



MINUTES

GOVERNANCE AND PRIORITIES COMMITTEE MEETING

Friday, October 31, 2025, 9:00 A.M.
Shaw Auditorium, Vancouver Island Conference Centre
80 Commercial Street, Nanaimo, BC

- Members:
- Councillor P. Manly, Chair
 - Mayor L. Krog
 - Councillor T. Brown (vacated at 11:33 a.m.)
 - Councillor H. Eastmure
 - Councillor B. Geselbracht (entered at 9:11 a.m.)
 - Councillor E. Hemmens
 - Councillor J. Perrino* (disconnected at 9:08 a.m., entered at 11:02 a.m.)
- Absent:
- Councillor S. Armstrong
 - Councillor I. Thorpe
- Staff:
- D. Lindsay, Chief Administrative Officer
 - L. Bhopalsingh, General Manager, Community Services/Deputy Chief Administrative Officer
 - L. Mercer, General Manager, Corporate Services
 - B. Sims, General Manager, Engineering and Public Works
 - S. Gurrie, Director, Legislative Services
 - J. Holm, Director, Planning and Development
 - D. LaBerge, Director, Public Safety
 - L. Brinkman, Manager, Community Planning
 - J. Rose, Manager, Transportation
 - C. Wood, Manager, Social Planning
 - F. Mah, Transportation Engineer
 - W. Mann, Property Services Agent
 - N. Sponaugle, Strategic Initiatives Advisor
 - A. Chanakos, Recording Secretary

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

1. CALL THE MEETING TO ORDER:

The Governance and Priorities Committee Meeting was called to order at 9:00 a.m.

2. APPROVAL OF THE AGENDA:

It was moved and seconded that the agenda be adopted. The motion carried unanimously.

3. ADOPTION OF THE MINUTES:

It was moved and seconded that the minutes of the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC, on Monday, 2025-JUL-14 at 1:00 p.m. be adopted as circulated. The motion carried unanimously.

4. AGENDA PLANNING:

(a) Upcoming Topics and Initiatives

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

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.

It was moved and seconded that the Governance and Priorities Committee approve the "Upcoming Topics and Initiatives" provided in the agenda package. The motion carried unanimously.

Councillor Perrino disconnected from the meeting at 9:08 a.m.

5. REPORTS:

(a) Healthy Nanaimo:

(1) Supervised Consumption Site at 250 Albert Street

Introduced by Lisa Bhopalsingh, General Manager, Community Services and Deputy Chief Administrative Officer.

Presentation:

1. Dr. Reka Gustafson, Chief Medical Health Officer, Dr. Tribesty Nguyen, Resident Physician and incoming Medical Health Officer for Nanaimo and Oceanside, Julie Lajeunesse,

Executive Director, Addiction Medicine and Substance Use, Dana Leik, Director Clinical Service Delivery, Mental Health and Substance Use, and Amanda Lemon, Director Clinical Service Delivery, Mental Health and Substance Use, Island Health, provided an on-screen presentation included in the agenda package.

Councillor Geselbracht entered the Shaw Auditorium at 9:11 a.m.

Dr. Tribesty Nguyen, Resident Physician and incoming Medical Health Officer for Nanaimo and Oceanside, Island Health, advised the following.

- The unregulated drug crisis was declared in 2016
- “Counts” are not a reliable method to compare the number of overdose deaths between communities, as larger communities will consistently have larger “counts” compared to smaller communities
- “Rates” are expressed in terms of the number of overdose deaths per hundred thousand people in any given year, and are a more accurate way to compare communities
- To estimate the current year’s “rate,” annualized figures are calculated based on data collected to date. This approach allows for a projection of the full year’s rate and enables comparison with previous years
- Nanaimo falls in the median range of overdose deaths compared to other Health Authorities in BC
- Since 2016, the rate of overdose deaths in Nanaimo has been approximately double that of the provincial average in BC

Committee discussion took place regarding the majority of overdose deaths taking place in private homes.

Dr. Tribesty Nguyen, Resident Physician and incoming Medical Health Officer for Nanaimo and Oceanside, Island Health, continued the presentation and noted that recent data shows an increase in alcohol hospitalizations in Nanaimo, with the majority of those hospitalizations originating from the downtown area.

Amanda Lemon, Director Clinical Service Delivery, Mental Health and Substance Use, Island Health, continued the presentation and advised that construction is underway at 250 Albert Street to create a wellness and recovery centre. The facility will offer mental health and substance use services and will continue to operate as an overdose prevention site (OPS). Construction is expected to be complete in Spring 2026 and Island Health is in the process of determining additional Island Health partners to be incorporated into the site.

Dana Leik, Director Clinical Service Delivery, Mental Health and Substance Use, Island Health, continued the presentation and advised that the Substance Use Service Outreach (SUSO) Team and the Primary Care Outreach (PCO) Team will be located at the site. The SUSO Team will provide connection points for people interested in recovery options and the PCO Team will have a van to allow for mobile outreach work.

Amanda Lemon, Director Clinical Service Delivery, Mental Health and Substance Use, Island Health, continued the presentation. Highlights included:

- A Rapid Access Addiction Clinic (RAAC) will be added to the site which consists of a multi-disciplinary team of nurses, addiction recovery workers, peer support, nurse practitioners and physicians. The clinic will be open seven days a week and will operate as a walk-in service
- The goal of the RAAC is to divert people from the emergency room who need support with needs such as missed doses and prescriptions. Services will be provided in the community and on site
- Treatment areas will also be incorporated to help further divert emergency room visits
- The site will have separate entrances and exits to keep the OPS and treatment services separate

Dr. Tribesty Nguyen, Resident Physician and incoming Medical Health Officer for Nanaimo and Oceanside, Island Health, continued the presentation, noting the different

services provided by the OPS, and advised that between July 2024 and July 2025, 1,960 deaths were prevented due to intervention by take-home Naloxone (THN), observed consumption services or opioid agonist treatment (OAT).

Amanda Lemon, Director Clinical Service Delivery, Mental Health and Substance Use, Island Health, continued the presentation. Highlights included:

- Island Health is working on multiple initiatives under the Province's Road to Recovery umbrella, including several bed-based services
- Island Health is consistently meeting with community partners to determine ways to mitigate risks to the surrounding community
- Removal of OPS services would lead to increased substance use in the area

Discussion took place. Highlights included:

- The goal of the site is to provide access before and after traditional work hours and be operational approximately 10 to 12 hours a day, based on staffing availability
- Drop-in warming centre services will not be provided; however, clients are able to remain indoors while receiving various services
- Having additional staff on site will help mitigate congregation in the area around City Hall, and assist clients in locating additional services at other locations
- Social housing and access to universal high-quality childcare are important interventions that can help reduce the likelihood of falling into addiction
- Treatment is a complex condition that requires significant intervention, and outcomes are not always reliable or successful
- Prevention is the key focus for solving addiction
- Anoxic brain injury, resulting from Naloxone, is an emerging health issue and many of the current supportive services are not equipped to meet the needs of people experiencing this condition

- Prescribed alternatives, often referred to as “safe supply”, are medications provided by Island Health through prescription
- OAT is used to help respond to the physiological symptoms of withdrawal and cravings
- The reduction in overdose deaths observed in 2019 was attributed to the success in harm reduction interventions; however, circumstances changed for many during the pandemic, causing a sharp increase in deaths
- Clinicians attending the OPS can assist individuals in the surrounding areas; however, this is dependant on factors such as staffing levels, crowd size and behaviour
- The Community Safety Officers (CSOs) have been heavily focussed on assisting individuals immediately outside the OPS. Island Health staff can support the CSOs by engaging and offering services, but are unable to provide enforcement services or force people to relocate from the area
- Concerns regarding the discontinuation of the take-home safe supply

The Governance and Priorities Committee recessed the Meeting at 10:40 a.m.

The Governance and Priorities Committee reconvened the Meeting at 10:52 a.m.

(b) Connected Nanaimo:

(1) Parking Review and Bylaw Update - Recommendations

Introduced by Bill Sims, General Manager, Engineering and Public Works.

Fraser Mah, Transportation Engineer, provided an overview of the report included in the agenda package.

Presentation:

1. Dan Casey, Transportation Planner, Urban Systems, provided an on-screen presentation included in the agenda package and advised the following:
 - Complete mobility involves planning for both driving and multi-modal transportation needs

- Transportation Demand Management (TDM) is currently an incentive for developers; however, the proposed bylaw updates would require TDM measures be implemented to allow for reduced parking in Urban Centres
- Recommended a requirement to provide cycling end-of-trip facilities, including showers, changerooms and lockers to encourage active transportation

Councillor Perrino entered the Shaw Auditorium at 11:02 a.m.

- Direction was sought from the committee on the following items:
 - Implementing parking supply maximums
 - Reducing minimum parking requirements within 200m of a defined bus rapid transit or bus frequent transit corridor
 - Requiring TDM in Urban Centres and Transit-Adjacent Lands
- Bus rapid transit is a planning designation; however, it does not currently have the level of transit service that City Plan envisions for the future
- It is difficult to envision development with reduced parking when improved transit is not provided to these areas
- Transit passes, end-of-trip cycling facilities and developer contribution to car share services are not fully in place in Nanaimo, making it difficult to implement TDM

Committee discussion took place. Highlights included:

- Currently, Urban Centres are primarily retail centred. City Plan re-envisioned these areas from large-format commercial uses into mixed-use higher density areas, and implementing parking maximums would help achieve this goal
- Eliminating parking minimums would continue to include accessible parking requirements and loading requirements
- Parking regulations are intended to limit the level of regulation and minimums in place. Limiting parking

minimums would offer greater flexibility for developers regarding parking supply

Committee and Staff discussion took place regarding the possibility of expanding recommendation VPS-2 to include bus rapid transit and bus frequent transit in order to help reduce reliance on vehicles, and the challenges around implementing this goal due to the level of transit service currently being provided.

It was moved and seconded that the Governance and Priorities Committee recommend that Council endorse all recommendations contained in the Nanaimo Parking Review and Bylaw Recommendations and Actions Report, prepared by Urban Systems, dated October 2025, except recommendations VPS-2, VPS-3 and TDM-1. The motion carried unanimously.

Committee and Staff discussion took place. Highlights included:

- A 150% parking maximum is generous as most developments are unlikely to exceed this amount due to the cost of providing parking
- Reducing parking minimums was implemented to allow the market to decide how much parking is necessary. Implementing parking maximums would be creating another regulation against the market
- Recommendations brought forward regarding curbside management and on-street parking are intended to mitigate spillover of vehicles from high-density developments with lower amounts of parking
- There is no fixed rate of parking throughout the City as a whole, and varies based on location within the City, number of bedrooms in each unit, and the walkability score of the neighbourhood

It was moved and seconded that the Governance and Priorities Committee recommend to Council that VPS-2 (to introduce a maximum number of parking spaces permitted for developments in the Primary and Secondary Urban Centres) be incorporated as part of the upcoming bylaw update. The motion carried unanimously

Councillor Brown vacated the Shaw Auditorium at 11:33 a.m.

Committee discussion took place regarding reducing parking requirements for all types of development located near bus frequent transit and bus rapid transit corridors, rather than only limiting multi-family residential uses.

It was moved and seconded that the Governance and Priorities Committee recommend to Council that VPS-3 (to allow for a 25% reduction in required parking within 200m of bus frequent transit and bus rapid transit corridors with additional transit-specific Transportation Demand Management required proposed for multi-family residential uses) be incorporated as part of the upcoming bylaw update.

It was moved and seconded that the motion be amended to read: “that VPS-3 (to eliminate parking minimums within 200m of bus frequent transit and bus rapid transit corridors with additional transit-specific Transportation Demand Management required) be incorporated as part of the upcoming bylaw update.”

The motion was defeated.

Opposed: *Mayor Krog, Councillors Hemmens, Manly and Perrino*

The vote was taken on the main motion as follows:

It was moved and seconded that the Governance and Priorities Committee recommend to Council that VPS-3 (to allow for a 25% reduction in required parking within 200m of bus frequent transit and bus rapid transit corridors with additional transit-specific Transportation Demand Management required proposed for multi-family residential uses) be incorporated as part of the upcoming bylaw update. The motion carried unanimously.

Committee discussion took place. Highlights included:

- TDM measures help encourage sustainable transportation and complete mobility in urban and mixed-use areas
- Consideration for the City to pool funding to provide larger end-of-trip facilities near transit hubs if a cash-in-lieu option were provided to developers
- Developers would be required to provide TDM measures, or provide cash-in-lieu, in place of providing parking

It was moved and seconded that the Governance and Priorities Committee recommend to Council that TDM-1 (to require baseline Transportation Demand Management measures be provided by developments of a defined size and/or type) be incorporated as part of the upcoming bylaw update. The motion carried unanimously.

It was moved and seconded that the Governance and Priorities Committee recommend that Council direct Staff to prepare the necessary bylaw amendments and policy updates to implement all endorsed recommendations. The motion carried unanimously.

The Governance and Priorities Committee recessed the meeting at 11:52 a.m.

The Governance and Priorities Committee reconvened the meeting at 12:26 p.m.

(c) Healthy Nanaimo: (Continued)

(1) Manufactured Home Community Relocation Assistance Policy

Jeremy Holm, Director, Planning and Development, provided an overview of the report in the agenda package.

Presentation:

1. Lisa Brinkman, Manager, Current Planning, provided an on-screen presentation included in the agenda package and advised the following:

- The goal of the proposed policy is to propose assistance beyond provincial requirements for tenants who are required to move when a property is considered for redevelopment
- Staff are working with a land economist to develop a financial feasibility assessment to determine a developer's capacity to offer compensation to tenants
- The City has approximately 22 Manufactured Home Communities (MHC) with about 1,700 homes
- The purpose of the policy is to ensure rezoning applicants take all possible measures to mitigate impacts for tenants who are displaced

Warren Mann, Property Services Agent, continued the presentation. Highlights included:

- The proposed policy focuses on communications with MHC tenants during the application and redevelopment process, financial compensation for tenants and other relocation assistance when needed
- The proposed policy states that rezoning applicants must give written notice to tenants, provide relocation assistance, host a meeting with tenants and provide ongoing communication throughout the development

process, while providing the City evidence of this communication

- The *Manufactured Home Park Tenancy Act* requires applicants to provide \$20,000 to tenants in addition to any City requirements
- The options for providing relocation assistance are designed to be flexible and would depend on the applicant's ability to fund any additional relocation assistance

Committee and Staff discussion took place regarding developers being required to provide 12 full months notice prior to tenants being required to relocate.

L. Brinkman, Manager, Current Planning, continued the presentation and advised that the financial feasibility analysis is still in draft as it informs several planning projects for the City, including the implications of stacking the costs related to density bonusing, inclusionary zoning, and the new Development Cost Charges.

Justin Barer, Lead – Land Economics Consultant, Urban Systems, continued the presentation advising the following:

- A series of proforma financial analyses were conducted using two MHCs as case studies. Development economics were run on a portion of these two sites to determine homeowner compensation based on average units per acre of land
- Market research was conducted on input costs and revenue opportunities for both townhouse and apartment development models
- Following market research, two approaches for tenant compensation were incorporated into the proformas:
 - Baseline Compensation was based on \$20,000 plus the assessed value of the units, ranging from between \$115,000 and \$260,000 per unit
 - Enhanced Compensation where the overall compensation value is approximately 2.5 times the Baseline Compensation value

Committee and Staff discussion took place regarding the likelihood of any MFC seeing a development application in the

near future due to the Provincial legislation compensation requirements.

L. Brinkman, Manager, Current Planning, continued the presentation and outlined engagement summaries from the Manufactured Home Community Stakeholder Group and the Manufactured Home Park Owners Association.

Committee discussion took place. Highlights included:

- The two MHCs on Metral Drive fall outside the Woodgrove Transit Oriented Area and are zoned as Suburban Neighbourhood
- Due to the difficulty in rezoning MHC properties, economic data has determined that the highest and best use of these properties is to continue operating as an MHC
- There are currently no MHCs going forward for rezoning; however, the City has one application for subdivision of a MHC, and there are conditions similar to those set out in the proposed policy that will protect existing tenants

2. Brian Snyder, Chair, Manufactured Home Community Stakeholder Group, provided a presentation included in the agenda package and advised the following:

- The existing provincial legislation does not adequately support tenants of MHCs, most of which are seniors who would struggle to secure new housing, community and health services if faced with eviction
- Nanaimo has the highest number per capita of homeowners living in MHCs in BC
- The Manufactured Home Community Stakeholder Group provided recommendations for consideration in the proposed policy including:
 - A buyout of two times the assessed or appraised value of the home, whichever is greater
 - An initial payment to the homeowner of 80% within 30 days of the rezoning approval, and the balance payable, secured by covenant, to the homeowner when they vacate the site

- Homeowners provided up to five years to vacate the site
- The average age of manufactured homes is 46 years of age, making them not structurally suitable for relocation
- The average homeowner displaced from an MHC would be unable to secure a mortgage due to unemployment/retirement, current average home prices, and rental costs
- The financial analysis report submitted by Urban Systems notes that homeowner compensation would have a negative impact financially for developers
- Requested that Staff continue to meet with the Manufactured Home Community Stakeholders Group to further consider their recommendations and information provided

Committee discussion took place. Highlights included:

- It is believed that all MHCs in Nanaimo will eventually be redeveloped, so protections need to be put in place to take care of the tenants
- No additional regulations were in place during the redevelopment of the Crispin Bay Mobile Home Park in Surrey and the developer provided a payout of two times the assessed value to the homeowners. This was likely due to the public perception of evicting the current tenants
- Concerns were raised about the proposal to set property buyouts at twice the assessed or appraised value, as this approach may negatively impact the availability of long-term, low-cost housing in the future
- The proposed policy recommendations are designed to benefit both the landowner and the homeowner, should the landowner choose to redevelop the land
- The proposed recommendations would require the developer to pay out 80% of the value of the homes while allowing tenants up to five years to vacate, thus restricting the developer's ability to develop for up to five years

Delegation:

1. Susan Belford, Active Manufactured-Home Owners Society, advised the following:
 - Most MHC tenants are retired, and have chosen to downsize from a single-family home to a manufactured home, while maintaining increased levels of privacy compared to condos and apartments
 - MHCs embody a mutually beneficial relationship between homeowner and landowner; however, this relationship often changes when the landowner opts to redevelop the property
 - Under the current legislation, it is possible for a tenant to be evicted and receive a nominal buyout and no alternate plans for housing
 - The current legislation allows landowners to bargain with each homeowner separately, creating a level of unfairness
 - Sometimes the risk of losing a home can last for years, putting a strain on a tenant's physical and mental health
 - Forced relocation can lead to an unexpected increase in transportation costs, loss of friendships/supports, requirements to find new healthcare providers

Committee discussion took place regarding further consideration of the proposed policy recommendations and the proposed compensation for relocating a manufactured home.

Committee and Staff discussion took place. Highlights included:

- The additional funding proposed in the policy, in addition to the funding required by the province, was based on industry-provided relocation costs and the expectation that some damage would occur during transport
- The proposed policy was designed to have realistic expectations of the landowner that they would be more inclined to follow, rather than the landowner choosing to close the MHC and evict the tenants with no

additional tenant supports, prior to applying for rezoning

- The policy would be reviewed every four years to allow for any necessary changes
- MHCs provide critical affordable housing in a time where affordable housing is scarce
- A first right of refusal in a rezoning application was considered for tenants; however, the Manufactured Home Community Stakeholder Group was not interested in this option

It was moved and seconded that the Governance and Priorities Committee recommend that Council endorse the Manufactured Home Community Relocation Assistance Policy attached to the Staff Report titled “Manufactured Home Community Relocation Assistance Policy”, dated 2025-OCT-31. The motion carried.

Opposed: Councillor Geselbracht

6. QUESTION PERIOD:

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

7. ADJOURNMENT:

It was moved and seconded at 2:09 p.m. that the meeting adjourn. The motion carried unanimously.

CERTIFIED CORRECT:

CHAIR

CORPORATE OFFICER