Services

Lisa Bhopalsingh
General Manager, Community Services & Deputy CAO

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ATTACHMENT A

Link to “Nanaimo’s Health and Housing Action Plan”:

[Nanaimo's Health and Housing Action Plan](#)

ATTACHMENT B

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY	
PRIORITIES	STATUS
1. System Coordination	
1.1 Create a Community-Based Governance Committee	<p>Status: In place</p> <p>A local backbone team operates through the Alignment Project to coordinate governance, information-sharing, and system alignment across partners. Backbone members include BC Housing, United Way BC, Housing, Infrastructure and Communities Canada, Snuneymuxw First Nation, the City of Nanaimo, Mid-Island Métis, and Tillicum Lelum.</p>
1.2 Call key partners to action formally to identify areas to support the Action Plan, including capacity to resource funding needs identified.	<p>Status: In place</p> <p>HHAP priorities have been incorporated into the Alignment Project and embedded in the Homelessness Response Leadership Table (HRLT) terms of reference. Senior governments and potential funders, including the Nanaimo Foundation, are represented at the HRLT.</p>
1.3 Create a Health & Housing Governance Board to act as a strategic multi-stakeholder leadership table representing diverse sectors and perspectives at the decision-making level.	<p>Status: In place</p> <p>The Homelessness Response Leadership Table (HRLT) has been established through the Alignment Project and functions as the system-level leadership table. Approximately 40 organizations are represented, spanning housing, health, justice, Indigenous governments, and social services.</p>
1.4 Secure the \$18.5M needed for Year 1 rollout through the Funders' Table.	<p>Status: Partially complete</p> <p>Significant housing and homelessness investments were secured between 2021 and 2025 across all orders of government. While no formal funders' table was created, key funders are represented and engaged through the HRLT.</p> <p>Health and Housing Priority Related Investments (2021 – 2025)</p> <ul style="list-style-type: none"> ○ City of Nanaimo - \$9,797,992 ○ DCC Waivers or Reductions - \$921,956 ○ Online Accommodation Platform Fund - \$1,349,000 ○ Other Federal and Provincial Grants - \$4,272,848 ○ BC Housing (Province of BC) - <i>(Information unavailable at publication; updates to be provided on addendum)</i> ○ Reaching Home (Federal Government) - \$ 7,614,776 <i>*April 1, 2021, to March 31, 2025</i>

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
1.5 Revamp the Coalition on Health & Housing (previously the Nanaimo Homeless Coalition) to support service provider coordination at the delivery levels, advancing common priorities.	Status: In place Service provider coordination now occurs through the HRLT, Systems Improvement Table, and working groups established under the Alignment Project governance structure.
1.6 Create Health & Housing Lived Experience (LivEx) Circles that involve people with lived experiences in the health and housing support system in the design and ongoing consultation about services and housing.	Status: In place A lived and living experience table operates under the Alignment Project governance structure, led by United Way BC as the Reaching Home Community Entity, with support from AIDS Vancouver Island – Nanaimo.
1.7 Create a Health & Housing Systems Planner Organization to support Plan implementation activities and ecosystem coordination efforts.	Status: Ceased / Superseded The Systems Planning Organization ceased operations in 2025. System planning and coordination continue through the Alignment Project using a collective-action governance model supported by a local backbone team.
1.8 Advance an Integrated Funding Model in partnership with core funders to support common priorities through the creation of a Funders' Table to maximize resources and impact. b. Create & organize Funders Table for Integrated Funding Model.	Status: Partially complete While a dedicated funders' table has not been formally established yet, key provincial, federal, Indigenous, municipal, and community funders are represented within the HRLT and participate in funding alignment discussions.
1.9 Develop and implement a community-wide integrated data management strategy to drive Plan progress. c. Develop and implement a community-wide integrated data.	Status: In progress United Way BC, in partnership with BC Housing, is leading the implementation of HIFIS. HIFIS operates as a working group within the Alignment Project governance structure, with community rollout underway.
1.91 Explore a Social Innovation Fund to advance creative solutions in the ecosystem. d. Management strategy to drive Plan progress.	Status: Not advanced No social innovation fund has been established.

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
2. Diverse Housing Options	
<p>» Support and bolster existing efforts in the community to increase access to affordable housing</p>	
<p>2.1 Secure \$28.4M capital funding/land to create:</p> <p>» 90 units of permanent supportive housing;</p> <p>» 70 units of transitional housing;</p> <p>» 20 units of affordable housing.</p>	<p>Status: Partially complete</p> <p>Permanent Supportive Housing:</p> <ul style="list-style-type: none"> • 22 complex-care housing units to be delivered at 1850 Boxwood Road • 60 supportive housing units planned at McKenzie Avenue <p>*Projects in development and/or operating between 2021 and 2025 from 2019 MOU with BC Housing:</p> <ul style="list-style-type: none"> ○ 285 Prideaux Street - 51 units ○ 702 Nicol Street - 59 units ○ 355 Nicol Street - 35 units (coming soon) <p>Temporary and Transitional Housing:</p> <ul style="list-style-type: none"> • 12 Temporary Housing Units on SFN Reserve Lands • 6 Scattered Housing Sites on SFN Reserve Lands • 59 units at 1030 Old Victoria Road (HEARTH) • 50 units at 1300 Island Highway (HEARTH) <p>Affordable Housing (Target: 20 units)</p> <ul style="list-style-type: none"> • Several housing projects identified following the implementation of HHAP are now on hold due to reductions to BC Housing’s Community Housing Fund. <p>*Projects in development and/or operating between 2021 and 2025 from community partnerships and 2019 MOU with BC Housing:</p> <ul style="list-style-type: none"> ○ 6010 Hammond Bay Road – 53 units ○ 1125 Seafield Crescent (Phase One) – 62 units ○ 2345 Kenworth Road – 40 units ○ 1125 Seafield Crescent (Phase Two) – 62 units

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
	<ul style="list-style-type: none"> ○ 1435 Cranberry Avenue – 42 units (coming soon) ○ 564 Fifth Street – 199 units (coming soon) <p>Housing progress is tracked through legislated Housing Target Orders, with ongoing City and BC Housing collaboration to advance future sites.</p>
2.2 Secure \$33.6M to operate 635 new program spaces and serve 4,308 people over 5 years.	<p>Status: In progress</p> <p>A community-wide systems map is under development to track program types and service capacity. This work is led through the Systems Improvement Table under the Alignment Project to support coordinated planning and system performance.</p>
2.3 Encourage the City’s ongoing implementation of 2018 Affordable Housing Strategy actions for incentives and enablers to facilitate affordable housing.	<p>Status: In progress / Ongoing</p> <p>Affordable Housing Strategy actions continue to be implemented and monitored through Community Planning, using zoning tools, incentives, land-use policies, tenant protections, rent supports, and land acquisition strategies to support housing delivery. The list below provides projects in progress or completed to date:</p> <ul style="list-style-type: none"> ● Social Services Management Mapping Project tool to support social supports and housing placement and avoid concentration – in progress ● Rental Tenant Relocation Assistance Project - in progress ● BC Builds Missing Middle Housing Project – in progress ● Nonmarket housing permissive tax exemption ● Market and affordable housing % ratio tracked by Community Planning ● Density Bonus for rental housing in Zoning Bylaw ● Allow secondary suites in duplexes ● Require all short-term rental operators to display their business license ● Updated the Zoning Bylaw to improve the ability to enforce illegal short-term rentals ● Allow four housing units on all residential properties in the City (SSMUH) ● Developed land acquisition strategy ● Work with BC Housing to support the development of non-market housing ● Revised Schedule D in the Zoning Bylaw to allow a density bonus for non-market housing

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
	<ul style="list-style-type: none"> • Updated the Housing Legacy Reserve Fund Bylaw • Developed a Manufactured Home Community Relocation Assistance Policy • Created an inventory of non-market housing in the City – in progress • Provided support to a rent bank and rent supplement program • City wide Parking Review and Bylaw Update – in progress • Developed a Property Management Strategy 2024 to guide land acquisition decisions
2.4 Track the affordable housing pipeline using technology in real time to enable reporting and public accountability.	<p>Status: Limited / In progress The housing pipeline is tracked internally by City staff. Exploration of GIS-based tools for public reporting is underway, subject to data availability and privacy requirements.</p>
2.5 Explore a Community Investment Campaign to drive capital and coordinated builds/investments with community, government and private sector partners.	<p>Status: In progress The Housing Nanaimo Working Group and Nanaimo Foundation are engaged to explore private, philanthropic, and community investment opportunities aligned with housing priorities.</p>
2.6 Create appropriate, accessible, and culturally-competent housing options across the housing spectrum for individuals with diverse needs, with an emphasis on integrated supportive housing models that include substance use and mental health support, treatment, and recovery options.	<p>Status: In place / Ongoing City partnerships with BC Housing support a range of diverse housing models. Housing Needs Assessment findings are used to identify priority populations and advocate for culturally appropriate and accessible housing options.</p>
2.7 Explore opportunities to increase permanent supportive housing and transitional housing, rapid re-housing, shelter, detox treatment, and inpatient treatment beds to meet Plan goals with Island Health, BC Housing, provincial, federal, municipal, private sector, and service provider partners.	<p>Status: In progress City Staff engage regularly with BC Housing and Island Health to identify opportunities to expand supportive housing and improve access to health services. Service coordination and system impacts are monitored through the Alignment Project and HIFIS implementation.</p>

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
2.8 Enact engagement strategies and programs to improve Housing & Health Equity in market housing.	Status: Not advanced No specific housing and health equity strategies have been implemented for the market housing sector.
2.9 Establish a formal and informal landlord engagement and collaboration strategy to encourage participation in housing programs, to prevent evictions, minimize damage, and reduce discrimination.	Status: Partially complete Informal landlord engagement occurs through City projects and non-profit housing providers; however, no formal City-wide landlord engagement strategy has been established.
2.9.2.7 Encourage creation of homeownership grants/supports for low-income households.	Status: Not advanced No homeownership programs or funding opportunities have been identified.
2.93 Expand rent supplement programs for market units.	Status: In place The City has established rent supplement programs delivered in partnership with non-profit agencies, with ongoing funding between 2024 and 2026.
2.94 Explore policy approaches and advocacy strategies around short-term rental policies to protect affordability for renters, such as rent control and vacancy control measures	Status: In place Short-term rental regulations were introduced in 2021 and updated in 2024 to align with provincial legislation, including enforcement enhancements through zoning bylaw amendments.
2.95 Ensure housing suitability for people with diverse physical and cognitive abilities.	Status: In place / Ongoing Accessibility and universal design principles are embedded in City Plan policies, zoning initiatives, development guidelines, and provincial building code requirements. The City's Advisory Committee on Accessibility and Inclusiveness provides ongoing input.
3. Leadership and Engagement	
» Develop annual public communication plans based on main priorities	
3.1 Develop annual public communication plans based on main priorities and milestones.	Status: In progress A communication plan related to the Alignment Project and local homelessness response is under development by the local backbone team. HHAP priorities are embedded in HRLT work plans and governance, and the <i>Surviving in Nanaimo</i> guide is maintained and distributed by City Staff to support access to information on available services.

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
3.2 Create mechanisms for regular or continuous community and service user feedback with a focus on reaching service users with diverse experiences.	<p>Status: Partially complete</p> <p>Community and service-user feedback is collected informally through service providers and partner organizations. Relevant feedback will be reviewed through the Systems Improvement Table to inform coordination, service quality, and system-level improvements.</p>
3.3 Promote transparency and accountability through near real-time success tracking.	<p>Status: In progress</p> <p>Performance tracking occurs through existing systems and partner reporting. HIFIS implementation is underway and expected to improve consistency and transparency of system-level reporting.</p>
3.4 Leverage the strengths, experiences, and contributions of diverse groups across the community to champion plan priorities.	<p>Status: In place / Ongoing</p> <p>Perspectives of people with lived and living experience are incorporated within Alignment Project communications and governance to support accountability and community-informed decision-making.</p>
<p>3.5 Create a Health & Housing LivEx Circle to provide regular input on implementation Membership:</p> <p>3.51 Target 51%+ of membership to include Indigenous representation.</p> <p>3.52 Include additional membership for representation across diverse ages, genders, races, sexual orientations, physical and cognitive abilities, lived experiences, and intersectionality.</p>	<p>Status: In place</p> <p>A lived and living experience table operates within the Alignment Project governance structure, led by United Way BC with support from community partners. The table reflects HHAP's commitment to diverse representation, including Indigenous-led participation. City Staff also attend meetings with SFN and BC Housing to help advance housing for First Nations.</p>
3.6 Create informal and formal mechanisms for LivEx input on plan priorities and implementation, outside the Health & Housing LivEx Circle.	<p>Status: In place</p> <p>The Alignment Project governance structure includes direct pathways for lived-experience input to both the HRLT (strategic direction) and the Systems Improvement Table (operational improvements).</p>

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
3.7 Support the development of an Interfaith Action Council to coordinate the faith communities long-standing role in supporting members of the community seeking support.	<p>Status: Partially complete City staff support coordination with faith-based leaders related to meal provision, food security, and emergency shelter support for vulnerable individuals.</p>
3.8 Provincial and federal advocacy strategy	<p>Status: In place / Ongoing The City continues active advocacy to senior governments on housing, health, homelessness, and public safety. Advocacy priorities are guided by the Council Strategic Framework.</p>
3.9 Conduct a policy scan to determine existing and forthcoming government policies that relate to the action plan.	<p>Status: In place / Ongoing Provincial and federal partners participate in the HRLT and Alignment Project, providing policy updates and alignment with funding and program directions.</p>
4. Prevention	
4.1 Develop and support a holistic and integrated health and housing spectrum that leverages new and existing services and wrap-around supports across diverse needs that is person-centred across the prevention continuum; implement an Integrated Coordinated Access (ICA) model that connects the residents of Nanaimo to community services, based on individual needs and preferences.	<p>Status: In progress Coordinated Access and HIFIS implementation led by senior governments is underway and is expected to improve early identification of housing risks, service coordination, and understanding of gaps and strengths across the prevention continuum.</p>
4.2 Develop ICA model, service blueprints, and guidelines for new and existing community-wide service provider coordination.	<p>Status: In progress BC Housing is leading ICA coordination using the Alignment Project governance structure. Local case-conferencing tables support centralized intake, shared assessment, vacancy matching, and prioritization based on need.</p>
4.3 Continue to advance online systems map for early intervention, screening, and systems navigation use.	<p>Status: In progress A Nanaimo systems map is being developed through the Alignment Project with federal, provincial, municipal, housing, and service partners to clarify access points, workflows, and system gaps.</p>

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
4.4 Improves access to help by launching a Navigation Centre [see Complex Needs Capability. 5.3] and other access sites for Integrated Coordinated Access in libraries, community centres, and recreation facilities as sites of navigation.	<p>Status: Partially complete</p> <p>The Hub operated as a Navigation Centre providing access to housing, health, and social supports, with funding from the federal government, City, and BC Housing. Relocation efforts are underway following closure.</p>
4.5 Increase digital navigation capacity across the community, including schools and education partners.	<p>Status: In place / Ongoing</p> <p>Schools provide digital navigation support to students, and City staff maintain and distribute the <i>Surviving in Nanaimo</i> guide to support accurate service navigation.</p>
4.6 Improve access to supports, through systems navigators, to connect children, young people, and families to supports that promote lifelong health and wellbeing.	<p>Status: In place / Ongoing</p> <p>The Nanaimo Youth Resilience Strategy and City-funded programs support youth at risk in navigating services that promote long-term health, safety, and wellbeing. In addition, youth serving agencies such as BGC Central Vancouver Island provide navigation supports to youth and their families.</p>
4.7 Support brain development and trauma learning with educators, parents, and caregiver.	<p>Status: In place</p> <p>City Social Development grant funding supports year-round concussion and brain-injury prevention workshops in schools, delivered by the Nanaimo Brain Injury Society. Ongoing supports are needed to carry on this work post 2026.</p>
5. Complex Needs Capability	
5.1 Support the creation of a Navigation Centre [see Prevention: 4.4] bringing together diverse key services for the complex needs group along with basic services (showers, food, etc.). It acts as an entry point into the coordinated system where assessment, intervention can start. Indigenous cultural supports are embedded, trauma-informed, person-centred.	<p>Status: Partially complete</p> <p>The Hub operated as the Navigation Centre identified in HHAP, providing centralized access to housing, health, and social supports with embedded cultural supports. Between January 2025 and March 2026, 54 individuals were connected to housing through the Hub. The Hub tracked usage and demographic data and maintained a By-Names List. Following closure, City staff continue to support relocation efforts.</p>
5.2 Create and resource Health & Housing Intervention Teams [HHIT] to support clients	<p>Status: In place / Ongoing</p> <p>BC Housing’s Encampment Action and Response Team supports people experiencing</p>

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
immediately with 140 new net spaces in Year 1, in leveraging existing health and housing supports	chronic homelessness and prioritizes individuals into HEARTH housing using a By-Names List. 109 HEARTH temporary housing units have been created.
5.3 Leverage the HHITs to provide immediate access to drinkable water and sanitation methods, including hand sanitizers and soap; explore more permanent access points including drinking fountains.	Status: In place / Ongoing The City provides public information on water and washroom access through GIS mapping and funds shower programs for unsheltered individuals. CSOs, Island Health, Indigenous partners, and outreach teams provide water, hygiene support, and navigation using City-developed resources.
5.4 Leverage peer networks to support vulnerable community members as trained navigators and natural supports.	Status: In progress Peer support is provided through community organizations, including AIDS Vancouver Island – Nanaimo. Lived-experience input is also incorporated through the Alignment Project governance structure. The Nanaimo Community Action Team is re-establishing with new priorities.
5.5 Advance a complex needs capability approach across the community that ensures consistent practices across services, and improve outcomes for clients with complex needs, including intergenerational trauma, homelessness, mental health, substance misuse, systems involvement, poverty, and discrimination	Status: In progress A complex-needs capability approach is being reviewed and advanced through the Systems Improvement Table under the Alignment Project, with a focus on consistency, coordination, and outcomes.
5.6 Operate the Complex Needs Action Tables to support people with specific attention to those experiencing homelessness, exploitation and/or violence, vulnerable seniors, youth, mental health, and addictions.	Status: In place / Ongoing The City coordinates and facilitates the Nanaimo Acute Response Table (N-ART) to support individuals at high or elevated risk, with risk tracking data collected. N-ART is formally connected to the Alignment Project and has engaged 113 individuals since 2023. Additional working groups address specific risks, including human trafficking.
5.7 Create service provider training modules that create a common, community-wide understanding of the causes and consequences of complex needs.	Status: In place / Ongoing National and local training resources support service-provider understanding of complex needs, trauma, mental health, substance use, and homelessness, with ongoing onboarding and skill development.

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
5.8 Support community health and safety through proactive planning, partnerships, and community wide prevention.	Status: In place / Ongoing Upstream prevention and community health initiatives are supported through partnerships, including the Community Health Network, funded by Island Health and aligned with social determinants of health.
5.9 Support the creation and implementation of a Community Addiction & Mental Health Strategy.	Status: Partially addressed While no standalone local strategy has been implemented, elements are addressed through City initiatives, Island Health services aligned with provincial direction, and partner programs including the Nanaimo Community Action Table.
5.9.3 Develop psychiatrist and psychologist community recruitment and retention plan to address changing needs of community regarding complex mental health and addictions.	Status: Not advanced No known community-level recruitment or retention plan has been developed.
5.9.4 Address targeted violence and harassment against people experiencing unsheltered homelessness.	Status: In progress City Staff and community partners are participating in the Strong Cities Network Peer Academy to develop a local project addressing online hate and violence.
5.9.5 Explore Restorative and Diversion-based Justice Models to tackle social disorder challenges.	Status: In place / Ongoing The City provides annual funding to support restorative justice programming, delivered by community partners, focused on diversion and trauma-informed responses.
6. Poverty Reduction	
6.1 Develop a Poverty Reduction Strategy aligned with the strategies set forth in TogetherBC/2024 Poverty Reduction Strategy, and based on community needs and priorities	Status: Not advanced Provincial funding to support the development of local poverty reduction strategies is no longer available.
6.2 Determine short-term actions that can be implemented prior to the execution of a complete Poverty Reduction	Status: Not advanced No short-term actions have been formally identified outside of existing programs.

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
6.3 Leverage the Integrated Needs Assessment to develop a Poverty Reduction Strategy that brings together all community efforts related to Poverty Strategy.	Status: Not advanced No formal integrated poverty reduction strategy has been developed based on the Integrated Needs Assessment.
6.4 Explore demand for programming and supports that improve the economic equity and health of residents now and in future generations	Status: Not advanced No new opportunities identified beyond existing community and senior-government programs.
6.5 Enhance programs to support citizens with obtaining financial and other benefits to which they are entitled.	Status: In place / Ongoing Income, benefit, and identification supports are delivered by senior governments and community partners, including Ministry of Social Development and Poverty Reduction services, BC Housing HEART workers, and federal constituency offices assisting seniors and low-income residents.
6.6 Explore demand for low-income tax clinics to improve access to returns and government benefits.	Status: In place / Ongoing Free tax clinics are offered by community organizations, including the Nanaimo Disability Resource Centre, Volunteer Nanaimo, Vancouver Island University Student Union, and Vancouver Island Regional Library.
6.7 Increase financial, employment, and life-skill training support.	Status: In place / Ongoing A range of employment, training, and life-skills supports are provided by Service BC, WorkBC, post-secondary institutions, and community agencies serving youth, adults, and people with disabilities.
6.8 Support Community Economic Development through initiatives, advocacy, and social infrastructure development	Status: In place / Ongoing The City supports community economic development through ongoing monitoring, annual State of the Economy reporting, and funding for the Nanaimo Prosperity Corporation to attract investment, support local businesses, and strengthen employment opportunities.
6.9 Explore the social and economic impacts of a Living Wage in Nanaimo; consider sector specific impacts of COVID-19.	Status: In place / Ongoing Living Wage analysis for Nanaimo is conducted annually by Vancouver Island University and informs understanding of affordability and income pressures.

HEALTH AND HOUSING ACTION PLAN PROGRESS SUMMARY

PRIORITIES	STATUS
6.91 Leverage private sector contributions and leadership from local businesses through a jointly-funded, Community Corporate Social Purpose Strategy.	<p>Status: Not advanced No jointly funded Community Corporate Social Purpose Strategy has been established.</p>
6.92 Advocate for policy changes in social assistance, minimum wage, employment standards, levying of taxes, and tax credit delivery for income security.	<p>Status: Partially complete Advocacy related to social determinants of health and income security occurs through partner organizations, including the NOW Community Health Network, alongside ongoing senior-government advocacy by the City.</p>

***Status Definitions:** *In place* – implemented; *In progress* – work underway; *Partially complete* – some elements implemented; *In place / Ongoing* – implemented and continuing; *Limited* – activity occurring with constraints; *Not advanced* – not progressed; *Ceased / Superseded* – ended and replaced by another approach.

ATTACHMENT C

CITY OF NANAIMO HEALTH AND HOUSING INVESTMENTS AND ADMINISTERED FUNDS	2021-2025
Capital Investment (Housing & Infrastructure)¹	
Temporary Housing Units: Site Servicing (SFN Reserve Lands)	35,000
1030 Old Victoria Road (HEARTH & Permanent Supportive Housing Property Purchase)	3,185,768
Community Safety Officers (Vehicles)	73,561
Total²	\$ 3,294,329
Program Investment (Health & Housing Services)	
Day Time Drop In Centres (i.e. Warming Centres and Hub)	1,176,134
Nanaimo Region Rent Bank	90,000
Nanaimo Acute Response Table	8
Rent Supplement Program	35,000
Extreme Weather Shelters and Support Programs	509
Food Security and Breakfast Program	505
Community Safety Officer Program	5,201,508
Total	\$ 6,503,663
Development Cost Charges Waivers and Reductions	
Non-Market Housing DCC Reductions	921,956
Total	\$ 921,956

¹ Annual allocations to the Housing Legacy Reserve are not included as City investments in this table, as the reserve serves as a funding source for future health and housing initiatives.

² City totals exclude long-term lease agreements with BC Housing for 285 Prideaux Street, 1425 Cranberry Avenue and 354 Haliburton, which are not direct costs but limit future revenue opportunities.

CITY OF NANAIMO HEALTH AND HOUSING INVESTMENTS AND ADMINISTERED FUNDS	2021-2025
Administered Funds (Capital & Program Investments from Federal and Provincial Grants, and Online Accommodation Platform Funding)	
Building Safer Communities Grant (Nanaimo Youth Resilience Strategy)	1,577,575
Daytime Warming Centre Supports	250,000
Temporary Housing Units (SFN Reserve Lands)	1,475,173
Extreme Weather Shelters & Support Programs	272,006
1030 Old Victoria Road Capital Cost Share (HEARTH)	750,000
Community Policing Volunteer Program Expansion	21,962
Food Security & Breakfast Program	252,132
SFN Hulit Lelum's Homeless Outreach Team	78,900
Nanaimo Acute Response Table	30,000
Nanaimo Region Rent Bank	299,000
Rent Supplement Program	300,000
CSO Emergency Treatment Fund Grant (Medical Equipment and IT Supports)	54,061
Emergency Treatment Fund (3 New Ford Lightning Trucks)	258,539
Emergency Treatment Fund (New EV Charger Stations SARC)	2,500
Total³	\$5,621,848
Total Funds Invested and Administered	<u>\$ 16,341,795</u>

³ Figures exclude emergency-response funding administered by the City for the Province's Ministry of Emergency Management and Climate Readiness.

ATTACHMENT D

HEALTH AND HOUSING ACTION PLAN FUNDING OPTIONS		
OPTIONS	Gaps and Constraints	POTENTIAL PROGRAMS AND INITIATIVES
Option A – Enhance Complex Needs Capability	Address gaps related to funding stability, operator and workforce capacity, service continuity, and lack of centralized navigation and basic need access for people with the highest and most complex needs.	<ol style="list-style-type: none"> 1. Capital support to re-establish a Hub or Navigation Centre, including purchase or renovation costs; and/or 2. Seasonal warming services if a permanent Hub is not feasible in the short term.
Option B – Enhance Prevention Initiatives	Addresses gaps related to funding stability, operator and service capacity, and growing demand for housing stabilization and poverty-reduction supports, particularly for youth and households at risk of homelessness.	<ol style="list-style-type: none"> 1. Housing stabilization supports, including expanding rent supplements and rent bank including operator staffing capacity to expand delivery. 2. Expanded youth homelessness prevention, building on the Nanaimo Youth Resilience Strategy and working to address findings for youth in 2025 PiT Count. 3. Increased Social Development Grants funding (maintained at \$85,000 annually since 2017) to better respond to rising community demand for programs focused on poverty reduction, housing stability, inclusion, and equity. 4. Advancing poverty-reduction initiatives, including development of a food-security systems strategy focused

HEALTH AND HOUSING ACTION PLAN FUNDING OPTIONS		
OPTIONS	Gaps and Constraints	POTENTIAL PROGRAMS AND INITIATIVES
		on emergency food response and coordinated distribution, aligned with City Plan and the Integrated Action Plan and prioritizing vulnerable populations.
Option C – Capital or Site Readiness Supports	Addresses gaps related to funding stability, non-market and supportive housing supply, site availability, and project delays caused by constrained senior-government capital programs and limited local funding.	<ol style="list-style-type: none"> 1. Capital contributions to support City and BC Housing partnership projects that are delayed or over budget, helping unlock provincial and federal funding. 2. Strategic contributions to housing projects previously considered under BC Housing’s discontinued Community Housing Fund that may require limited local funding to proceed. 3. Rebuilding the City’s Housing Legacy Reserve to support future non-market housing projects, recognizing recent reductions due to limited Online Accommodation Platform funding. 4. Establishing a grant program to offset Development Cost Charges for non-profit housing providers to deliver non-market housing projects, helping to make these projects viable.
Option D – Support Alignment Project Deliverables	Addresses gaps related to funding stability and capacity, and data-informed decision-making.	<ol style="list-style-type: none"> 1. Funding small-scale pilot projects or addressing priority gaps identified through the Alignment Project and

HEALTH AND HOUSING ACTION PLAN FUNDING OPTIONS		
OPTIONS	Gaps and Constraints	POTENTIAL PROGRAMS AND INITIATIVES
		<p>recommended by the Homelessness Response Leadership Table (HRLT).</p> <p>2. Supporting implementation of actions in the Community Homelessness Response Plan, being prepared by the HRLT for submission to the federal government by 2026-MAY-30.</p>
Option E – Systems Coordination Capacity	Addresses gaps related to funding stability, municipal system-planning capacity, knowledge continuity, and coordination risks, including data, transparency, and outcome-tracking challenges driven by reliance on temporary staffing.	<p>1. Extending temporary staffing capacity within the City’s Social Development team beyond 2028-JAN-15 to support continuity, knowledge retention, relationship-building, and longer-term systems planning.</p> <p>2. Funding limited start-up or facilitation costs for targeted system-planning initiatives or working groups, with caution to avoid duplication of provincially or federally led structures already in place through the Alignment Project.</p>



1



2



Health & Housing Action Plan: Where We Are Now



System Coordination

- ✓ Alignment Project
 - Homelessness Response Leadership Table (HRLT)
 - Local Backbone Team
 - Systems Improvement Table
 - Vacancy and Housing Placement Table
 - Working Groups (HIFIS, Hub Relocation, CAB, Encampment Response, etc.)

- ✓ Realignment of SPO functions and funding to enhance City staffing capacity to advance HHAP actions and participate in systems coordination



Page 3 of 24

3



Health & Housing Action Plan: Where We Are Now



Diverse Housing Options

- ✓ HHAP Permanent Supportive Housing Targets (90 units)
 - Complex-care Housing - 22 units
 - Supportive Housing - 60 units (coming soon)

- * Projects in development and/or operating between 2021 and 2025 from 2019 MOU with BC Housing
 - 285 Prideaux Street - 51 units
 - 702 Nicol Street - 59 units
 - 355 Nicol Street - 35 units (coming soon)



Page 4 of 24

4

CITY OF NANAIMO

Health & Housing Action Plan: Where We Are Now

 HHAP Temporary and Transitional Housing Targets (70 units)

- 12 Temporary Housing Units (SFN)
- 6 Scattered Housing Sites (SFN)
- 1030 Old Victoria Road (HEARTH) - 59 units
- 1300 Old Island Highway - 50 units



**Diverse Housing
Options
Continued**



Page 5 of 24

5

CITY OF NANAIMO

Health & Housing Action Plan: Where We Are Now

 HHAP Affordable Housing Targets (20 units)

* Projects in development and/or operating between 2021 and 2025 from community partnerships and 2019 MOU with BC Housing:

- 6010 Hammond Bay Road - 53 units
- 1125 Seafeld Crescent (Phase One) - 62 Units
- 2345 Kenworth Road - 40 units
- 1125 Seafeld Crescent (Phase Two) - 62 units
- 1435 Cranberry Avenue - 42 units (coming soon)
- 564 Fifth Street - 199 units (coming soon)



**Diverse Housing
Options
Continued**



Page 6 of 24

6

CITY OF NANAIMO

Health & Housing Action Plan: Where We Are Now



✓ Affordable Housing Strategy - Completed Projects

Amended the Zoning Bylaw to:

- Allow four housing units on 20,000+ residential properties
- Improve enforcement of short term rentals
- Allow density bonus for rental and non-market housing
- Allow secondary suites in duplexes and single family homes

Diverse Housing Options Continued



Page 7 of 24

7

CITY OF NANAIMO

Health & Housing Action Plan: Where We Are Now



✓ Affordable Housing Strategy - Completed Projects Continued

To support the development of non-market housing:

- BC Housing MOU
- DCC reductions for non-market housing
- Property tax exemptions for non-market housing
- Created an inventory of non-market housing in the City
- Completed a land acquisition strategy
- Updated the Housing Legacy Reserve Fund Bylaw

Other housing initiatives:

- Developed a 'Manufactured Home Community Relocation Assistance Policy'
- Completed a 2023 and 2024 Housing Needs Report
- Applied for federal and provincial funding for health and housing

Diverse Housing Options Continued



Page 8 of 24

8

Current Housing Initiatives



Diverse Housing Options Continued

- BC Builds Partnership
- BC Housing Partnerships
- Zoning Bylaw Update
- Pre-zone land for non-market housing
- Woodgrove Area Plan
- Tenant relocation assistance project
- Parking Bylaw Update
- Streamline building permit approvals
- DCC Reductions for non-market housing
- Housing Target Order data and reporting



Page 9 of 24

9

City of Nanaimo: Role & Responsibilities

What the City directly controls

Land-use planning and policy (OCP, zoning, density)

Local regulatory tools (e.g. development cost charges, amenity contribution)

What the City does not control

- Health care system
- Income supports (e.g., income assistance, disability rates)
- Rent regulation or rent caps
- Major capital funding for non-market and supportive housing

Development approvals (rezoning, development permits, building permits)



What the City influences and enables

Partnerships with BC Housing, non-profits, and other senior governments

Advocacy for provincial and federal funding and policy alignment

Land contributions or land-use flexibility for non-market housing



Page 10 of 24

10

City Housing-Related Roles & Teams

Council

- Advocacy for health and housing
- Allocation of City funds for health and housing

Public Safety

- Social Development
 - Local capacity for coordination and systems planning
- Homelessness prevention and response
- Rent supports, rent bank programs, and housing stability initiatives
- Fire Inspections

Real Estate

- Management and disposition of City-owned land
- Land contributions or partnerships for non-market housing

Finance

- Administration of the Housing Legacy Reserve Fund
- Manages funding contracts related to non-market housing projects
- Grant applications and management of funds

Planning & Development

- Community Planning (OCP policy, Housing Needs Report, etc.)
- Current Planning (Rezoning, development permits, etc.)
- Building Department (Building permit applications)
- Engineering (sidewalk, water, and sewer connections to new development)

Engineering

- Infrastructure and Transportation



Page 11 of 24

11



Health & Housing Action Plan: Where We Are Now



- ✓ Alignment Project
 - HHAP Priorities – Terms of Reference
- ✓ Snuneymuxw First Nation Leadership and Participation
- ✓ Engagement with People with Living/ed Experience

Leadership & Engagement



Page 12 of 24

12

CITY OF NANAIMO

Health & Housing Action Plan: Where We Are Now



Prevention

-  Coordinated Access and HIFIS Implementation
-  Rent Supplement Program
-  Nanaimo Region Rent Bank
-  Improved coordination between City departments to support prevention
-  Social Development Grant Program
-  Nanaimo Youth Resilience Strategy

In 2025
324 individuals and families supported through rent supplements alone





Page 13 of 24

13

CITY OF NANAIMO

Health & Housing Action Plan: Where We Are Now



Complex Needs Capability

-  Nanaimo Acute Response Table (N-ART)
-  BC Housing HEART and HEARTH Program
-  HUB
-  Extreme Weather Response
-  Addictions Medicine and Substance Use Team - Island Health
-  Wellness and Recovery Centre - Island Health
-  Community Policing and Neighbourhood Supports
-  Community Safety Officers



Page 14 of 24

14



Health & Housing Action Plan: Where We Are Now



**Poverty
Reduction**

-  City Leisure Economic Access Pass (LEAP)
-  Social Development Grants
-  Nanaimo Prosperity Corporation
-  Transportation Supports - Regional District of Nanaimo
-  Council Advocacy

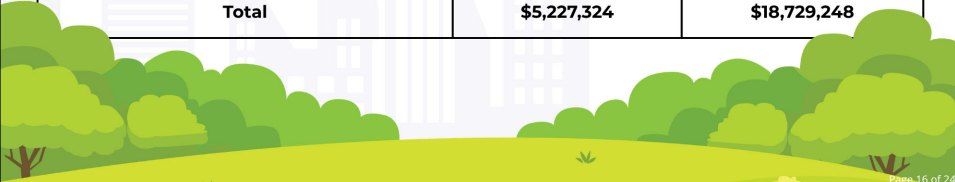


Page 15 of 24

15

Investments Supporting Health and Housing Priorities

Funding Source (2021 - 2025)	Capital Investment	Program Investment
City of Nanaimo	3,294,329	6,503,663
Reaching Home (Designated City of Nanaimo funding)	0	7,614,776
Development Cost Charges (DCC) Waivers and Reductions	921,956	NA
Online Accommodation Platform Fund	750,000	599,000
Other Federal and Provincial Grants	261,039	4,011,809
BC Housing	Information unavailable at publication; updates to be provided on addendum	
Total	\$5,227,324	\$18,729,248




Page 16 of 24

16


CITY OF NANAIMO

Current Gaps & Constraints


Funding Stability




Operator and Workforce Capacity




Provincial and Federal Alignment




Non-Market Housing Supply



Data, Transparency, and Outcome Tracking



Equity and Disproportionate Impacts on Indigenous People



Page 17 of 24

17

CITY OF NANAIMO

Funding Context


In addition to ongoing annual OAP funding and regular contributions to the Housing Legacy Reserve Fund to support affordable housing initiatives, the City has access to two sources of one-time funding that could be used to address priority gaps:

Funding Source	Funds Available
Remaining Systems Planning Organization (SPO) Funds*	678,995
Special Initiative Reserve (Homelessness-related programs and initiatives)	375,000
Total	\$1,053,995


*Estimate

Page 18 of 24


18

 **Health & Housing Action Plan
Funding Options**


Options	Potential Programs and Initiatives
Option A - Enhance Complex Needs Capability	<ul style="list-style-type: none"> • Capital support to re-establish a Hub or Navigation Centre, including purchase or renovation costs; and/or • Seasonal warming services if a permanent Hub is not feasible in the short term




19

 **Health & Housing Action Plan
Funding Options**

Options	Potential Programs and Initiatives
Option B - Enhance Prevention Initiatives	<ul style="list-style-type: none"> • Housing stabilization supports including expanding rent supplements and rent bank • Expand youth homelessness prevention • Increased Social Development Grants funding • Advancing poverty-reduction initiatives

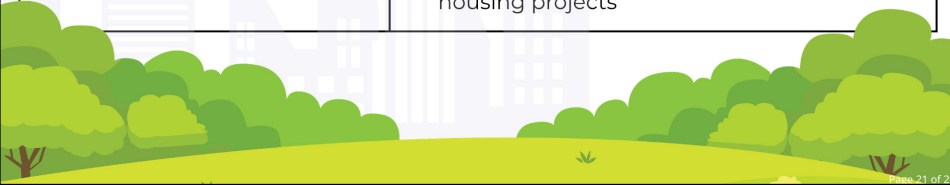


20




Health & Housing Action Plan Funding Options

Options	Potential Programs and Initiatives
Option C - Capital or Site Readiness Supports	<ul style="list-style-type: none"> Capital contributions to support City and BC Housing partnership projects Contributions to housing projects under BC Housing's discontinued Community Housing Fund Rebuilding the City's Housing Legacy Reserve Establish a grant program to offset Development Cost Charges for non-market housing projects




Page 21 of 24

21




Health & Housing Action Plan Funding Options

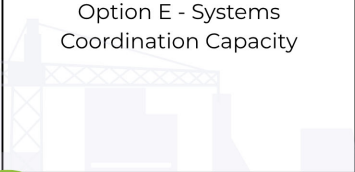
Options	Potential Programs and Initiatives
Option D - Support Alignment Project Deliverables	<ul style="list-style-type: none"> Funding small-scale pilot projects or addressing priority gaps identified through the Alignment Project and recommended by the Homelessness Response Leadership Table (HRLT) Supporting implementation of actions in the Community Homelessness Response Plan

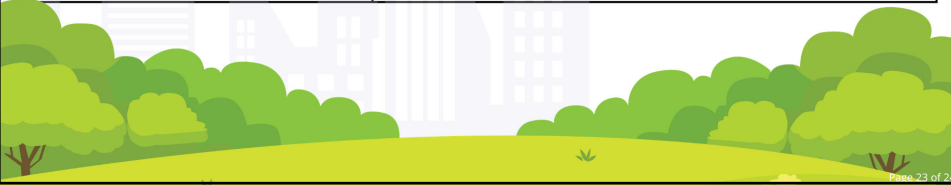


Page 22 of 24


22


 **Health & Housing Action Plan
Funding Options**

Options	Potential Programs and Initiatives
Option E - Systems Coordination Capacity 	<ul style="list-style-type: none">• Extending temporary staffing capacity within the City's Social Development team beyond 2028-JAN-15• Funding limited start-up or facilitation costs for targeted system-planning initiatives



23

 **Questions?**



24