

Municipality of North Cowichan

Regular Council

AGENDA

Wednesday, December 18, 2024, 5:00 p.m.
Municipal Hall - Council Chambers & Electronically

This meeting which is open to the public, will be conducted in-person in Council Chambers and by video conference using the Cisco Webex platform, and will be streamed live and archived for viewing on demand at www.northcowichan.ca. All representations to Council form part of the public record.

Members of the public may attend the Municipal Hall [7030 Trans-Canada Highway] in person, or join the meeting electronically to participate during the 'Public Input' and 'Question Period' portions of the agenda. Please visit northcowichan.ca/virtualmeeting for instructions on how to connect online or you may dial 1.844.426.4405, enter 1# for English, enter the meeting ID 2773 077 4443, and then enter the meeting password 1111.

Pages

1. CALL TO ORDER

As soon as there is a quorum present after the time specified for the Council meeting, the Mayor shall call the meeting to order. If there is no quorum of Council present within 15 minutes of the scheduled time for the meeting, the Corporate Officer records the names of the members present and those absent, and adjourns the meeting until the next scheduled meeting.

2. APPROVAL OF CONSENT AGENDA

To adopt all recommendations appearing on the Consent Agenda in one motion, without discussion or debate. Included are items that are regular, non-controversial, or routine in nature. Any item may be moved out at the request of any Council member for discussion or debate, before the agenda is approved. Items removed from the Consent Agenda will be placed under New Business, as per Council's [Consent Agenda Policy](#).

Recommendation:

THAT Council approve the Consent Agenda and the recommendations contained therein.

2.1 Items for Decision

All recommendations provided under each of the items listed below will be adopted once the Consent Agenda is approved, unless removed and placed under New Business.

2.1.1 Council Meeting Minutes for Adoption

Purpose: To consider if there were any errors or omissions prior to adopting the minutes of previous meetings of Council.

7 - 12

Recommendation:

THAT Council adopt the minutes of their regular meeting held December 4, 2024.

2.1.2 Economic Development Committee October 18 Meeting Minutes and Recommendations report

13 - 39

Purpose: To report on the Economic Development Committee's recommended updates towards the development of an Economic Development Action Plan.

Recommendation:

THAT Council:

1. accept the Economic Development Committee's recommended updates to the Economic Development Action Plan Strategic Priorities Report as summarized in Appendix 1 of the General Manager, Planning, Development and Community Services report dated December 18, 2024, and attached to the report; and,
2. receive the minutes from the October 18, 2024 Economic Development Committee meeting for information.

2.1.3 Loaves and Fishes Community Food Bank Society re: letter of support

40 - 40

Purpose: To send letters in support of the completion of the Loaves and Fishes Community Food Bank Society's Recovery and Distribution Centre.

Recommendation:

THAT Council authorizes the Mayor to send a letter of support to the Minister of Housing, Infrastructure and Communities, the Minister of Agriculture and Agri-Food, and the Prime Minister's Office urging the Federal Government to provide the necessary \$7.2 million in funding for the completion of the Loaves and Fishes Food Recovery and Distribution Centre.

2.2 Items for Information

All items listed below will be received for information purposes only once the Consent Agenda is approved, unless removed and placed under New Business where Council may consider taking action.

2.2.1 Committee of the Whole Meeting Minutes

41 - 46

Purpose: To receive for information the draft minutes from the November 26, December 3 and December 10, 2024 Special Committee of the Whole meetings.

Recommendation:

THAT Council receive for information the draft minutes from the November 26, December 3 and December 10, 2024 Special Committee of the Whole meetings.

2.2.2	Crofton Outdoor Pool Condition Assessment	47 - 93
	<u>Purpose:</u> To provide Council with a copy of the Building Conditional Assessment of the Crofton Outdoor Pool for information and to provide the next steps.	
	<u>Recommendation:</u> THAT Council receives the Crofton Outdoor Pool Building Condition Assessment report for information.	
2.2.3	Approach to Recognizing Special or Commemorative Days	94 - 100
	<u>Purpose:</u> To provide an overview of North Cowichan’s communication approach to recognizing special or commemorative days.	
	<u>Recommendation:</u> That Council accept this report for information only.	
2.2.4	Ministry of Public Safety and Solicitor General re: Next Generation 9-1-1	101 - 102
	<u>Purpose:</u> To receive the December 5, 2024 letter from the Honourable Garry Begg, Minister of Public Safety and Solicitor General advising of an independent study and investigation under the Police Act into the governance, financial, and operational effectiveness of ECOMM and 911 service provision in BC.	
	<u>Recommendation:</u> THAT Council receive the December 5, 2024 letter from the Honourable Garry Begg, Minister of Public Safety and Solicitor General.	
2.2.5	B.C. Honours and Awards re: call for nominations	103 - 103
	<u>Purpose:</u> to receive the December 10, 2024 letter from the B.C. Honours and Awards Secretariat calling for nominations for the British Columbia’s two top honours – the Order of British Columbia and Medal of Good Citizenship.	
	<u>Recommendation:</u> THAT Council receive the December 10, 2024 letter from the B.C. Honours and Awards Secretariat.	
2.2.6	Letter from Allan Waddy re: request for discounted plots at Mountain View Cemetery	104 - 105
	<u>Purpose:</u> to receive the November 29, 2024 letter from Allan Waddy requesting that Council consider a reduction in the cost of two grave plots in the Veterans section of Mountain View Cemetery.	
	<u>Recommendation:</u> THAT Council receive the November 29, 2024 letter from Mr. Allan Waddy.	

3. APPROVAL OF MEETING AGENDA

3.1 Introduction of Late Items

To consider a late item of business not included in the agenda it must be introduced and approved at the time the agenda is adopted, and placed under New Business.

3.2 Changes to Order of Business

Matters must be taken up in the order that they are listed on the agenda unless changed at this time.

Recommendation:

THAT the agenda be adopted as circulated [or as amended].

4. MAYOR'S REPORT

Mayor's opportunity to make announcements and update Council and the community on various matters which the Mayor has participated in since the last meeting.

5. PUBLIC INPUT ON AGENDA ITEMS

Members of the public shall be provided an opportunity to address Council regarding matters to be considered at the meeting during Public Input. The maximum number of speakers to be heard during the public input period is limited to five, with a maximum of three minutes allotted to each speaker. Members of the public attending the meeting in person must register at least 10 minutes prior to the meeting by signing the sheet posted outside of Council Chambers. Members of the public attending electronically must raise their hand once the meeting has been called to order. Please visit northcowichan.ca/virtualmeeting for instructions on how to raise your hand. Speakers are asked to state their name and residential address when commencing their address to Council.

6. BYLAWS

Bylaws appearing under this section will be listed in order of readings as follows: (a) bylaws for adoption shall appear first, followed by (b) bylaws receiving third reading, then (c) bylaws receiving first and second or first three readings.

6.1 South End Waterworks District Amendment Bylaw No. 3987, 2024, for adoption

106 - 108

Purpose: To consider adoption of South End Waterworks District Amendment Bylaw No. 3987, 2024, which received first three readings December 4, 2024. If adopted, this bylaw proposes to expand the South End Water Local Area Service to include 7570 Mays Road.

Recommendation:

THAT Council adopt South End Waterworks District Amendment Bylaw No. 3987, 2024.

Purpose: To present a zoning amendment bylaw that will:

- update a limited exemption to the natural environment development permit area (DPA 3) to include 3- and 4-unit buildings, and,
- revise a change made in the June 2024 zoning bylaw amendment (Bill 44) by updating the density in the Commercial General Zone (C2) and the Commercial Service Zone (C3).

Recommendation:

THAT Council:

1. gives first and second reading to Zoning Amendment Bylaw No. 3990, 2024; and,
2. directs staff to schedule a public hearing for Zoning Amendment Bylaw No. 3990, 2024.

7. REPORTS

This section includes reports from staff requiring a decision of Council and/or staff presentations. Staff reports for information only are placed in the Consent Agenda.

7.1 Disposition of former RCMP Detachment at 6060 Canada Avenue

114 - 117

Purpose: To seek Council approval to transfer a municipally owned parcel of land located at 6060 Canada Avenue to Cowichan Tribes for \$1,200,000.

Recommendation:

THAT Council approves the transfer of a municipal owned parcel of land located at 6060 Canada Avenue to Cowichan Tribes for a price of \$1,200,000.

7.2 Update on Somenos Lake Health

118 - 137

Purpose: To provide Council with an analysis of the fish kill that occurred in Somenos Lake on August 10, 2024, and an assessment of actions that North Cowichan can take to improve water quality in the lake.

Recommendation:

THAT Council:

1. directs staff to develop an action plan for the five goals identified in the November 27 workshop and work with the Somenos Marsh Wildlife Society to modify the current water quality sampling work under the service agreement to conform with workshop priorities.
2. enters into a strategic partnership with the CVRD for 2025 to access \$58,000 for water quality initiatives in Somenos Lake and its watershed.
3. directs staff to add \$58,000 of revenue to the 2025 budget from the CVRD to offset the expense of the Somenos Lake Water Quality initiative.

7.3 Long-Term Borrowing for RCMP Detachment

138 - 140

Purpose: To obtain a security issuing resolution that will enable long-term borrowing for the North Cowichan/Duncan Integrated RCMP Facility through the Cowichan Valley Regional District (CVRD).

Recommendation:

THAT Council approve borrowing from the Municipal Finance Authority of British Columbia, as part of the 2024 Fall Borrowing Session, \$11,000,000 as authorized through North Cowichan/Duncan Integrated RCMP Facility Loan Authorization Bylaw No. 3787, 2020, and that the Cowichan Valley Regional District be requested to consent to our borrowing over a 20-year term and include the borrowing in a Security Issuing Bylaw.

7.4 Accessibility Advisory Committee Terms of Reference

141 - 144

Purpose: To amend the Accessibility Advisory Committee's Terms of Reference to include a member from Clements Centre Society.

Recommendation:

THAT Council amends the Accessibility Advisory Committee Terms of Reference membership by adding the following subsection to the 'Membership':

(c)At least one member from the Clements Centre Society, plus an alternate.

8. NEW BUSINESS

This section includes external items that require a decision of Council, items that have been removed from the Consent Agenda, and motions submitted by Council members, where previous notice has been given, for Council consideration.

9. NOTICE OF MOTIONS

This section includes notices of motions submitted by Members of Council for introduction only, discussion and debate of the motion shall occur at a future meeting. Introductory remarks or clarifying questions are not permitted at this time as per Council's Notice of Motion Policy.

10. QUESTION PERIOD

Question Period is an opportunity for the public to ask brief questions regarding the business discussed during the meeting. When invited by the Mayor, members of the public who are attending the meeting in person may step up to the podium to ask their question(s) and members of the public who are attending electronically may raise their hand at this time. Please visit northcowichan.ca/virtualmeeting for instructions on how to raise your hand.

11. ADJOURNMENT

Once all the business is done and over with, the Mayor may declare the meeting adjourned without requiring a resolution of Council.

Municipality of North Cowichan

Regular Council

MINUTES

December 4, 2024, 3:00 p.m.

Municipal Hall - Council Chambers & Electronically

Members Present
Mayor Rob Douglas
Councillor Mike Caljouw
Councillor Bruce Findlay
Councillor Chris Istace
Councillor Christopher Justice
Councillor Tek Manhas

Staff Present
Ted Swabey, Chief Administrative Officer (CAO)
Bill Corsan, General Manager, Corporate Services and Community Relations
George Farkas, General Manager, Planning, Development and Community Services
Amanda Young, Director, Planning and Building
Andrea Hainrich, Deputy Corporate Officer
Barb Floden, Manager, Communications and Public Engagement
Clay Reitsma, Director, Engineering
David Conway, Director, Subdivision and Environmental Services
Jeff Miller, Senior Manager, Engineering
Marla Laycock, Director, People and Culture
Neil Pukesh, Director, Parks and Recreation
Pablo Golob, Manager, Development Planning
Sarah Foulkes-Watson, Development Planner
Shawn Cator, Director, Operations
Teri Vetter, Director, Financial Services
Tricia Mayea, Corporate Officer
Tristan Webb, Assistant Manager, Recreation Facilities Maintenance

1. **CALL TO ORDER**

There being a quorum present, Mayor Douglas called the meeting to order at 3:00 p.m.

2. **RESOLUTION TO CLOSE THE MEETING TO THE PUBLIC [3:00PM - 5:00PM]**

IT WAS MOVED AND SECONDED:

THAT Council close the meeting to the public at 3:00 p.m. based on the following sections of the *Community Charter*:

- 90(1)(e) the acquisition, disposition or expropriation of land or improvements, which the council considers that disclosure could reasonably be expected to harm the interests of the municipality.
- 90(1)(g) litigation or potential litigation affecting the municipality.
- 90(1)(i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose.

CARRIED

Any matters that must or may be closed to the public in accordance with section 90 of the *Community Charter* shall appear here.

2.1 Approval of in-camera meeting Agenda

2.2 Adoption of in-camera meeting Minutes

2.3 In-camera meeting Items

2.3.1 Closed under section 90(1)(e) Land + Harm

2.3.2 Closed under section 90(e) Land + Harm

2.3.3 Closed under section 90(1)(e) Land + Harm and 90(1)(i) Legal Advice

2.3.4 Closed under section 90(1)(g) Potential Litigation

2.4 Rise and report

Council rose with report on items 2.3.2 upon completion of negotiations, and rose with report on item 2.3.3, as follows:

Legacy Zoned Sites & Legal Advice

IT WAS MOVED AND SECONDED:

THAT Council directs that a zoning amendment process is initiated to consider zoning changes on land parcels where the permitted uses are in significant conflict with the Official Community Plan land use policy. CARRIED

3. RECESS UNTIL 5:00PM

The meeting recessed at 4:12 p.m. and reconvened in open session at 5:00 p.m.

4. APPROVAL OF CONSENT AGENDA

The following item was pulled from the Consent Agenda so that it could be added to the Regular Agenda:

1. Item 4.1.2. Cowichan Valley Regional District request for a Letter of Support

IT WAS MOVED AND SECONDED:

THAT Council approve the Consent Agenda, as amended, and the recommendations contained therein. CARRIED

4.1 Items for Decision

4.1.1 Council Meeting Minutes for Adoption

IT WAS MOVED AND SECONDED:

THAT Council adopt the minutes of their special and regular meetings held November 20, 2024. ADOPTED ON CONSENT

4.2 Items for Information

4.2.1 Committee of the Whole Meeting Minutes

IT WAS MOVED AND SECONDED:

THAT Council receive for information the draft minutes from the November 26, 2024 Special Committee of the Whole meeting. ADOPTED ON CONSENT

5. APPROVAL OF MEETING AGENDA

5.1 Introduction of Late Items

A late item was added to Presentations and Petitions, item 8.2 [Cowichan Housing Association Presentation]

5.2 Changes to Order of Business

None.

IT WAS MOVED AND SECONDED:

THAT the agenda be adopted as amended. CARRIED

6. MAYOR'S REPORT

Mayor Douglas provided a verbal update on meetings and activities he recently attended.

7. PUBLIC INPUT ON AGENDA ITEMS

Council received public input from 5 members of the public regarding agenda item #8.1.1.

8. PRESENTATIONS AND PETITIONS

8.1 Petitions

8.1.1 Petition re- Proposed preschool facility at the foot of Berridge Street in Crofton

Council, by unanimous consent, suspended the rules and waived the 10-minute speaking limit to 12 minutes, as was done for the petition on November 6, 2024.

Brandy Callihoo, Executive Director and Lara White, Early Years Manager of Eagle Tree Daycare, provided a petition and presentation in support of the proposed preschool facility at the foot of Berridge Street in Crofton.

8.2 Presenters

8.2.2 Cowichan Housing Association

Barry O’Riordan, Manager Economic Development Cowichan, Cowichan Valley Regional District (CVRD), and Bob Day, Chair, Cowichan Housing Association gave a verbal presentation to Council on the topic of allocating Online Accommodation Platform (OAP) and Municipal Regional District Tax (MRDT) revenues to affordable housing with the CVRD from Jan. 1, 2025 – Jul. 1, 2027.

9. BYLAWS

9.1 Zoning Amendment Bylaw No. 3919, 2023 [6344 Woodgrove Way] for adoption

IT WAS MOVED AND SECONDED:

THAT Council adopt Zoning Amendment Bylaw No. 3919, 2023. CARRIED

9.2 Traffic Bylaw Amendment Bylaw No. 3971 for adoption

IT WAS MOVED AND SECONDED:

THAT Council adopt Traffic Bylaw Amendment Bylaw No. 3971, 2024. CARRIED

9.3 Zoning Amendment Bylaw No. 3974, 2024, for first three readings

IT WAS MOVED AND SECONDED:

THAT Council:

1. Gives first, second, and third readings to Zoning Amendment Bylaw No. 3974, 2024; and,
2. Requires the registration of a *Land Title Act* section 219 covenant to restrict the size of an accessory dwelling unit at 6495 Wicks Road to 90m² gross floor area, prior to Council's consideration of adoption of Zoning Amendment Bylaw No. 3974, 2024.

CARRIED

9.4 Zoning Amendment Bylaw No. 3982, 2024, for first three readings

IT WAS MOVED AND SECONDED:

THAT Council:

1. Gives first, second, and third readings to Zoning Amendment Bylaw No. 3982, 2024; and,
2. Require the registration of a section 219 covenant to restrict the size of an accessory dwelling unit at Lot 6 Marine Crescent to 90m² gross floor area prior to Council's consideration of adoption of Zoning Amendment Bylaw No. 3982, 2024. CARRIED

9.5 South End Waterworks District Amendment Bylaw No. 3987, 2024, for first three readings

IT WAS MOVED AND SECONDED:

THAT Council gives first, second and third reading to the South End Waterworks District Amendment Bylaw No. 3987, 2024. (Opposed: Justice)

CARRIED

10. REPORTS

10.1 Energy Study of the Aquatic Centre

IT WAS MOVED AND SECONDED:

THAT Council allocates up to \$32,785 from the Climate Action and Energy Plan Reserve Fund to complete the Cowichan Aquatic Centre energy study and direct any future reimbursements by Fortis BC incentives back to the Reserve Fund. CARRIED

10.2 2025 Regular Council and Committee of the Whole Meeting Schedule

IT WAS MOVED AND SECONDED:

THAT Council:

1. Reschedule the January 14, 2025, Committee of the Whole meeting to January 7, 2025, and the October 14, 2025, Committee of the Whole meeting to October 7, 2025;
2. Cancel the April 2, 2025 and April 16, 2025, regular Council meetings;
3. Cancel the April 8, 2025 Committee of the Whole Meeting;
4. Schedule a Joint Council meeting with the City of Duncan on Tuesday, February 25, 2025 at 4:00 p.m. to be hosted by North Cowichan; and,
5. Schedule a Joint Council meeting with the City of Duncan on Thursday, October 9, 2025 at 4:00 p.m. to be hosted by City of Duncan. CARRIED

10.3 Agricultural Land Commission Subdivision Application (ID 102118) 7088 and 7136 Richards Trail

IT WAS MOVED AND SECONDED:

That the following motion:

THAT Council authorize Agricultural Land Commission (ALC) application ID 102118 for subdivision of 7088 and 7136 Richards Trail, to be forwarded to the ALC with a recommendation that it be approved.

be amended by adding the following paragraph:

AND THAT it be referred to the next Agricultural Advisory Committee in parallel to provide comment, and brought back to Council should it be approved by ALC. CARRIED

IT WAS MOVED AND SECONDED:

THAT Council authorize Agricultural Land Commission (ALC) application ID 102118 for subdivision of 7088 and 7136 Richards Trail, to be forwarded to the ALC with a recommendation that it be approved;

AND THAT it be referred to the next Agricultural Advisory Committee in parallel to provide comment, and brought back to Council should it be approved by ALC. CARRIED

10.4 Delegations and Presenters Policy

IT WAS MOVED AND SECONDED:

THAT Council approves the Delegations and Presenters Policy, as attached to the Manager, Legislative Services report dated December 4, 2024. CARRIED

11. NEW BUSINESS

11.1 North Cowichan’s Housing Needs Projections and Immigration Policy Changes

IT WAS MOVED AND SECONDED:

WHEREAS North Cowichan’s housing needs projections were developed prior to the federal immigration policy shift, which will potentially have an impact on population growth, housing starts, and the viability of future development projects in the Municipality,

AND WHEREAS to make informed decisions on land use planning, infrastructure investments, and development proposals, it is important that Council and municipal staff have a strong understanding of what the housing projections represent and their value as precise targets for planning purposes, and how these federal immigration changes will be felt at the local level,

THEREFORE, BE IT RESOLVED THAT the Mayor be authorized to write the province (Minister of Housing) to request clarification on the different housing needs projections, whether the recent changes to Canada’s immigration policy impact provincial housing requirements for North Cowichan, and whether these changes impact the viability of the local development and construction industries to meet housing needs given potential new market dynamics. CARRIED

11.2 Consent Agenda Item 4.1.2. Cowichan Valley Regional District request for a Letter of Support

IT WAS MOVED AND SECONDED:

THAT Council support the grant funding request made by the CVRD for the continued use of Online Accommodation Platform MRDT revenue for affordable housing within the CVRD, subject to the revenue being put to affordable housing and is distributed proportionally based on contributions from each local government for affordable housing related projects and that the CVRD initiate a review of the existing service agreement with Tourism Cowichan to explore better collaboration and governance upon renewal in 2027. CARRIED

12. NOTICE OF MOTIONS

None.

13. QUESTION PERIOD

Council received no questions from the public regarding agenda items.

14. ADJOURNMENT

The meeting adjourned at 6:24 p.m.

Certified by Corporate Officer

Signed by Mayor

Report

Date	December 18, 2024	File:
Subject	Economic Development Committee October 18 Meeting Minutes and Recommendations report	

PURPOSE

To report on the Economic Development Committee’s recommended updates towards the development of an Economic Development Action Plan.

BACKGROUND

The Economic Development Committee (EDC) met on October 18, 2024. The draft minutes are attached to this report (Attachment 1), and staff are providing additional background regarding the development of an Economic Development Action Plan.

The Economic Development Committee’s workplan includes an update to North Cowichan’s Economic Development Action Plan (Action Plan). The Rural Economic Diversification and Infrastructure Program (REDIP) and Island Coastal Economic Trust provide grant funding for the Action Plan. Jamie Vann Struth (Deloitte) was retained through a competitive process to develop the Action Plan.

The workplan for the Action Plan includes four stages: initial research and data analysis, consultation, interim reporting, and action plan development. The interim reporting phase is complete (Attachment 2), and additional analysis and engagement are underway to develop the Action Plan.

The EDC provided input to the project during their [February 23, 2024](#), meeting, received updates on engagement at the May 31, 2024, meeting, and provided preliminary input on the strategic directions at the October 18, 2024, meeting. The strategic directions presented on October 18, 2024, represent interim reporting on the action plan, providing an overall framework for the more detailed Action Plan, which will return to the Committee and Council in the new year.

Economic Development Cowichan is also updating its Economic Development Strategic Plan in parallel to North Cowichan’s Action Plan. Coordination activities have been considered through the Action Plan’s workplan.

DISCUSSION

The “Strategic Priorities” document summarizes research, data analysis, and consultation undertaken in support of the Action Plan. It synthesizes this work into five strategic priority areas, and the Action Plan (early 2025) will include prioritized strategies that consider partnerships, level of impact, implementation timelines and resources. The strategic priority areas include:

1. Improve the local business climate;
2. Support the adaptation and resilience of traditional industries ;
3. Nurture the growth of emerging economic opportunities;
4. Continue building an attractive sense of place; and,

5. Support the widespread adoption of regenerative economic principles.

The EDC discussed the draft document at the October 18, 2024, meeting and passed the following motion:

That the Economic Development Committee recommends that Council:

1. *Update the Economic Development Action Plan Strategic Priorities Report based on the comments from the Committee on the Report; and,*
2. *Accept the Economic Development Action Plan Strategic Priorities Report as amended.*
3. *Direct staff to undertake additional engagement with CVRD, First Nations and business community.*

The attached Strategic Priorities Report has been updated based on committee input, and a summary of the adjustments made following the presentation to EDC are included in Appendix 1. As part of Action Plan development in the next phase of work, additional engagement will occur and will include:

- Coordination with Economic Development Cowichan on coordination with actions contained in their Strategic Plan update;
- Follow up with Quw'utsun Nation to discuss strategic directions and request input; and,
- Update the project engagement page to provide an update to page subscribers representing the business community (early engagement on this project included a business survey, and notice was provided to business license holders of the engagement platform).

Following a return to Council and Committee in the new year with the Action Plan, the plan will be implemented following budget 2025, although there have been deliverables proposed for 2025 that would support the Action Plan implementation (such as development application processing improvements). The annual business cycle will be used to advance implementation based on Council's priorities at that time.

OPTIONS

(Recommended Option)

1. THAT Council:
 1. accept the Economic Development Committee's recommended updates to the Economic Development Action Plan Strategic Priorities Report as summarized in Appendix 1 of the General Manager, Planning, Development and Community Services report dated December 18, 2024, and attached to the report; and,
 2. receive the minutes from the October 18, 2024 Economic Development Committee meeting for information.
 - The Strategic Directions report includes preliminary input provided by the EDC and aligns with Official Community Plan direction and the Committee's workplan. Council will have an opportunity for further input upon receipt of the draft Action Plan in the new year before it is implemented.
2. That Council amend the Economic Development Action Plan Strategic Priorities Report to include *[insert here]*.

- The consultant is undertaking additional analysis and will return to Council in the new year with a draft action plan for discussion. Further edits on the Strategic Priorities Report would require additional resources and push back project timelines.

IMPLICATIONS

The Action Plan is cost-neutral as grant funding has been provided by the Province of BC and Island Coastal Trust, with internal staff support. The Action Plan is proceeding per the Committee's Terms of Reference and workplan. Plan implementation would be realized through annual business plans and the pursuit of grant funding.

Activities have been coordinated between North Cowichan's EDC and Economic Development Cowichan to offer alignment on vision, efficient use of staff and financial resources and enable North Cowichan's Action Plan to focus on implementation.

RECOMMENDATION

THAT Council:

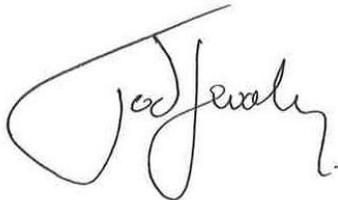
1. accept the Economic Development Committee's recommended updates to the Economic Development Action Plan Strategic Priorities Report as summarized in Appendix 1 of the General Manager, Planning, Development and Community Services report dated December 18, 2024, and attached to the report; and,
2. receive the minutes from the October 18, 2024 Economic Development Committee meeting for information.

Report prepared by:



George Farkas
General Manager, Planning, Development and Community Services

Approved to be forwarded to Council:



Ted Swabey
Chief Administrative Officer

Attachments:

- (1) October 18, 2024, Economic Development Committee Meeting Minutes
- (2) Economic Development Action Plan Strategic Priorities Report

APPENDIX 1: UPDATED STRATEGIC PRIORITIES REPORT

Existing language reviewed by Economic Development Committee	Feedback from Economic Development Committee incorporated into Attachment 2 document
Competitive Assessment	
	Commentary on positioning to ferry and trail access for tourism promotion of recreational assets
	Commentary on emergence of regenerative businesses in mid/south Vancouver Island
	Increased discussion on labour shortages, context of housing costs, tax increases, and promotion of local companies.
	Addition of street disorder challenges
Strategic Priority #1 – Improve the Local Business Climate	
Removal of “Support the creation of a Regional Growth Strategy”	New action “Evaluate and, where necessary, update the zoning bylaw.”
	New action “Increase awareness of novel business development opportunities.”
	New action “Use policy and fiscal tools to invest in local business revitalization.”
Strategic Priority #2 – Support the Adaptation and Resilience of Traditional Industries	
Existing wording “Explore opportunities for productive re-use of paper mill and deep-sea port facilities in Crofton.”	Reworded to “Seek partnerships and opportunities to diversify mill sites”
Existing wording “Support expansion of agri-tourism operations”	Reworded to “Work with provincial partners to support expansion of agri-tourism operations”
Existing wording “Support the right-sizing of tourism in high-traffic areas like Chemainus.”	Reworded to “Support appropriate levels of tourism in traditionally high-traffic areas such as Chemainus.”
Strategic Priority #3 – Nurture the Growth of Emerging Economic Opportunities	
	New action “Support the development of cooperative enterprises.”
	Reworded action from Priority #5 “Explore the potential for an eco-industrial park.”
Strategic Priority #4 – Continue Building an Attractive Sense of Place	
	New action “Improve off-Island transportation linkages”
Strategic Priority #5 – Support the Widespread Adoption of Regenerative Economic Principles	
	New action “Clearly articulate MNC’s definition of “regenerative” in the context of

	municipal environmental and economic priorities.”
	New action “Implement policy that supports regenerative economic development
	New action “Integrate regenerative messaging”
	New action “Provide information and links to support resources for material re-use programs”
Existing wording “Highlight existing regenerative success stories”	Reworded and expanded to “Initiate, support and amplify local regenerative economic pilot projects”
Existing wording removed and new action under Priority #3 “Embed regenerative principles in development of new industrial lands.”	

**Municipality of North Cowichan
Economic Development Committee
MINUTES**

October 18, 2024, 1:00 p.m.

Municipal Hall - Large Committee Room

Members Present Mayor Rob Douglas
 Councillor Bruce Findlay
 Councillor Chris Istace

Staff Present Ted Swabey, Chief Administrative Officer (CAO)
 George Farkas, General Manager, Planning, Development and Community Services
 Andrea Hainrich, Deputy Corporate Officer
 Jennifer Aldcroft, Climate Change Specialist
 Kayla Reid-Starck, Legislative Coordinator

1. CALL TO ORDER

There being a quorum present, the Chair called the meeting to order at 1:00 p.m.

2. APPROVAL OF AGENDA

IT WAS MOVED AND SECONDED:

That the agenda be adopted as circulated [or as amended].

CARRIED

3. ADOPTION OF MINUTES

IT WAS MOVED AND SECONDED:

That the Committee adopt the minutes of the meeting held May 31, 2024.

CARRIED

4. BUSINESS

4.1 Economic Development Action Plan Strategic Priorities

George Farkas, General Manager of Planning, Development and Community Services provided an introduction. Jamie Vann Struth, Economist, from Deloitte provided a presentation to the Committee. The Committee provided their input on the proposal.

IT WAS MOVED AND SECONDED:

That the Economic Development Committee recommends that Council:

1. Update the Economic Development Action Plan Strategic Priorities Report based on the comments from the Committee on the Report; and,
2. Accept the Economic Development Action Plan Strategic Priorities Report as amended.

3. Direct staff to undertake additional engagement with CVRD, First Nations and business community. CARRIED

4.2 Update from the Cowichan Valley Regional District

Barry O’Riordan, Manager, Economic Development Cowichan, Strategic Services Department, from the Cowichan Valley Regional District provided a presentation to the Committee and answered questions from the Committee.

4.3 Rural Economic Diversification and Infrastructure Program

George Farkas, General Manager of Planning, Development and Community Services provided an update on the Rural Economic Diversification and Infrastructure Program.

4.4 Development Services Review

George Farkas, General Manager of Planning, Development and Community Services provided an update on the Development Services Review.

5. ADJOURNMENT

The meeting ended at 3:38 p.m.

Certified by Recording Secretary

Signed by Chair



Municipality of North Cowichan
Economic Development Action Plan:
Strategic Priorities Summary
December 2024



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Overview to Strategic Priorities

The purpose of this “Strategic Priorities” document is to provide a summary of research, data analysis, and consultation undertaken in support of the Municipality of North Cowichan Economic Development Action Plan, and to synthesize this work into proposed strategic priorities for the Municipality to pursue.

Following review and input from municipal staff and the Economic Development Committee, the full Action Plan will be developed with specific recommended activities under each of the identified Strategic Priorities.

Context

Successful utilization of the Action Plan requires a clear understanding of the context of the Plan and its intended purpose.

There are several key points that frame the economic development situation in North Cowichan:

1. **The Municipality is located on the traditional and unceded territories of the Quw’utsun First Nation**, which includes the Cowichan Tribes, Halalt First Nation, Lyackson First Nation, Penelakut Tribe and Stz’uminus First Nation. Economic development initiatives in North Cowichan are pursued with a spirit of openness and engagement with Quw’utsun peoples, guided by mutual respect, shared values, and a commitment to balance environmental conservation, cultural heritage preservation, and shared economic benefit. Opportunities for direct partnership and cooperation on programs and initiatives will regularly be explored.
2. **The Municipality of North Cowichan has recently reconstituted its Economic Development Committee** (comprised of three Council members, including the Mayor). It does not currently have dedicated staff and resources for economic development and this plan has been shaped, in part, by the need for implementation to either (a) fit into existing areas of municipal activity, or (b) to be implemented through partnerships and/or grant funding support.
3. **The Municipality is part of the regional Economic Development Cowichan** service through the Cowichan Valley Regional District. Concurrent with the preparation of this plan, a regional economic development strategy process was undertaken. The two organizations and their consulting teams collaborated at several points in the process to share information and to avoid overlap in consultation efforts. While the strategic priorities of this plan were developed independent of the regional process, there is significant potential symmetry in the regional plan establishing high-level strategic directions and this more action-oriented plan pursuing complementary on-the-ground initiatives in North Cowichan.
4. **The Municipality’s Official Community Plan encourages a regenerative approach to economic development.** A “regenerative” economy is one where activities reverse ecological damage and have a net-positive impact on the natural environment. This is accomplished by reducing waste and pollution and recirculating products and materials to achieve their highest value. Certain priorities in this plan more directly address regenerative opportunities, but it should be understood as an underlying principle throughout the plan. This approach is also consistent with the “doughnut economics” concept, which is a holistic perspective of economic development that recognizes ecological limitations and a focus on achieving social foundations.

Competitive Assessment

Economic development plans need to reflect the competitive realities of the local economy. The benefits of economic development (such as enhanced municipal tax base, increased local employment opportunities, and improved commercial amenities) will be achieved only through capitalizing on viable business opportunities.

The Action Plan will build on local strengths, support the realization of local economic opportunities, and attempt to mitigate or remove local challenges. The assessment summarized below is based on consultation with the community, review of previous studies and other relevant documents in North Cowichan (and elsewhere, if relevant), and the economic analysis outlined in the Appendix. While such an assessment cannot possibly cover all aspects of a community, the points highlighted below are most relevant to local economic development success in North Cowichan.

Strengths and Opportunities

These are the strengths and opportunities from the perspective of local economic development. They have the potential to be leveraged or enhanced to further the community's regenerative economic development goals. Additional detail on opportunities is provided in the discussion of strategic priorities in the next section.

Very diverse community with multiple residential and commercial areas as well as natural assets from the waterfront to forest and mountain recreation amenities.

Traditional industrial strength in wood products manufacturing, including pulp and paper and various related manufacturing and service industries, including an emerging industry of circular and regenerative businesses.

Famous tourist attraction with the murals in Chemainus, creating potential to leverage visitors for additional activities in the community.

High-traffic location between larger urban centres to the north (Nanaimo) and south (Greater Victoria), providing a readily available market for business growth opportunities.

Opportunity to increase tourism promotion that leverages recreational assets, such as mountain biking and hiking trails, to increase visitation. North Cowichan is also uniquely placed to take advantage of nearby ferry access and the Trans Canada trail as tourism drivers.

Variety of opportunities to diversify farm incomes through on-farm processing of food products, beverage or cannabis production and processing, agri-tourism programming (e.g., wine tastings, tours, outdoor activities), and many more.

High quality of life with beautiful natural surroundings, wineries, outdoor recreational opportunities.

Growth in local population of working professionals, partly due to COVID-induced move out of larger urban centres.

Favourable view of front-line municipal staff, based on experiences with tasks like renewing business licenses. This is relevant for future municipal-led initiatives that would benefit from existing good relationships with staff.

Opportunity to encourage evolving forms of higher-density industrial and commercial development by removing current density limits in industrial areas (e.g., office above) and commercial areas (residential above). Reduction in on-site parking requirements also identified to encourage higher density.

Emergence of a growing cluster of circular and regenerative businesses in North Cowichan and throughout mid and south Vancouver Island, with potential to create an eco-industrial park to serve as a hub of this activity in North Cowichan.

Various opportunities associated with the new Cowichan District Hospital. In addition to the stimulus impact of this massive construction project, there is significant business development potential in the surrounding area for medical goods and services and amenities for hospital staff and visitors.

Challenges and Limitations

The following are identified challenges and limitations from a local economic development perspective. The strategic approach is to acknowledge and work within these limitations, while taking active steps to improve them over time.

Rising housing costs. While a common challenge for communities on Vancouver Island and through much of British Columbia, the reality is housing costs are limiting the ability to recruit skilled workers from lower-cost jurisdictions, while also limiting the ability of the current workforce (particularly lower-income) and youth populations to secure long-term housing and put down roots in North Cowichan. However, local housing costs remain significantly lower than other communities such as Victoria, Nanaimo, and municipalities throughout the Lower Mainland.

Limited housing supply for staff. In addition to the high cost of housing, efforts to recruit workers are hampered by the lack of available housing options.

Labour shortages, often connected to the housing challenges noted above. Local employers report being challenged to recruit and retain skilled employees due to challenges entering the housing market. There may also be a labour mismatch, particularly among employers with low skill requirements, between skill sets available locally and the compensation that employers are willing to provide.

Deteriorating conditions in the coastal forest sector creating risk of further closures of major forest products manufacturing facilities (the Paper Excellence paper mill was closed early in 2024). This would negatively impact all aspects of municipal service delivery and shift the tax burden in a significant way to other local taxpayers, including residents. Wages paid at these facilities are also among the highest in the community, creating negative repercussions for other local businesses that rely on the patronage of mill workers or the mill itself.

Limited supply of serviced light industrial land contributing to very high land costs and limiting ability to both attract new industrial business and expand existing business. Risk of current industrial businesses leaving the community is present.

Unfavourable views of the development approval process, including timing, which is a common issue for municipalities across BC.

Recent pattern of high property tax increases for business contributing to a challenging time for business viability. The spread between residential and business/industrial tax rates increased significantly over the last decade (a pattern shared by most Vancouver Island communities) but was reversed somewhat in 2024.

Limited promotion of local companies, including to travelers passing through North Cowichan who are not aware what is off the highway, as well as promotion within North Cowichan to residents who may be unaware of what is in other parts of the community. Successful industrial businesses with innovative products and well-paying jobs could also be better promoted within and outside the community.

Limited public transit for residents without private vehicles, who struggle to access services and accept jobs that rely on timely transit service. The challenge is particularly acute for Chemainus and Crofton residents.

Relatively low level of post-secondary completion among the resident workforce and **lower average incomes**.

Older population relative to BC and most similar communities, which may cause shrinkage in the resident workforce and exacerbate labour shortages without significant inflows of new, younger residents.

Street disorder challenges, particularly in the South End, affecting day-to-day operations for retail and other storefront businesses.

Strategic Priorities

The strategic priorities provide an overall framework for the more detailed action plan that follows. The priorities reflect major themes from the competitive assessment and provide an easy digestible summary of the plan contents for communication purposes.

The Strategic Priorities are numbered for convenience, not based on priority order. The final Economic Development Action Plan will provide a recommended sequence and/or priority order for each initiative, based on a combination of importance, urgency or timeliness, available of supportive resources or partners, or other factors. It will include additional background information and economic development rationale, along with specific implementation steps, potential partners and funding supports, and performance measures. Specific actions may be a policy change, a strategic investment, a one-off project (often with grant funding), or a new program or initiative.

The Action Plan will also be structured to align with the Economic Development Committee's overall objectives and vision for economic development, which prioritize the growth of well-paying jobs in the community, diversifying the tax base away from its current reliance on major industrial taxpayers, and supporting regenerative economy opportunities.

Strategic Priority #1 – Improve the Local Business Climate

Business climate issues are common to most industries and types and sizes of business. Building a more supportive, efficient, and welcoming climate for all business will help both the attraction and retention of investment and employment.

Potential Action Items:

- **Collaborate with all First Nations in the municipality – Cowichan Tribes, Halalt First Nation, Lyackson First Nation, Penelakut Tribe, Stz'uminus First Nation, and Snuneymuxw First Nation - on economic development partnerships of mutual interest.** There are many potential collaborations, including on fundamental issues like workforce development (there are many opportunities for the youthful Indigenous population to better integrate into the local labour force), as well as sector-specific opportunities in tourism, aquaculture, forestry (building on the current Municipal Forest Reserve working group), commercial services, housing, health care, and potentially others.
- **Streamline development approval process.** A review of existing processes is underway with the goal to improve processing timelines. Staff are working towards streamlining application reviews and updating development regulations and policy.
- **Evaluate and, where necessary, update the zoning bylaw.** Zoning updates should reflect evolving standards of mixed-use activity and provide for an overall increase in the range of industrial, commercial, and retail spaces to be developed in the community to accommodate future employment growth.
- **Ensure competitive municipal taxation rates for business and industry.** Move toward competitive municipal property taxes relative to neighbouring municipalities, considering annual increases and taxation levels relative to the residential class.
- **Industrial site servicing.** A shortage of serviced industrial land is constraining existing business expansion and investment. Work is underway to design and construct potable water infrastructure that would support development

in existing industrial zoned areas. This servicing will help support both the Cowichan Valley Regional District’s Bings Creek expansion project and the Bell McKinnon area development.

- **Messaging and relationships with the business community.** Improve public messaging with respect to the importance of local industry. Pursue engagement activities for Mayor and Council to hear directly from significant local employers.
- **Relationship management in economic development.** Clarify the relationship between the municipality, Economic Development Cowichan, and other stakeholders (e.g., Tourism Cowichan) to ensure efficient alignment of services and clear points of contact for local business and interested investors.
- **Increase awareness of novel business development opportunities.** Cooperative enterprises and joint ventures are business opportunities that leverage local capital and help to keep profits in the community. These models can also facilitate business succession, helping to maintain access to certain goods and services for residents. Educational resources and linkages to credible resources and support organizations would raise public awareness and acceptance of employee ownership models and increase community options for retaining and expanding business.
- **Continue supporting initiatives to address public disorder challenges in the Highway 1 Corridor.** The public disorder issues that negatively impacted North Cowichan’s South End businesses have been addressed through past initiatives addressing covering law enforcement, street cleanup, public safety, and enhanced social supports. Partnerships are required with the City of Duncan and Cowichan Tribes, who share common issues in the highway corridor through their jurisdictions, along with the RCMP, health and social service agencies, the business community, and impacted populations.
- **Continue the implementation of the Crofton Local Area Plan and Chemainus Town Centre Revitalization Plan.** These plans each support public investment in infrastructure, beautification, and other initiatives that provide for a strengthened commercial core in each community that service both residents and visitors. Additional Local Area Plans may be considered elsewhere in the municipality, including in the growth centres of Berkeley’s Corner and the Bell McKinnon area.
- **Use policy and fiscal tools to invest in local business revitalization.** Opportunities include a façade improvement grant targeting buildings in older village cores as well as investment in small businesses through local area plan revitalization. Investments targeting revitalization throughout the transportation corridor are also an option.
- **Collaborate with the Ministry of Transportation and Infrastructure (MOTI) on highway improvement projects.**

Strategic Priority #2 – Support the Adaptation and Resilience of Traditional Industries

Forestry and related manufacturing and support industries are the traditional bedrock of the North Cowichan economy. Along with agriculture and tourism, these traditional strengths are undergoing a challenging period of transition and some are at risk of being lost. They will be different in the future but have the potential to continue playing a major role in the local economy.

Potential Action Items:

Forestry

- **Continue to advocate for the retention of major forestry-based employers.** Challenges in the coastal forest sector on Vancouver Island are beyond the direct influence of North Cowichan, but the local government can continue to advocate for the provincial government to ensure a supportive regulatory and policy environment for major employers.

- **Explore revenue-generating opportunities in the Municipal Forest Reserve, in collaboration with Quw'utsun First Nation.** In August 2024, the Municipality of North Cowichan signed a memorandum of understanding with Quw'utsun First Nation that outlines the establishment of a Municipal Forestry Reserve Working Group to share information related to use and benefit to the community.
- **Seek partnerships and opportunities to diversify mill sites.** Including the retention of current major industry, there are many opportunities to capitalize on the Crofton mill site's competitive attributes, which include existing power servicing and electrical grid integration and potentially reusable buildings. Meanwhile, the Chemainus mill is notable for its high export potential given direct highway access to deep sea port facilities.

Agriculture and Agri-Food

- **Support expansion of local food processing.** Ensure regulations for on-farm processing are reasonable and not unnecessarily inhibiting growth potential.
- **Work with provincial partners to support expansion of agri-tourism operations,** including through linking with existing tourism promotion tools in the community and region. To facilitate, seek to amend municipal policies to allow for different revenue-generating operations and explore the potential for a hub of circular businesses in the region that leverage agricultural products and waste.
- **Connect local farms to existing marketing programs like Island Good.**
- **Support economy-related initiatives led by the Agricultural Advisory Committee and outlined in the upcoming Agriculture and Food Security Strategic Plan.**
- **Support the co-operative sector as it relates to local food access.** Examples include farmers' markets, fisheries cooperatives, produce box delivery services, and similar programs.

Tourism

- **Support appropriate levels of tourism in traditionally high-traffic areas such as Chemainus.** Tourism in Chemainus remains 30% below 2019 levels. There is room to grow tourism activity in the area; however, awareness should be given to the potential impacts of high visitor volumes on local communities' capacity as well as implications for climate change.
- **Build North Cowichan visitor packages that link multiple local companies.** Examples include a farm tour combined with a walking tour or theatre performance in Chemainus with a local accommodation provider with a kayaking outing in Maple Bay with one or more local restaurants.
- **Continue to invest in community amenities that appeal to both tourists and residents,** such as waterfront amenities in Chemainus.
- **Ensure that noteworthy tourist attractions in North Cowichan are fully represented in regional Tourism Cowichan promotions.**
- **Explore expanded marina facilities** to increase marine-based tourism. The marina in Chemainus is currently at capacity during peak tourist season.
- **Provide resources for local tourism development initiatives,** such as new event creation or beautification initiatives.
- **Improve connectivity for travelers,** including bus service and linkages to float plane and ferry services.

- **Expand the range of accommodation options**, including new resort accommodations.

Strategic Priority #3 – Nurture the Growth of Emerging Economic Opportunities

This priority provides an over-arching umbrella for actions that support emerging opportunities for economic diversification. Some are relatively new industries to North Cowichan, while others have a long history but with new opportunities on the horizon.

Potential Action Items:

- **Capitalize on the new Cowichan District Hospital** to create an adjacent mixed-use community with a range of medical-related business and employment opportunities. As implementation proceeds for the Bell McKinnon Local Area Plan, ensure that business and employment opportunities are prioritized along with infrastructure, transportation, parks and green spaces, and other important community-building factors.
- **Foster the development of a professional/knowledge-based community in North Cowichan.** Building a formal or informal community can help with attracting and retaining more similar skilled workers and entrepreneurs and may support the creation of facilities like a co-working space or increased local office development. Support the creation of a tech incubator program at the Cowichan Valley regional level.
- **Expand range of locally provided post-secondary and other training opportunities.** Through regional initiatives and direct business engagement, skills gaps in the local labour force can be identified and communicated to Vancouver Island University and other potential post-secondary partners. The opening of the new Cowichan District Hospital may create opportunities for local medical training programs, such as nursing and family medicine residency.
- **Consider modifying planning guidelines to recognize the increasing convergence between industrial and commercial activities.** Many modern, smaller-unit industrial park developments achieve higher densities by combining ground-floor industrial, often consisting of an industrial space with loading dock in the back and sometimes a small retail or food service establishment in front, with upstairs offices. Modern industrial development is increasingly happening on computers first and may appear just like traditional office work, but also has requirements for research and development, prototyping, and goods storage needs in the unit's industrial space. These trends are perfectly aligned with eco-industrial principles as they create symbiotic relationships between manufacturers, food service providers, retailers, transportation companies, and so on.
- **Support the development of cooperative enterprises.** Many cooperatives provide economic as well as social benefits, but they face many hurdles. These include a lack of understanding among municipal staff as to how cooperatives function and their potential community impact (e.g., improved childcare, social housing, etc.), causing them to be treated the same as private businesses.
- **Explore the potential for an eco-industrial park.** As part of a regenerative economic development strategy and in keeping with its Climate Action and Energy Plan, the Municipality of North Cowichan has expressed interest in exploring a vision for an eco-industrial park. They have been implemented successfully in jurisdictions around the world to attract ecologically-preferred industrial activity to a region. Accordingly, the Action Plan will provide:
 - A summary of relevant discussions and research undertaken by CVRD, MNC and EDC to date;
 - Case studies of successful eco-industrial parks;
 - A summary of general principles, key elements and considerations in the development of eco-industrial parks;
 - A high-level comparative assessment of general principles, key elements and considerations in relation to existing opportunities and conditions in the region; and
 - A framework for a facilitated engagement process to develop a unified vision for such a park.

Strategic Priority #4 – Continue Building an Attractive Sense of Place

Economic development opportunities of the future are increasingly less tied to a community's physical assets and more to the people that live and work there. Continuing to build sense of place through public and private amenities, housing options, transportation linkages, and more will make North Cowichan more desirable for new and current residents.

Potential Action Items:

- **Expand availability of a range of housing options.** Work with private and non-profit housing developers to expand a range of market and non-market housing alternatives. In addition, there may be opportunities to stimulate secondary housing supply in existing housing stock through a variety of municipal policy changes. Support home relocations rather than demolitions to repurpose older homes for continued use. Promote and support local pre-fab companies to accelerate construction of affordable and sustainable housing options. The housing issue is much larger than just economic development and existing housing-related initiatives should be acknowledged and supported.
- **Improve public transit service.** Support improved public transit alternatives between population nodes within North Cowichan and to transit nodes outside the municipality. This may include ride-hailing services and renewed use of rail corridors for moving people and freight.
- **Improve off-Island transportation linkages,** including marina improvements, new floatplane service at Maple Bay, and transit links to key nodes like the Nanaimo Airport and Nanaimo-area ferry terminals.
- **Recreational facilities.** Continue expanding the quality and range of public recreational amenities, including both built facilities and outdoor amenities.
- **Support development of recruitment-focused information tools** to support local businesses attempting to attract workers with in-demand skills to move to the community. These efforts should parallel the expansion of education and training opportunities for locals.

Strategic Priority #5 – Support the Widespread Adoption of Regenerative Economic Principles

The North Cowichan Climate Action & Energy Plan sets out seven categories of action, including compact, complete communities, efficient buildings and low-carbon industry, agriculture and forestry to support achieving an 80% reduction in emissions by 2050. Regenerative economic development is in alignment with these objectives through maintaining local resources and capital within the community at their highest and best use and supporting the development of low-carbon intensive industries and infrastructure.

Potential Action Items:

- **Clearly articulate MNC's definition of "regenerative" in the context of municipal environmental and economic priorities.**
- **Implement policy that supports regenerative economic development** such as expedited permitting for home relocation and deconstruction.
- **Integrate regenerative messaging** into MNC and EDC's marketing to promote regenerative economic development.
- **Provide information and links to support resources for material re-use programs.**
- **Initiate, support and amplify local regenerative economic pilot projects** that demonstrate regenerative practices across economic sectors (e.g., construction, retail, agriculture, food services, etc.). Highlight existing regenerative success stories in the local economy as models to be emulated by other businesses and to demonstrate the link between financial benefits and materials reuse.

Appendix: Statistical Profile

This Appendix contains a variety of economic and demographic data that were analyzed over the course of the project to provide insight into the characteristics and evolution of the North Cowichan economy, as well as comparative strengths and weaknesses compared to similar communities.

This strategic plan is designed to positively influence the future development of the community and should start with an understanding of current conditions and how North Cowichan has changed over recent years.

Industrial Specialization

The following charts outlines industries by the concentration of jobs relative to the province of British Columbia. To determine job concentrations, a location quotient (LQ) analysis was completed. This analysis compares an industry's share of total jobs in North Cowichan to its share of total jobs in BC. Where the North Cowichan share is higher, the industry is more concentrated (more specialized) in the local community and North Cowichan is considered to have a comparative advantage in this industry. This analysis was completed at industry sector (3-digit) level of NAICS (the North American Industrial Classification System).

Most specialized industries in North Cowichan, relative to BC average

Using estimated local employment data from Lightcast, the most specialized industry in North Cowichan at the three-digit NAICS level is paper manufacturing, with a location quotient concentration of 13.53. These figures were clearly measured prior to the announced closure of the Paper Excellence paper mill early in 2024, but the concentration more than 13 times higher than the BC average is a testament to the historical importance of this industry to the local economy.

Other related industries to paper manufacturing that also have high concentrations of jobs are forestry and logging (8.95 LQ) and wood product manufacturing (2.15 LQ). Combined, these industries made up more than 1,000 jobs in the community, or 7% of all jobs, prior to the recent changes. The industries listed in the following table are the most concentrated industries in North Cowichan and include a variety of other manufacturing.

Table A-1: Most specialized industries in North Cowichan, relative to BC average

NAICS (3 Digit)	Industries Description	North Cowichan Jobs, 2024	Concentration relative to BC (Average = 1.00)
322	Paper manufacturing	349	13.53
113	Forestry and logging	468	8.95
114	Fishing, hunting and trapping	77	8.76
712	Heritage institutions	84	4.50
562	Waste management and remediation services	123	3.36
444	Building material and garden equipment and supplies dealers	300	3.13
333	Machinery manufacturing	158	3.07
323	Printing and related support activities	56	2.84
452	General merchandise stores	414	2.73
327	Non-metallic mineral product manufacturing	77	2.50
321	Wood product manufacturing	227	2.15
622	Hospitals	768	1.91
443	Electronics and appliance stores	43	1.89
418	Miscellaneous merchant wholesalers	107	1.84
519	Other information services	46	1.73

Source: Lightcast, Datarun 2024.1

Largest industries with average specialization in North Cowichan, relative to BC average

For the next table, industries with a location quotient concentration between 0.85 (15% less than BC) and 1.25 (25% more than BC) have been characterized as having average specialization. This means they have about as common locally as they are across the BC economy and indicate no particular specialization or absence.

Table A-2: Largest industries with average specialization in North Cowichan, relative to BC average

NAICS (3 Digit)	Industries Description	Jobs Based in North Cowichan, 2024	Concentration relative to BC (Average = 1.00)
237	Heavy and civil engineering construction	173	1.23
336	Transportation equipment manufacturing	50	1.18
713	Amusement, gambling and recreation industries	219	1.09
711	Performing arts, spectator sports and related industries	127	1.09
236	Construction of buildings	382	1.06
484	Truck transportation	178	1.05
339	Miscellaneous manufacturing	48	1.05
611	Educational services	989	1.04
332	Fabricated metal product manufacturing	59	0.98
914	Aboriginal public administration	61	0.97
115	Support activities for agriculture and forestry	33	0.95
561	Administrative and support services	611	0.92
445	Food and beverage stores	357	0.91
813	Religious, grant-making, civic, and professional and similar organizations	166	0.88
413	Food, beverage and tobacco merchant wholesalers	91	0.88
722	Food services and drinking places	835	0.87
531	Real estate	251	0.86
511	Publishing industries	55	0.86

Source: Lightcast, Datarun 2024.1

Least specialized industries in North Cowichan, relative to BC average

The industry with the lowest relative concentration of jobs in North Cowichan is food manufacturing (0.27 LQ). Industries with a low concentration of jobs may not be well-suited to the local economy based on factors such as geography or available skills in the area. This is definitely not the case for food manufacturing, however, given the base level of agriculture in the community, the market for locally-produced food products, and the supportive infrastructure for food processing development. It does indicate, however, that there is substantial room for growth before food manufacturing reaches even an average level of concentration in North Cowichan.

The other industry of note in the following table is professional, scientific and technical services. It is quite large in absolute numbers with more than 600 jobs, but has only half the concentration of the BC average. This is a valuable industry for larger rural communities as there is typically a concentration of professionals like lawyers, accountants, engineers and architects that locate in regional centres and provide an important element of knowledge-based and well-paying employment. This industry is currently not well represented in North Cowichan.

Table A-3: Least specialized industries in North Cowichan, relative to BC average, based on “fixed place of work” jobs

NAICS (3 Digit)	Industries Description	Jobs Based in North Cowichan, 2024	Concentration relative to BC (Average = 1.00)
451	Sporting goods, hobby, book and music stores	51	0.69
524	Insurance carriers and related activities	111	0.67
238	Specialty trade contractors	457	0.66
911	Federal government public administration	139	0.65
221	Utilities	35	0.62
522	Credit intermediation and related activities	129	0.55
453	Miscellaneous store retailers	56	0.54
541	Professional, scientific and technical services	630	0.49
523	Securities, commodity contracts, and other financial investment and related activities	46	0.37
446	Health and personal care stores	49	0.29
311	Food manufacturing	38	0.27

Source: Lightcast, Datarun 2024.1

Benchmarking

Benchmarking North Cowichan to a set of similar communities is a useful way to identify its unique characteristics and comparative strengths and weaknesses within the broader regional economy.

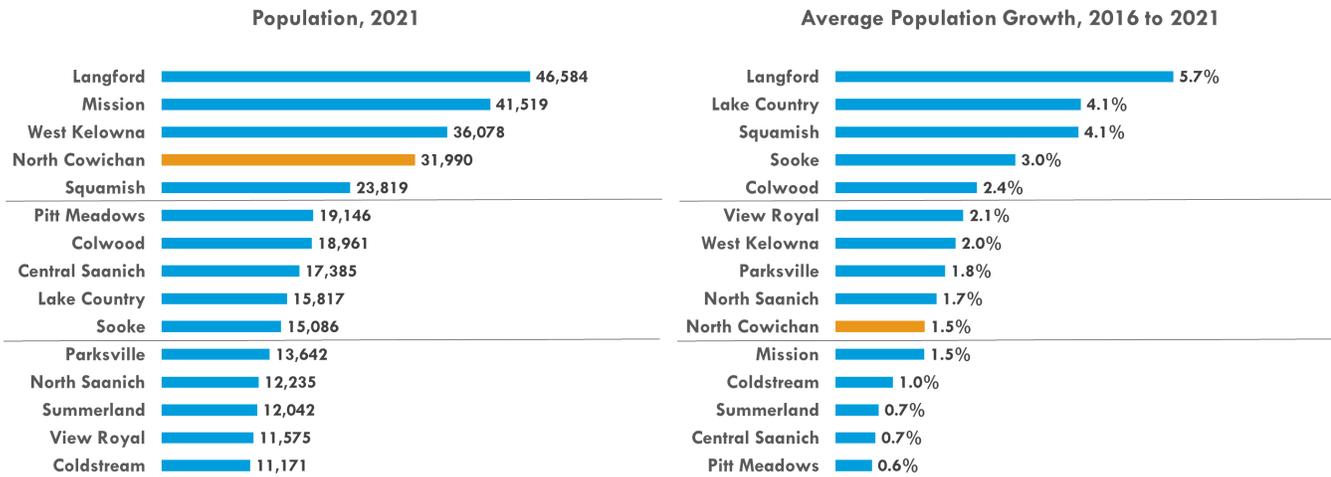
For most data topics, North Cowichan is compared against a consistent group of communities chosen for their proximity to North Cowichan and their similar population size. It should be noted that most of the comparators are closer to larger metropolitan areas. The comparator communities are:

- North Cowichan
- Central Saanich
- Coldstream
- Colwood
- Lake Country
- Langford
- Mission
- North Saanich
- Parksville
- Pitt Meadows
- Sooke
- Squamish
- Summerland
- View Royal
- West Kelowna

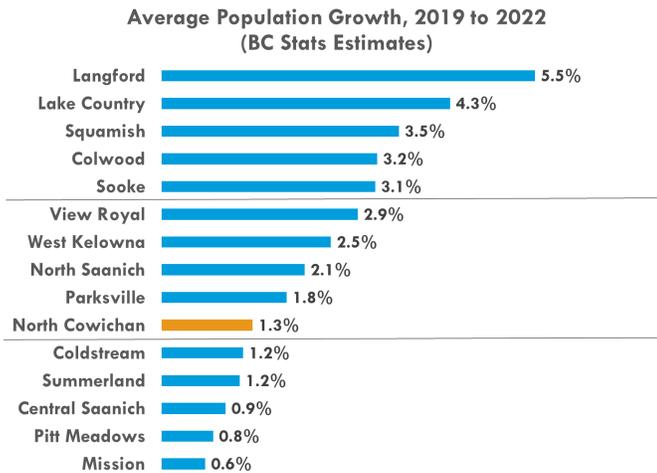
The following charts are Census-based comparisons unless otherwise noted.

Population

In 2021, North Cowichan’s had a population of 31,990. The population has increased by 2,294 residents since 2016 or 7.7%. During this period, North Cowichan’s population grew at an average rate of 1.5% per year. This was the sixth smallest increase in population among comparator communities. Of the other four largest comparator communities, only Mission had a lower yearly average increase in population growth. Langford, the largest compared population centre, saw the largest average yearly increase in population at 5.7%.



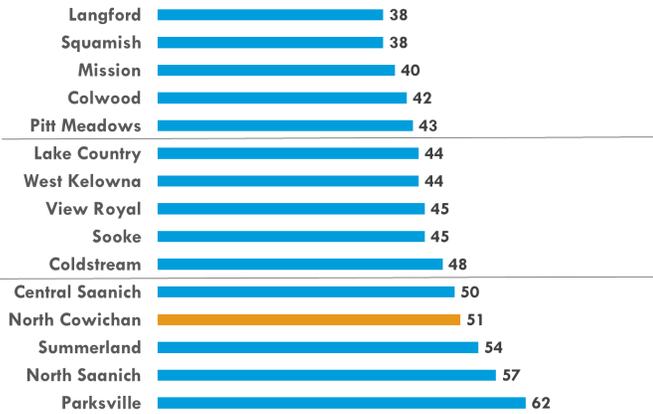
Population estimates from the province of British Columbia indicate similar yearly population growth percentages compared to the Canadian Census data. Provincial data from British Columbia show that North Cowichan’s population grew at an average rate of 1.3% per year as opposed to the 1.5% growth figure from the Canadian Census.



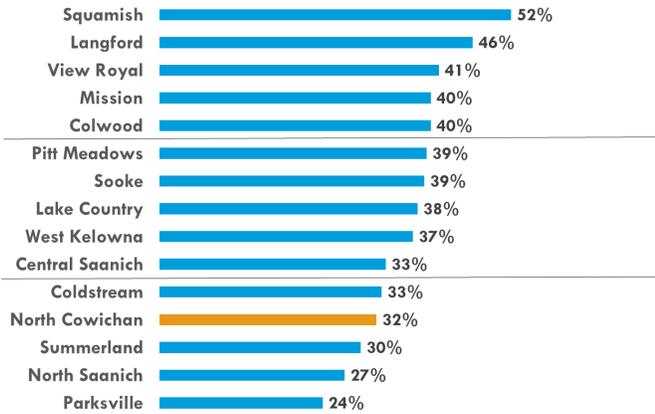
Population Age

North Cowichan has the fourth oldest median age of all comparator communities at 51 years old. This is 13 years older than Langford. Contributing to this North Cowichan’s relatively older demographics is its low percentage of population in their prime working age (25-54) at 32%. Comparatively, Squamish has the highest percentage of its population in their prime working age at 52%.

Median age of the population, 2021

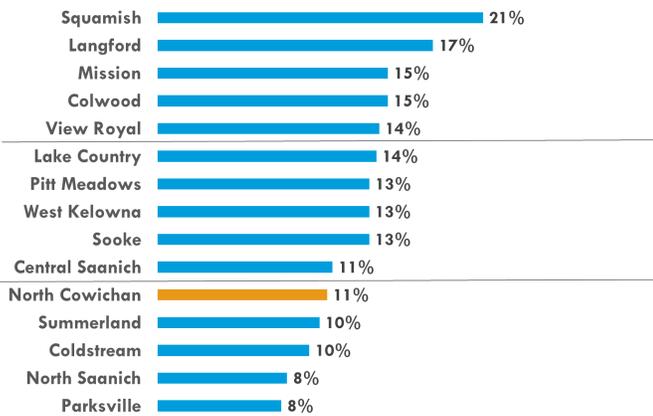


Population of Prime Working Age (25-54), 2021

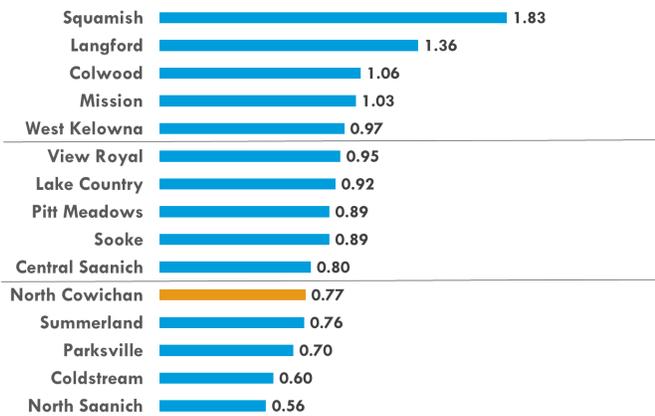


Continuing this trend, North Cowichan has the fifth lowest percentage of its population in their thirties at 11%, the same percentage as Central Saanich. Squamish and Langford have the largest percentage of their population in their thirties at 17% and 15% respectively. North Cowichan has a ratio of 0.77 of the population in thirties compared to their fifties. This is an indication that as the current experienced workforce in its 50s moves toward retirement and less participation in the labour force, there may not currently be enough younger workers to replace them.

Population in their 30s, 2021



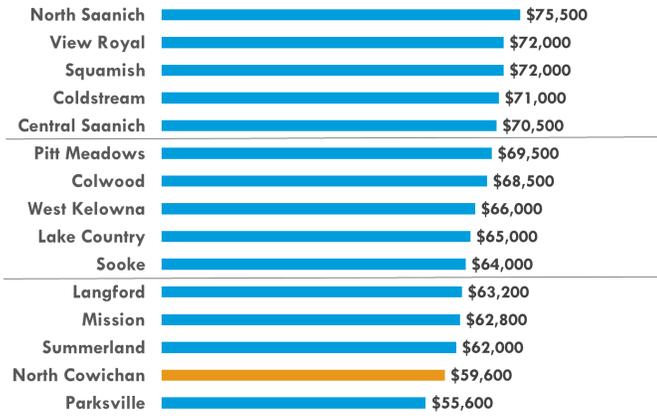
Ratio of Population in their 30s to their 50s, 2021



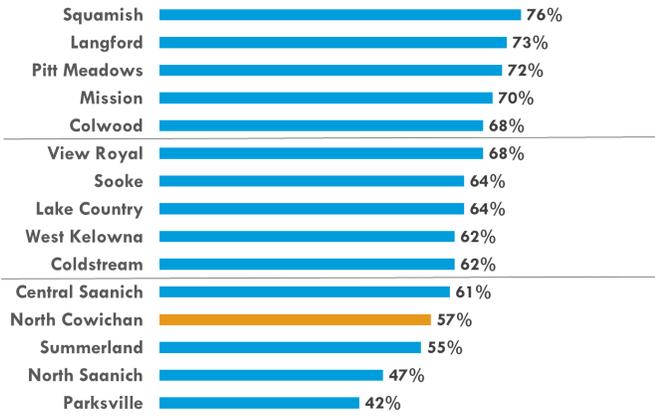
Employment Income

North Cowichan had the second lowest median employment income in 2020 for full-time workers at \$59,600. Only Parksville had a lower median income in the comparator communities. North Cowichan also had the fourth lowest share of total income from employment in 2020 at 57%. This indicates that there was a higher reliance on government programs or retirement income than other comparator communities.

Median employment income in 2020 for full-year full-time workers

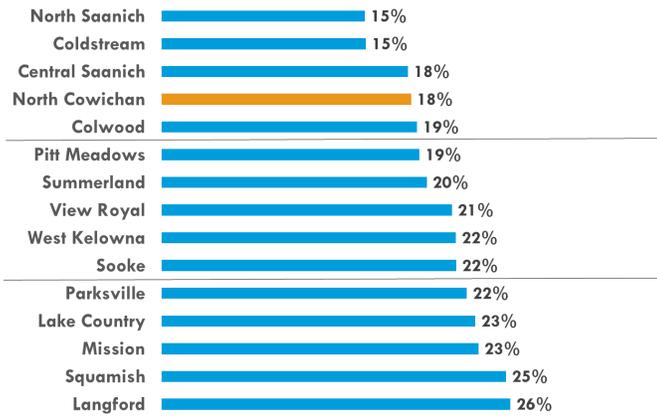


Share of Income from Employment, 2020 (Lower in 2020 due to COVID income programs)



Even with a lower median wage compared to other similar communities, North Cowichan has a lower percentage of residents spending over 30% of their income on housing (18%). Spending 30% or less of income on housing is an indicator of housing affordability.

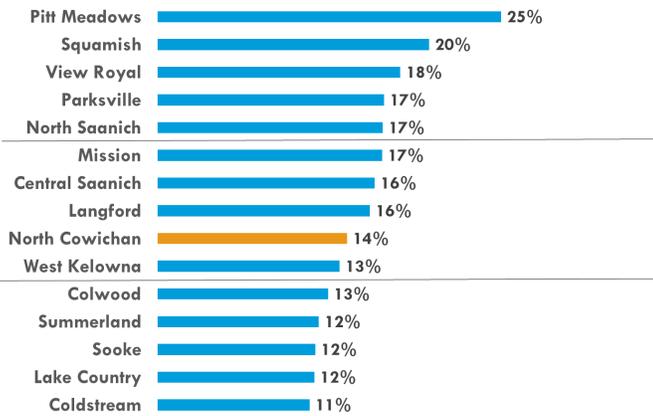
Households Spending 30%+ of Income on Housing



Immigration

In 2021, 14% of North Cowichan’s population was immigrants to Canada. This is similar to other larger population centre comparators such as Langford (16%), Mission (17%), and West Kelowna (14%).

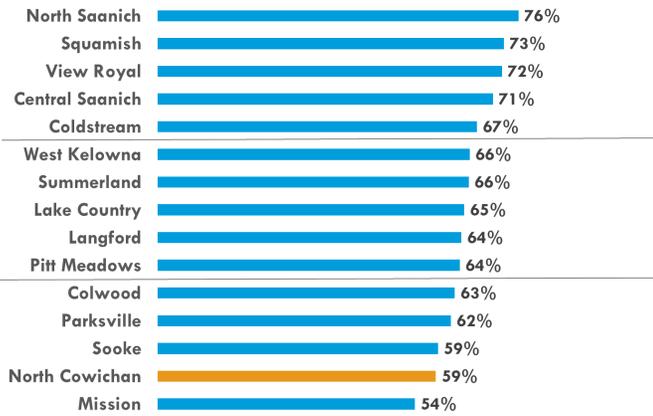
Immigrants as Share of Population, 2021



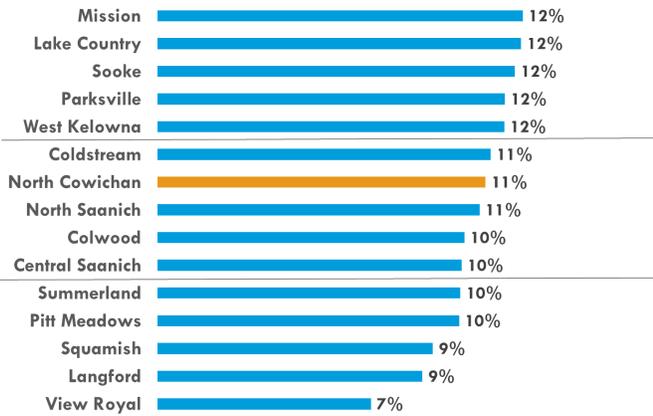
Educational Attainment

North Cowichan has a relatively low percentage of its population between the ages of 25 and 64 with any post-secondary credential (59%). However, in the same age bracket, North Cowichan has 11% of its population with a trades or apprenticeship credential which is similar to the other comparator communities.

Age 25 to 64 with any post-secondary credential, 2021



Age 25 to 64 with trades or apprenticeship credential, 2021



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From: [Peter Sinclair](#)
To: [Council](#)
Subject: Loaves and Fishes Food Recovery and Distribution Centre
Date: Monday, December 9, 2024 1:29:16 PM

Dear Mayor and Council,

Last week, we were thrilled to break ground and begin construction on our Food Recovery and Distribution Centre in Nanaimo, that will serve communities across Vancouver Island. This is a significant milestone, bringing us closer to the completion of a new facility that will provide vital support to people in need on Vancouver Island.

To ensure the success of this important project, we have requested \$7.2 million in funding from the Federal Government. While the project has garnered clear interest at the federal level, we are still awaiting formal confirmation of their financial commitment. Notably, the City of Nanaimo, the Regional District of Nanaimo, and the Province of British Columbia have already committed their support.

We have been advised that now is an opportune time for another round of support letters from municipal leaders across Vancouver Island. These letters will further reinforce the strong backing already expressed by private citizens and the Provincial Government.

As such, I am kindly requesting your council send a letter of support urging the Federal Government to provide the necessary \$7.2 million in funding for the completion of the Food Recovery and Distribution Centre. The letter should be addressed to:

- The Honorable Sean Fraser, Minister of Housing, Infrastructure and Communities
- The Honourable Lawrence MacAulay, Minister of Agriculture and Agri-Food
- The Prime Minister's Office (PMO)

If you have any questions or need further information, please don't hesitate to reach out.

Thank you for your consideration and support in helping us ensure people across Vancouver Island have abundant access to food.

With thanks,

Peter Sinclair
Executive Director
Loaves and Fishes Community Food Bank Society
236-362-3494
www.viloavesandfishes.org

Municipality of North Cowichan Special Committee of the Whole MINUTES

November 26, 2024, 6:00 p.m.
Crofton Community Centre

Members Present

Mayor Rob Douglas
Councillor Mike Caljouw
Councillor Bruce Findlay
Councillor Chris Istace
Councillor Christopher Justice
Councillor Tek Manhas

Staff Present

Ted Swabey, Chief Administrative Officer (CAO)
Bill Corsan, General Manager, Corporate Services and Community Relations
George Farkas, General Manager, Planning, Development and Community Services
Alyssa Meiner, Information Management Officer
Amanda Young, Director, Planning and Building
Andrea Hainrich, Deputy Corporate Officer
Barb Floden, Manager, Communications and Public Engagement
Clay Reitsma, Director, Engineering
David Conway, Director, Subdivision and Environmental Services
Gaylene Thorogood, Manager, RCMP Support Services
John Horn, Director, Social Planning and Protective Services
Kayla Reid-Starck, Legislative Coordinator
Marla Laycock, Director, People and Culture
Michelle Miller, Manager, Asset Management
Neil Pukesh, Director, Parks and Recreation
Ron French, Fire Chief
Shaun Mason, Manager, Parks and Forestry
Shawn Cator, Director, Operations
Teri Vetter, Director, Financial Services
Terri Brennan, Executive Coordinator
Tricia Mayea, Corporate Officer

1. CALL TO ORDER

There being a quorum present, the Chair called the meeting to order at 6:01 p.m.

2. APPROVAL OF AGENDA

IT WAS MOVED AND SECONDED:

THAT Council waive the 15-minute time limit for question period and the 30 seconds each speaker has to ask their question, and adopt the agenda as circulated.

CARRIED

3. PRESENTATION

Ted Swabey, Chief Administrative Officer, provided an introduction and overview of the business planning process.

4. BUSINESS PLANS

Teri Vetter, Director, Finance, provided an overview of the tax revenue required.

Ted Swabey, Chief Administrative Officer, provided an overview of the business plans for the Office of the Chief Administrative Officer, North Cowichan/Duncan RCMP Detachment, Fire Services, and People and Culture.

Bill Corsan, General Manager, Corporate Services and Community Relations, provided an overview of the business plans for Financial Services, Social Planning and Protective Services, Communications and Public Engagement, Information Management, Information Technology and Business Solutions, and Legislative Services.

George Farkas, General Manager, Planning, Development and Community Services provided an overview of the business plans for Engineering, Subdivision and Environmental Services, Parks and Recreation, Planning and Building, Forestry and Operations.

5. QUESTION PERIOD

Council received 3 questions from the public regarding agenda items.

6. ADJOURNMENT

The meeting adjourned at 7:31 p.m.

Certified by Corporate Officer

Signed by Mayor

Municipality of North Cowichan Committee of the Whole MINUTES

December 3, 2024, 6:00 p.m.

Heritage Hall at the Cowichan Community Centre

Members Present

Mayor Rob Douglas
Councillor Mike Caljouw
Councillor Bruce Findlay
Councillor Chris Istace
Councillor Christopher Justice
Councillor Tek Manhas

Staff Present

Ted Swabey, Chief Administrative Officer (CAO)
Bill Corsan, General Manager, Corporate Services and Community Relations
George Farkas, General Manager, Planning, Development and Community Services
Alyssa Meiner, Information Management Officer
Amanda Young, Director, Planning and Building
Andrea Hainrich, Deputy Corporate Officer
Barb Floden, Manager, Communications and Public Engagement
Clay Reitsma, Director, Engineering
David Conway, Director, Subdivision and Environmental Services
Gaylene Thorogood, Manager, RCMP Support Services
Jason Hammerer, Manager, Technical and Client Services
John Horn, Director, Social Planning and Protective Services
Marla Laycock, Director, People and Culture
Michelle Miller, Manager, Asset Management
Neil Pukesh, Director, Parks and Recreation
Ron French, Fire Chief
Shaun Mason, Manager, Parks and Forestry
Shawn Cator, Director, Operations
Teri Vetter, Director, Financial Services
Terri Brennan, Executive Coordinator
Tricia Mayea, Corporate Officer
Tristan Webb, Assistant Manager, Recreation Facilities Maintenance

1. CALL TO ORDER

There being a quorum present, the Chair called the meeting to order at 6:00 p.m.

2. APPROVAL OF AGENDA

IT WAS MOVED AND SECONDED:

THAT Council waive the 15-minute time limit for question period and the 30 seconds each speaker has to ask their question, and adopt the agenda as circulated.

CARRIED

3. PRESENTATION

Ted Swabey, Chief Administrative Officer, provided an introduction and overview of the business planning process.

4. BUSINESS PLANS

Teri Vetter, Director, Finance, provided an overview of the tax revenue required.

Ted Swabey, Chief Administrative Officer, provided an overview of the business plans for the Office of the Chief Administrative Officer, North Cowichan/Duncan RCMP Detachment, Fire Services, and People and Culture.

Bill Corsan, General Manager, Corporate Services and Community Relations, provided an overview of the business plans for Financial Services, Social Planning and Protective Services, Communications and Public Engagement, Information Management, Information Technology and Business Solutions, and Legislative Services.

George Farkas, General Manager, Planning, Development and Community Services provided an overview of the business plans for Engineering, Subdivision and Environmental Services, Parks and Recreation, Planning and Building, Forestry and Operations.

5. QUESTION PERIOD

Council received 23 questions from the public regarding agenda items.

6. ADJOURNMENT

The meeting adjourned at 8:23 p.m.

Certified by Corporate Officer

Signed by Mayor

Municipality of North Cowichan Special Committee of the Whole MINUTES

December 10, 2024, 6:00 p.m.
Chemainus Firehall

Members Present Mayor Rob Douglas
 Councillor Mike Caljouw
 Councillor Chris Istace
 Councillor Christopher Justice
 Councillor Tek Manhas

Members Absent Councillor Bruce Findlay

Staff Present Ted Swabey, Chief Administrative Officer (CAO)
 Bill Corsan, General Manager, Corporate Services and Community Relations
 George Farkas, General Manager, Planning, Development and Community Services
 Alyssa Meiner, Information Management Officer
 Amanda Young, Director, Planning and Building
 Andrea Hainrich, Deputy Corporate Officer
 Barb Floden, Manager, Communications and Public Engagement
 Clay Reitsma, Director, Engineering
 David Conway, Director, Subdivision and Environmental Services
 Gaylene Thorogood, Manager, RCMP Support Services
 John Horn, Director, Social Planning and Protective Services
 Manuela Herzig, Director, IT and Business Solutions
 Marla Laycock, Director, People and Culture
 Michelle Miller, Manager, Asset Management
 Neil Pukesh, Director, Parks and Recreation
 Ron French, Fire Chief
 Shaun Mason, Manager, Parks and Forestry
 Shawn Cator, Director, Operations
 Teri Vetter, Director, Financial Services
 Terri Brennan, Executive Coordinator
 Tricia Mayea, Corporate Officer

1. CALL TO ORDER

There being a quorum present, the Chair called the meeting to order at 6:00 p.m.

2. APPROVAL OF AGENDA

IT WAS MOVED AND SECONDED:

THAT Council waive the 15-minute time limit for question period and the 30 seconds each speaker has to ask their question, and adopt the agenda as circulated.

CARRIED

3. PRESENTATION

Ted Swabey, Chief Administrative Officer, provided an introduction and overview of the business planning process.

4. BUSINESS PLANS

Teri Vetter, Director, Finance, provided an overview of the tax revenue required.

Ted Swabey, Chief Administrative Officer, provided an overview of the business plans for the Office of the Chief Administrative Officer, North Cowichan/Duncan RCMP Detachment, Fire Services, and People and Culture.

Bill Corsan, General Manager, Corporate Services and Community Relations, provided an overview of the business plans for Financial Services, Social Planning and Protective Services, Communications and Public Engagement, Information Management, Information Technology and Business Solutions, and Legislative Services.

George Farkas, General Manager, Planning, Development and Community Services provided an overview of the business plans for Engineering, Subdivision and Environmental Services, Parks and Recreation, Planning and Building, Forestry and Operations.

5. QUESTION PERIOD

Council received 25 questions from the public regarding agenda items.

6. ADJOURNMENT

The meeting adjourned at 8:18 p.m.

Certified by Corporate Officer

Signed by Mayor

Report

Date December 18, 2024
Subject Crofton Outdoor Pool Upgrades

File:

PURPOSE

To provide Council with a copy of the Building Conditional Assessment of the Crofton Outdoor Pool for information and to provide the next steps.

BACKGROUND

The Crofton Outdoor Pool, located at 1668 Robert Street, Crofton, BC, is a recreational facility featuring a four-lane outdoor heated pool, changerooms, and showers and is part of North Cowichan's efforts to provide accessible and inclusive recreational facilities to enhance the well-being and connectedness of the community. Open seasonally from late June to August, this outdoor heated pool offers a variety of activities, including swimming lessons, private rentals, fitness classes, and fun swims for kids and families. Built in 1967 by volunteers from the Crofton Fire Department, the pool has served the community for over five decades and has become a popular spot for families and individuals looking to enjoy the summer months in a safe and welcoming environment.

During pool start-up operations in early June 2024, maintenance staff encountered a series of mechanical issues with the facility's water distribution system that delayed the opening of the pool. The main pool pump, installed in 2021 during a mechanical room upgrade, suffered a catastrophic failure, impacting the water circulation process. Additional water circulation issues were detected upon replacement as flow and turnover rates were not meeting the minimum safety operating levels established by the Vancouver Island Health Authority. As a result, swim lessons and staff training sessions had to be relocated to the Cowichan Aquatic Centre during the last week of June as the facility was unable to obtain its operating permit from Island Health. The water circulation issues were resolved through consultation with aquatic engineers and public works and recreation maintenance staff, and the Island Health inspector issued the operating permit for the summer months. While the pool did not meet its target opening day of June 29, it did reopen to the public on July 3.

Throughout the summer operations, the Crofton Outdoor Pool experienced continuous issues with the pool filtration and water circulation systems. From inconsistent water turnover rates and breakdown of the automated chlorination system to pool filtration failures, staff were challenged on a daily basis to keep the pool operational throughout July and August. Additional staffing resources were allocated to the facility to ensure safe operations while more than usual equipment repairs were performed to the pool system. Although the pool opening was delayed, there were no other major disruptions to service besides a one-day closure at the end of July to perform filtration maintenance and rescheduling a swim lesson due to lower-than-normal turnover rates.

While the pool remained open for most of the 2024 summer season, serious concerns remained with the integrity of the facility's water distribution system despite recent mechanical upgrades completed in 2021. Historical maintenance records indicate that the Crofton Outdoor Pool experienced significant

fluctuations in its water flow rates, and without having a building conditional assessment on record, it is difficult to determine the magnitude, priority, or scope of necessary repairs or upgrades. With the Crofton Outdoor Pool completing its 57th year of operations, staff commissioned McCuaig & Associates Engineering Ltd. (MAE) to conduct a Building Condition Assessment (BCA) to evaluate the current state of the facility and provide recommendations for maintenance and renewal over the next ten years.

This report summarizes the findings and recommendations from the BCA conducted in October 2024.

DISCUSSION

The Crofton Outdoor Pool was constructed in 1967 and has serviced the community on a seasonal basis through the summer months of July and August. As one of just four outdoor pools on Vancouver Island (Courtenay, Sidney, Brentwood Bay), the facility operates seven days a week in July and August from as early as 10:00am until 5:30pm. With drop-in admission fees posted at \$2 per adult and \$1 per child, the facility has become a well-used North Cowichan asset. In 2024, a total of 5,852 paid admissions (through programs, public swims, memberships, and private rentals) were realized at the facility.

Going into its 57th year of operation in 2024, the facility experienced significant mechanical and water circulation issues during its initial start-up that delayed its opening and resulted in higher than budgeted operational costs (\$86,913) – an increase of 31% since 2022. While most of the above-ground mechanical systems were upgraded in 2021, a significant portion of the facility’s water circulation system is underground and not easily accessible for visual inspection. Without having access to original as-built pool designs either, there is concern that the underground infrastructure has exceeded its life expectancy and that additional repairs or upgrades are required to keep the facility functional for the community’s continued use into its 58th year of operation and beyond. As part of this process and because of mounting repairs/operating costs, it was determined that a facility conditional assessment of the Crofton Outdoor Pool was needed.

In August 2024, the Recreation Department commissioned MAE to conduct a BCA of the Crofton Outdoor Pool. MAE was selected as they had recently completed a BCA of North Cowichan’s Municipal Hall in 2021. They are experienced in recreation and aquatic centre assessments, most recently in the Townships of Langley, Kelowna, and Peace River, Alberta.

The focus of MAE’s assessment was to conduct a detailed visual review of the facility’s building elements that included:

1. Primary systems: foundation and structure; building envelope and fabric; exterior grounds.
2. Secondary systems: HVAC; building controls; interior partitions, finishes, walls, doors, floors, ceilings, etc.; electrical and electrical distribution; lighting; plumbing; special construction; accessibility.
3. Life Safety Systems: Fire and life safety code compliance issues; fire protection (sprinklers and fire alarm systems); health issues; emergency power.

As a result of these initial reviews, a BCA report along with a 10-year capital plan was created that included a comprehensive inventory of the building systems and components. The report provides an overall rating of each building component including a probable lifespan indication, recommended year of renewal, cost estimates for replacements, opportunities for savings on both energy and maintenance, as well as a proposed renewal budget. MAE staff were on site in September to perform visual inspections and review relevant maintenance records, and in October, they submitted their final report for staff review (Attachment 1).

Short Term and Long-Term Expenditures

The BCA report outlines several short-term and long-term expenditures required to maintain and renew the facility. The financial implications of the recommended actions are significant, with a total estimated expenditure of \$356,000* over the next ten years. The peak expenditure year is 2025, with an estimated cost of \$277,000* for replacing the underground pool distribution piping. These recommended investments are necessary to prevent further deterioration and ensure the facility remains safe and functional for community use. **(It should be noted that these are Class D construction cost estimates that have an accuracy range of +/- 50% and are considered a preliminary estimate for developing long-term capital plans.)*

Short-Term Expenditures (2025-2029)

Year	Amount	Description
2025	\$277,000	Feasibility study/pool piping replacement
2026	\$9,000	Electrical upgrades
2027-2029	\$0	no repairs required

Long-Term Expenditures (2030-2034)

Year	Amount	Description
2030	\$40,700	Building exterior upgrades
2031	\$0	No repairs required
2032	\$14,300	Flooring and walkways
2033	\$12,800	Lighting
2034	\$2000	Utility gas line replacement

Facility Condition Index

As part of this BCA, a Facility Condition Index (FCI) rating was applied, a standard benchmark used to objectively assess a facility's current condition and considers anticipated repair, maintenance, or replacement costs forecasted over a set time. Through this BCA, the Crofton Outdoor Pool has an FCI of 30.8%, indicating poor condition. Without receiving proper funding, the FCI is projected to worsen to 39.5% over the next ten years.

FCI Rating Table:

Condition Rating	FCI
Good	0-10%
Fair	11-30%
Poor	31-60%
Critical	61-100%

Conclusion

The lifespan of public outdoor pools can vary from one facility to the next and is based upon several factors, including the quality of construction, maintenance practices, and environmental conditions. Generally, well-maintained public outdoor pools can last between 30 and 50 years; however, pools that are not properly maintained or are exposed to harsh weather conditions may have a shorter lifespan.

Many municipalities across Canada struggle to maintain outdoor public pools because of aging infrastructure, budget constraints, high operating costs, environmental concerns, and the changing recreational preferences of the public. The City of Vancouver has seen a reduction in the number of public outdoor pools, and several communities in Ontario where pools have been closed or plans for new pools have been shelved due to high costs. The Crofton Outdoor Pool remains one of just four outdoor pools on Vancouver Island.

As the Crofton Outdoor Pool is scheduled to enter its 58th year of operations in 2025, significant capital investment is required over the next 10 years to maintain its functionality and operations for the future enjoyment of the community. These repairs and the need to complete a feasibility study have been identified as a result of a recent and thorough BCA performed by MAE that has since rated the facility in poor condition. As operating costs for the Crofton Outdoor Pool continue to increase (31% since 2022), deferring asset management maintenance can lead to more severe damage over time, resulting in higher future repair or replacement costs and increased service disruptions.

Considering these findings, a feasibility study in the amount of \$15,000 is in the 2025 budget to better determine piping replacement costs. Once the study is complete, a report with the next steps will be brought forward for Council's consideration. Additionally, \$277,000 is included as a supplemental budget request for 2025.

OPTIONS

(Recommended Option) THAT Council receives the Crofton Outdoor Pool Building Condition Assessment report for information.

IMPLICATIONS

A feasibility study is being done as the first step to gain a better assessment of piping replacement costs. Without having access to the facility’s as-built drawings, a qualified engineer would be required to perform a series of on-site test digs to evaluate current pipe sizing and routing so that more accurate estimates for the costs of repairs can be considered. The feasibility study will be completed in early 2025, and that information will be brought forward to Council before the finalization of the financial plan to inform the next steps. However, given the amount of time required to engineer a new water distribution system, tender the design documents, and secure a qualified contractor for construction, it is unlikely that repairs would be completed before the pool is scheduled to open in July (if Council were to approve moving forward with the required repairs).

RECOMMENDATION

THAT Council receives the Crofton Outdoor Pool Building Condition Assessment report for information.

Report prepared by:



Neil Pukesh
Director, Parks and Recreation

Report reviewed by:



George Farkas
General Manager, Planning, Development and
Community Services

Approved to be forwarded to Council:

Ted Swabey
Chief Administrative Officer

Attachment:
(1) Crofton Building Condition Assessment

ATTACHMENT 1

BUILDING CONDITION ASSESSMENT

Crofton Outdoor Pool

1668 Robert Street
Crofton, BC



PRESENTED TO District of North Cowichan
7030 Trans Canada Highway
Duncan, BC V9L 6A1
Neil Pukesh
Neil.pukesh@northcowichan.ca

PREPARED BY **McCuaig & Associates Engineering Ltd.**
Vancouver Office | EGBC #1002833

MAE CONTACT Claire Ha
claire@mccuaig.net | 604-376-8779

DATE October 31, 2024

MAE REFERENCE #2407.015-C-RPT-01-BCA-FNL_R01



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APPENDICES

- Appendix A: Building Asset Inventory
- Appendix B: Building Components and Deficiencies Photos
- Appendix C: 10-Year Strategic Plan

1.0 EXECUTIVE SUMMARY

1.1 Site Description

Details relating to the property are described in Table 1 below:

Table 1 General Property Information

FACILITY NAME:	Crofton Outdoor Pool
PROPERTY ADDRESS:	1668 Robert Street, Crofton, BC
TYPE OF CONSTRUCTION:	CMU/Wood
TYPE OF FACILITY:	Recreational
TOTAL FLOOR AREA (ABOVE GRADE):	1,500 sq. ft. (Pool Building) 1,370 sq. ft (Pool, depth 3' 6" to 8' 6")
BUILDING'S AGE:	57
CURRENT FCI:	Poor Condition

1.2 Critical Action Summary

Recommended action items for the next year are listed in Table 2 below. These items may have been observed or identified with the following conditions:

- existing or potential safety risks,
- a possible code violation,
- issues that could lead to premature system failure,
- or a significant escalation of the remedial cost if not corrected immediately.

Table 2 Actions Recommended within a Year

UNIFORMAT CODE	COMPONENT NAME	RECOMMENDATION	ESTIMATED COST (CURRENT \$)
D209004 Pool Piping and Equipment	Pool Water Distribution	Engage a professional to perform a feasibility study which would identify the pipe sizing, location and potential pool leak areas prior to the replacement of the original pool piping.	\$10,000
D209004 Pool Piping and Equipment	Pool Water Distribution	Replace underground pool distribution piping as required.	\$100,000
F104099 Other Special Facilities	Diving Board	Replace diving board as required.	\$10,000
F104099 Other Special Facilities	Metal Grab Bar	Replace pool ladders as required.	\$5,000
F104099 Other Special Facilities	Pool Wall and Floor Finish	Replace pool finish as required.	\$60,000
F104099 Other Special Facilities	Pool Strainer and Grilles and Drain	Replace drainage assemblies as required.	\$6,000
G203003 Paved Surfaces	Concrete Pedestrian Walkway (Pool)	Repair or replace sections of concrete pool deck in conjunction with pool distribution piping replacement.	\$86,000

A complete list of costs and recommendations is provided in the asset inventory and 10-Year Strategic Plan attached to this report as Appendix C.

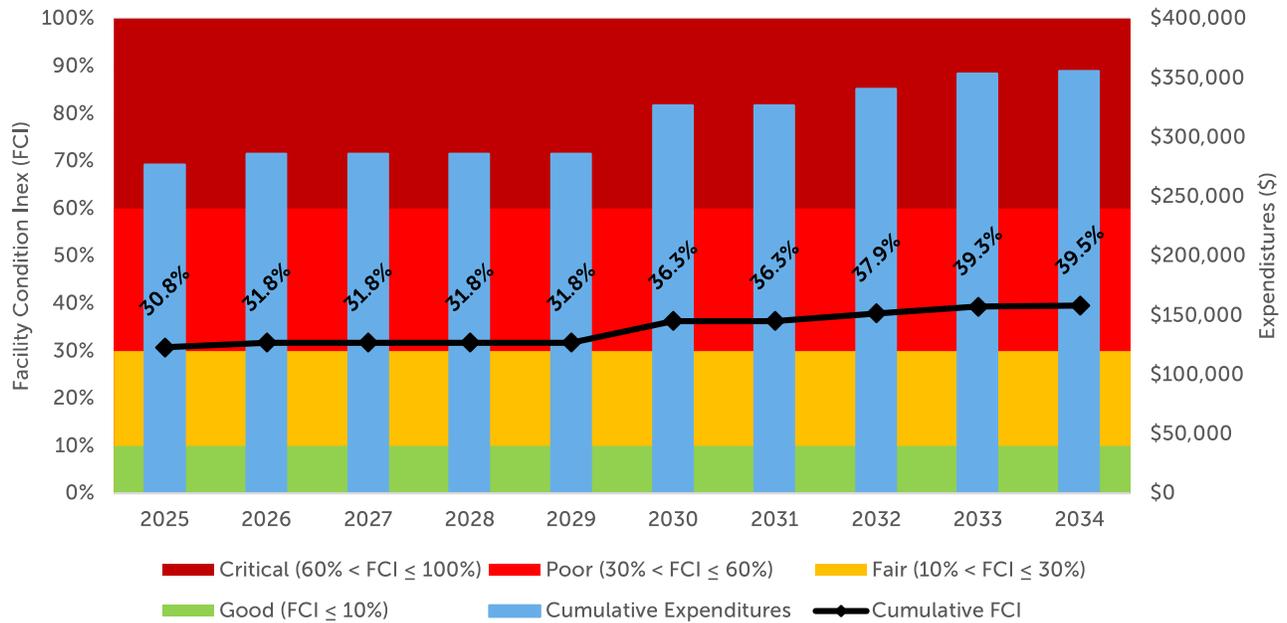
1.3 General Condition Summary

Crofton Outdoor Pool is considered to be in poor condition, with a current FCI of 30.8%. The total estimated 10-year expenditure is approximately \$356,000. Without any funding, the FCI condition rating will decline to 39.5% as shown in the Table and Graph below.

Table 3 Cumulative Expenditures and FCI

YEAR	ESTIMATED ANNUAL EXPENDITURE (CURRENT \$)	CUMULATIVE EXPENDITURES	CUMULATIVE FCI	FCI RATING
2025	\$277,000	\$277,000	30.8%	Poor
2026	\$9,000	\$286,000	31.8%	Poor
2027	\$0	\$286,000	31.8%	Poor
2028	\$0	\$286,000	31.8%	Poor
2029	\$0	\$286,000	31.8%	Poor
2030	\$40,700	\$326,700	36.3%	Poor
2031	\$0	\$326,700	36.3%	Poor
2032	\$14,300	\$341,000	37.9%	Poor
2033	\$12,800	\$353,800	39.3%	Poor
2034	\$2,000	\$355,800	39.5%	Poor

Figure 1 Cumulative Expenditures and FCI



2.0 INTRODUCTION

2.1 Terms of Reference

McCuaig & Associates Engineering Ltd. (MAE) was retained by the District of North Cowichan to undertake a Building Condition Assessment (BCA) for the Crofton Outdoor Pool, referred to herein as the “building,” “site,” or “property.” A visual, non-invasive review of the systems of the building was conducted to produce a qualitative and quantitative assessment report of the building. This report focuses on the following tasks:

- Determining the physical condition and remaining service life of each component.
- Prioritizing renewals and major maintenance requirements that are recommended within the next 10 years.
- Recommending a plan to maximize the longevity of the building assets.

The scope of this assessment is indicated in the Scope of Services as outlined in MAE’s proposal to the Client, dated August 2, 2024.

2.2 Methodology

This section describes MAE’s methodology for conducting BCAs.

- Prior to our site work, available drawings, maintenance documents, and relevant previous assessment reports were reviewed to familiarize our team with the site.
- A visual, non-invasive review of a representative sample of the facility’s major systems was conducted. The major facility systems reviewed as part of the BCA are:
 - Structural
 - Mechanical
 - Fire & Life Safety
 - Site
 - Building Envelope
 - Electrical
 - Interior Elements
 - Pool and pool equipment
- The report contains the following information:
 - A comprehensive inventory including:
 - A description and photograph of the relevant building components or systems
 - The estimated date of original construction/installation
 - **Condition Rating:** Based on the estimated amount of remaining service life (Critical, Poor, Fair, Good)
 - **Prioritization System:** A-Life Safety, B-Structural Integrity, C-Legislative Requirements, D-Building Functionality, and E-Cost Effective Upgrades.
 - Probable lifespan
 - Recommended year of renewal
 - Proposed renewal budget (in current dollars) and time based on estimated quantity

- Details of proposed repair/renewal/modernization scope
- Estimated deferred maintenance
- Relevant code issues, if applicable
- Opportunities for savings on both energy and operation
- A prioritized list of recommendations to address observed deficiencies; required repairs, retrofits and replacement of building elements; anticipated cost; and timeframe.
- Estimated current-day facility replacement cost
- Facility Condition Index (FCI) based on estimated deferred and current maintenance, repairs, retrofits and replacement work and building reproduction value.
- A 10-year strategic plan with future replacement cost and timeframe
- Funding Scenarios that include variations in funding availability – no funding, required funding, limited funding, and optimal funding.

2.3 Documents Reviewed

We have received electronic copies of various documents related to the building’s maintenance and renewal history. Documents that were provided for our review and reference are listed in Table 4 below.

Table 4 Documents Received

DOCUMENT TITLE	AUTHOR	ISSUE DATE	PURPOSE OF ISSUE
Pool Data Sheet	North Cowichan	N/A	Operating Permit
Product Data Sheet for Open Top Tank and Agitator	Zeebest Plastic; J.L. Wingert Co.	N/A	N/A

2.4 Assumptions and Limitations

Our opinions of probable costs are considered Class D estimates based on normal engineering practice using “square foot” or unit cost and/or our own experience with similar projects. As defined in guidelines prepared by the Engineers and Geoscientists of BC (EGBC), Class D estimates have an accuracy range of ±50% and are considered a preliminary estimate that may be used in developing long-term capital plans and for preliminary discussion of proposed capital projects. The costs provided constitute an “order of magnitude” value to assist with planning for predicted future expenses and include relevant abatement, removal or remediation of hazardous materials where applicable. Opinions of probable costs allocated to maintenance or renewal items should not be considered set costs. These values are established based on current market conditions and product availability. The cost of construction materials and labour are influenced by many variables.

Please also note that it is difficult to provide an accurate opinion of cost estimates without some preliminary design and a clearly defined scope of work. The actual cost of the work cannot be known until an accurate scope of work is prepared, material quantities have been reliably estimated, project drawings and specifications have been produced, contractors have bid on the project, and the extent of any hidden damage is known.



Given the volatility of construction prices, MAE assumes no responsibility for the future accuracy of our projected estimated costs. Moreover, our opinion of the remaining service life does not guarantee that the components will not fail earlier than projected.

3.0 FACILITY ASSET EVALUATION

Crofton Outdoor Pool operates during the summer months from the end of June till late August each year. The pool facility features a 4-lane heated pool complete with changerooms, showers, a first aid room, storage, and a water treatment room.

It is our understanding that a major retrofit of the mechanical room was completed in 2021. It is also our understanding there is a known issue with insufficient flow rate for the pool water distribution system and that underground piping may have been undersized. The client reported approximately 2” of water loss per day which indicates a likely pipe leak. Since our site visit, the source of the leak in the pool water distribution piping has been identified; a butterfly valve on the backwash line has been adjusted to stop the leak.



Figure 2 Site Plan

3.1 Structural and Architectural Summary

The change room building has a wood-framed roof deck supported by the CMU wall construction over a cast-in-place concrete slab-on-grade foundation. The building is protected by a modified bitumen roof membrane which was replaced in 2019. The painted CMU exterior wall is considered a mass/storage wall assembly in which penetrating rainwater is typically stored and redistributed in the water-resistant building materials until it can be released to either the exterior or interior in the vapour form in a controlled manner that does not damage interior or exterior finishes.

A small section of the wall was removed in 2020 and replaced with a fibre cement siding wall assembly to allow for the installation of the pool filtration system.

The exterior and interior doors are a combination of wood or metal doors in metal frames. No exterior windows are provided; however, an interior window is provided at the first aid room for the entry kiosk.

Generally, the architectural components are in good condition and renewal work recommended such as repainting of the exterior components, replacement of exterior and interior doors, washroom partition, and epoxy floor finish will likely occur within the next 10 years at the client's discretion.

3.2 Specialty Equipment Summary

The outdoor pool is finished with ceramic tiles and plaster. The pool water is collected via skimmers and pulled into the water treatment system via a pump. The water treatment system includes a chemical storage tank, acid pump controller, vertical filtration system, strainer pot, pool water pump, pool heater, pool water pumps, chlorination system, and controllers. The pool water treatment equipment is generally between 3 to 10 years old.

The existing pool water distribution piping under the pool is decades old. Although we have no record of a piping upgrade, it is likely not original to construction based on repairs to the pool slab. These repairs would likely put the age of the piping in the 30-year range or older. The client reported insufficient flow rates, and the underground piping may have been undersized.

We recommend engaging a professional within the next year to conduct a further study on the pipe sizing and locations. Replacement of the pool distribution piping is expected following the investigation. The concrete pavement around the pool will likely be impacted (sections removed) by the study and subsequent pool water distribution replacement.

The main purpose of the study is to find a methodology to allow the replacement of the below pool and below deck piping while minimizing the damage to each. Likely much of the piping can be replaced by small sections of pool deck removal and running lines outside the pool deck in the grassy area immediately west of the pool deck. Drain connections may be possible via a short run of pipe under the existing deep end of the pool with minimal cuts to the pool basin.

We noted some missing and chipped ceramic tiles around the pool walls. The pool coating is in good condition but replacement of this is recommended in conjunction with the pool water distribution pipe replacement.

The pool is equipped with a diving board, metal grab bars, pool strainers, grilles and a drain. These components are past the typical expected service life and replacement is anticipated in the next 1 to 2 years in conjunction with the pool water distribution replacement.

3.3 Mechanical Summary

The plumbing systems found in the changeroom building include a domestic water distribution system, sanitary drainage system and storm drainage system. The plumbing fixtures such as water closets, lavatories, a drinking fountain, hose bibs, and shower stalls are from 2015 and are unlikely to require replacement for the next 10 to 15 years. The domestic water distribution is a combination of PEX and copper that have been partially replaced over the years. A condensing water heater is provided for the domestic hot water supply. We do not anticipate a wholesale replacement of the distribution piping or water heater within the report term.

The sanitary piping is a combination of ABS and chrome and likely cast iron below the slab. PVC stormwater piping is provided for the roof drains. We are not aware of any issues related to the sanitary or stormwater systems and no major work is recommended within the report term.

The changeroom building is not heated. Ventilation to the building is provided via two exhaust fans from 2021 in the mechanical room and storage room. The exhaust fan is expected to provide 20 years of service life.

3.4 Electrical Summary

Electricity is supplied via an electrical panel rated at 100A and is metered. Electrical service appears to have been upgraded over the years. Lighting consists of LED and fluorescent ceiling lights and is controlled by a timer and line voltage switches. The electrical equipment was generally in good condition; however, the timer controller box and electrical panel were corroded. Replacement of these components is recommended in the next 2 years.

3.5 Site Improvements Summary

The site components on the property include a concrete pedestrian walkway, metal railing, chain link fencing, privacy walls, retaining walls, a bicycle rack, irrigation and a soft landscape. Generally, these components are in good condition and unlikely to require replacement within the report term.

4.0 MAJOR MAINTENANCE AND CAPITAL RENEWAL PLANNING

Major maintenance and renewal costs are those costs required when the components must be replaced, even if adequate regular maintenance has been carried out. Renewal costs are not intended to provide “upgrades” to any building components unless the present requirements (codes or technology) dictate that an upgrade is necessary. Unless noted otherwise, all estimates for renewals assume replacing “like for like.”

It should be noted that the forecasted renewal items might not occur in the particular listed year. The allocated timelines for major maintenance and renewals are based on the expected service life of the asset and our observations and experiences with similar buildings; a further study may be required to determine when the assets will require replacement.

4.1 Short-Term Expenditures

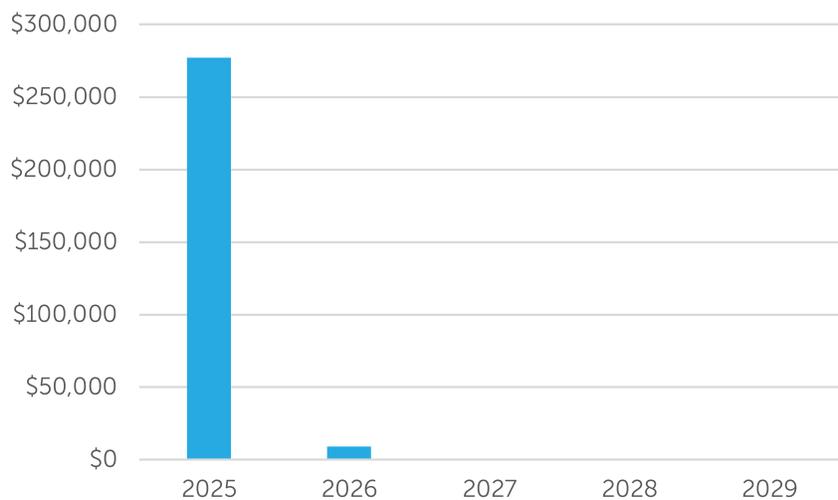
The 5-year plan typically consists of costs that are required to maintain the existing building in the short term. A complete listing of recommendations for systems and components over the next 10 years is presented in Appendix A.

The total amount of expected expenditures for the facility in the short-term plan is approximately \$290,000. The peak predicted year is 2025, with roughly \$277,000 of forecasted expenditures mainly associated with the underground pool water distribution piping.

Table 5 5-Year Financial Summary

YEAR	ESTIMATED ANNUAL EXPENDITURE (CURRENT \$)
2025	\$277,000
2026	\$9,000
2027	\$0
2028	\$0
2029	\$0

Figure 3 Estimated 5-Year Capital Expenditures



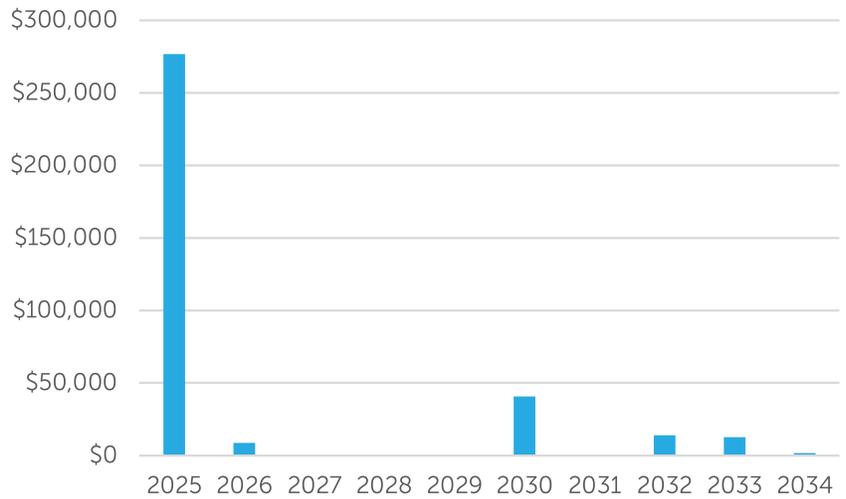
4.2 Long-Term Expenditures

The long-term plan includes renewals that are due within the next 10 years. The estimated total amount of estimated expenditures over the next 10 years is approximately \$356,000. A complete listing of recommendations for systems and components over the next 10 years is presented in Appendix A.

Table 6 10-Year Financial Summary

YEAR	ESTIMATED ANNUAL EXPENDITURE (CURRENT \$)
2025	\$277,000
2026	\$9,000
2027	\$0
2028	\$0
2029	\$0
2030	\$40,700
2031	\$0
2032	\$14,300
2033	\$12,800
2034	\$2,000

Figure 4 Estimated 10-Year Capital Expenditures



5.0 FACILITY CONDITION INDEX

5.1 Facility Condition Index

The Facility Condition Index (FCI) is a standard benchmark used to objectively assess the current condition of a facility and is a ratio of all the deferred and anticipated maintenance, repair, or replacement costs forecasted over a set period, divided by the current replacement value of the facility.

$$\frac{\text{Forecasted Expenditures}}{\text{Current Replacement Value (CRV)}} = \text{Facility Condition Index (FCI)}$$

Note that FCI is not an absolute statement of the size of the backlog of catch-up work, rather it is a snapshot in time as a comparator to similar assets which will assist in determining the adequacy of a funding level over a long period of time. The FCI is a useful tool for comparing multiple buildings within a portfolio.

The FCI condition scale is as follows:

Table 7 FCI Rating

Condition Rating	FCI
Good	0 – 10%
Fair	11 – 30%
Poor	31 – 60%
Critical	61 – 100%

Based on an estimated CRV of \$900,000, the current year FCI for the subject property is 30.8%. Note that land value is not considered when evaluating the FCI.

The cumulative FCI shows the effect of accumulating deferred and anticipated maintenance, repair, or replacement costs over the years. It is a ratio of the sum of forecasted expenditures for the projected number of years divided by the CRV of the building.

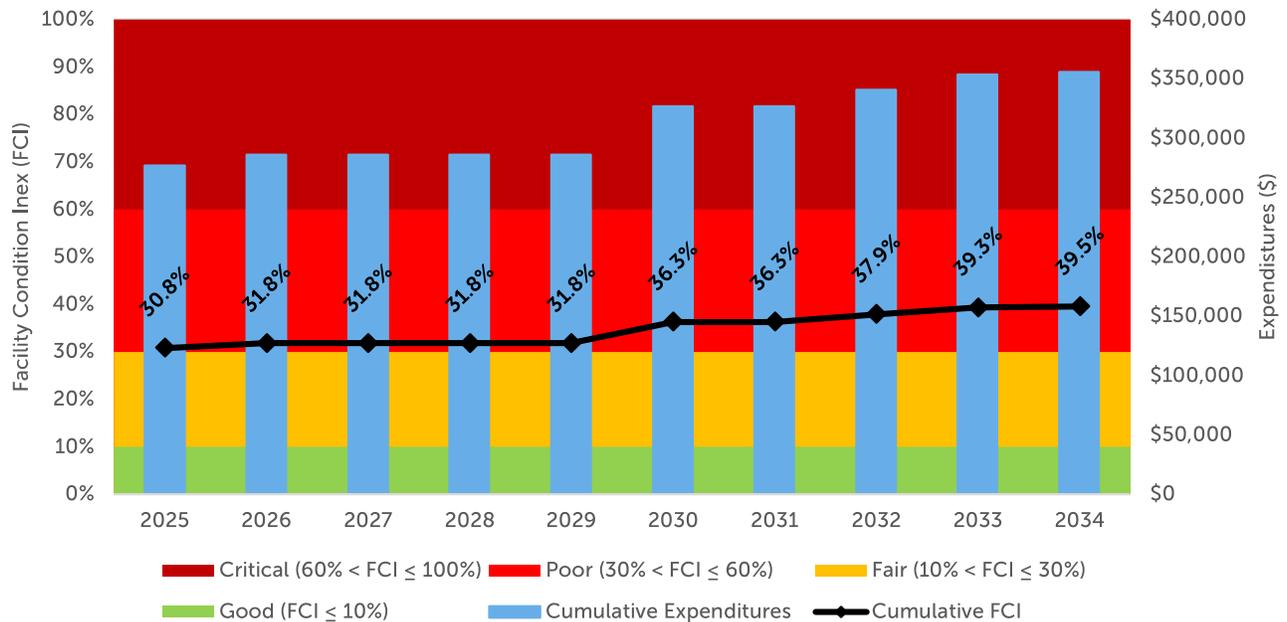
$$\frac{\sum \text{Expenditure } Yr_1 + \text{Expenditure } Yr_2 + \dots + \text{Expenditure } Yr_N}{\text{Current Replacement Value (CRV)}} = \text{Cumulative FCI at Year } N$$

Table 8 below shows the cumulative effects of the FCI ratio over the thirty (30) year evaluation period, assuming required funds and expenditures are NOT provided to address identified repairs and replacements for each year. The FCI rating will stay in Poor condition, if no maintenance or repairs are completed.

Table 8 Cumulative FCI Rating for 2025 through 2034

YEAR	ESTIMATED ANNUAL EXPENDITURE (CURRENT \$)	CUMULATIVE EXPENDITURES	CUMULATIVE FCI	FCI RATING
2025	\$277,000	\$277,000	30.8%	Poor
2026	\$9,000	\$286,000	31.8%	Poor
2027	\$0	\$286,000	31.8%	Poor
2028	\$0	\$286,000	31.8%	Poor
2029	\$0	\$286,000	31.8%	Poor
2030	\$40,700	\$326,700	36.3%	Poor
2031	\$0	\$326,700	36.3%	Poor
2032	\$14,300	\$341,000	37.9%	Poor
2033	\$12,800	\$353,800	39.3%	Poor
2034	\$2,000	\$355,800	39.5%	Poor

Figure 5 10-Year Cumulative Capital Expenditures & FCI without Investment



5.2 Reserve Fund Investment

We have provided two (2) reserve fund investment scenarios to offset the current and future anticipated repair or replacement expenditures of the facility systems and components at Crofton Outdoor Pool:

- Minimum annual investment over the next ten (10) years to maintain an FCI rating of 30% (i.e., an FCI condition rating of “Fair”) or better.
- Minimum annual investment over the next ten (10) years to maintain an FCI rating of 10% (i.e., an FCI condition rating of “Good”) or better

5.2.1 Continued Operation with the Current Funding Level

A total investment of approximately \$86,000 is recommended in the next 10 years to keep the FCI in a Fair rating ($\leq 30\%$).

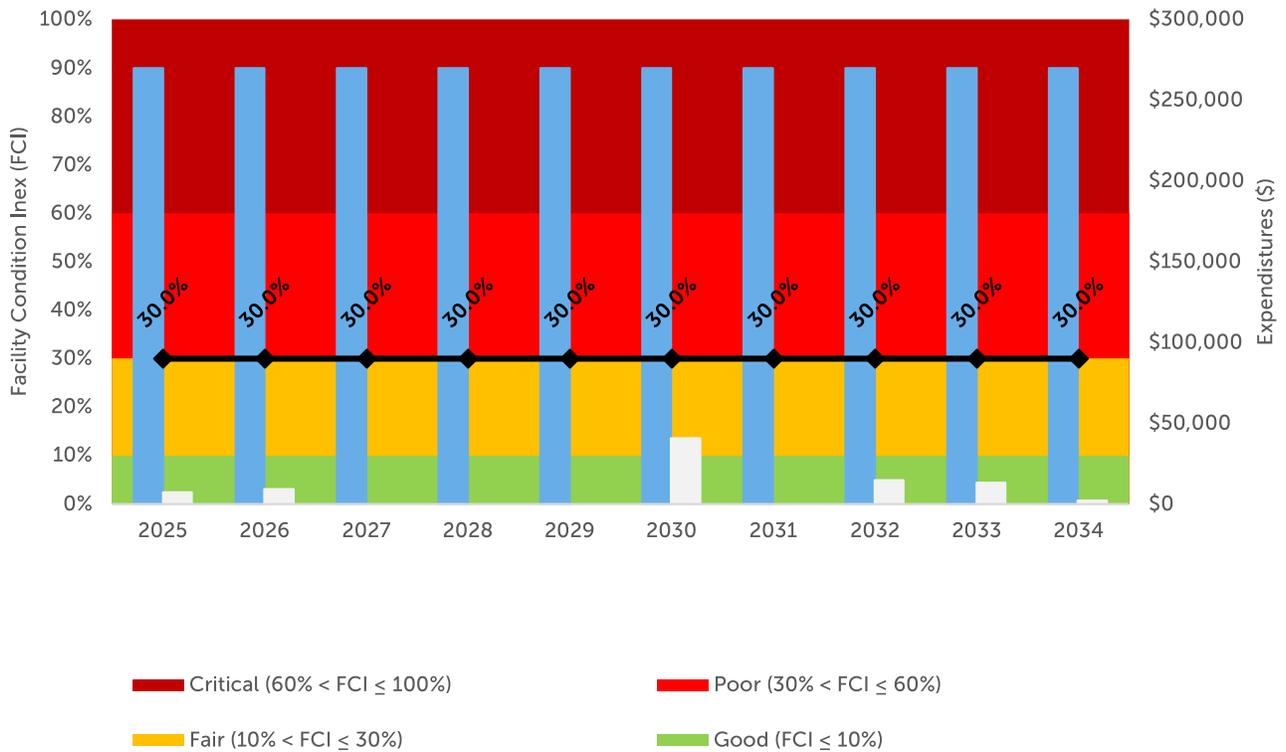
The table below includes five columns for the calculations:

- (a) Opening Balance: Residual expenditures from the prior year.
- (b) Estimated Required Expenditures: The total annual capital expenditures estimated per the Asset Inventory and Strategic Plan in the Appendices.
- (c) Estimated Annual Investment: Annual investment required to keep the Remaining Cumulative Expenditures at the desired threshold (FCI good or fair).
- (d) Remaining Cumulative Expenditures: Any remaining expenditures not expected to be covered by the annual budgets ($a + b - c$).
- (e) New FCI Rating: FCI calculation based on the remaining cumulative expenditures ($\frac{d}{CRV}$)

Table 9 Cumulative FCI Rating with Current Funding Level

YEAR	(a) OPENING BALANCE	(b) ESTIMATED REQUIRED EXPENDITURES	(c) ESTIMATED ANNUAL INVESTMENT	(d) REMAINING CUMULATIVE EXPENDITURE	(e) NEW FCI
2025	\$0	\$277,000	\$7,000	\$270,000	30.0%
2026	\$270,000	\$9,000	\$9,000	\$270,000	30.0%
2027	\$270,000	\$0	\$0	\$270,000	30.0%
2028	\$270,000	\$0	\$0	\$270,000	30.0%
2029	\$270,000	\$0	\$0	\$270,000	30.0%
2030	\$270,000	\$40,700	\$40,700	\$270,000	30.0%
2031	\$270,000	\$0	\$0	\$270,000	30.0%
2032	\$270,000	\$14,300	\$14,300	\$270,000	30.0%
2033	\$270,000	\$12,800	\$12,800	\$270,000	30.0%
2034	\$270,000	\$2,000	\$2,000	\$270,000	30.0%

Figure 6 10-Year Cumulative Capital Expenditures & FCI with Sufficient Funding for FCI ≤ 30%



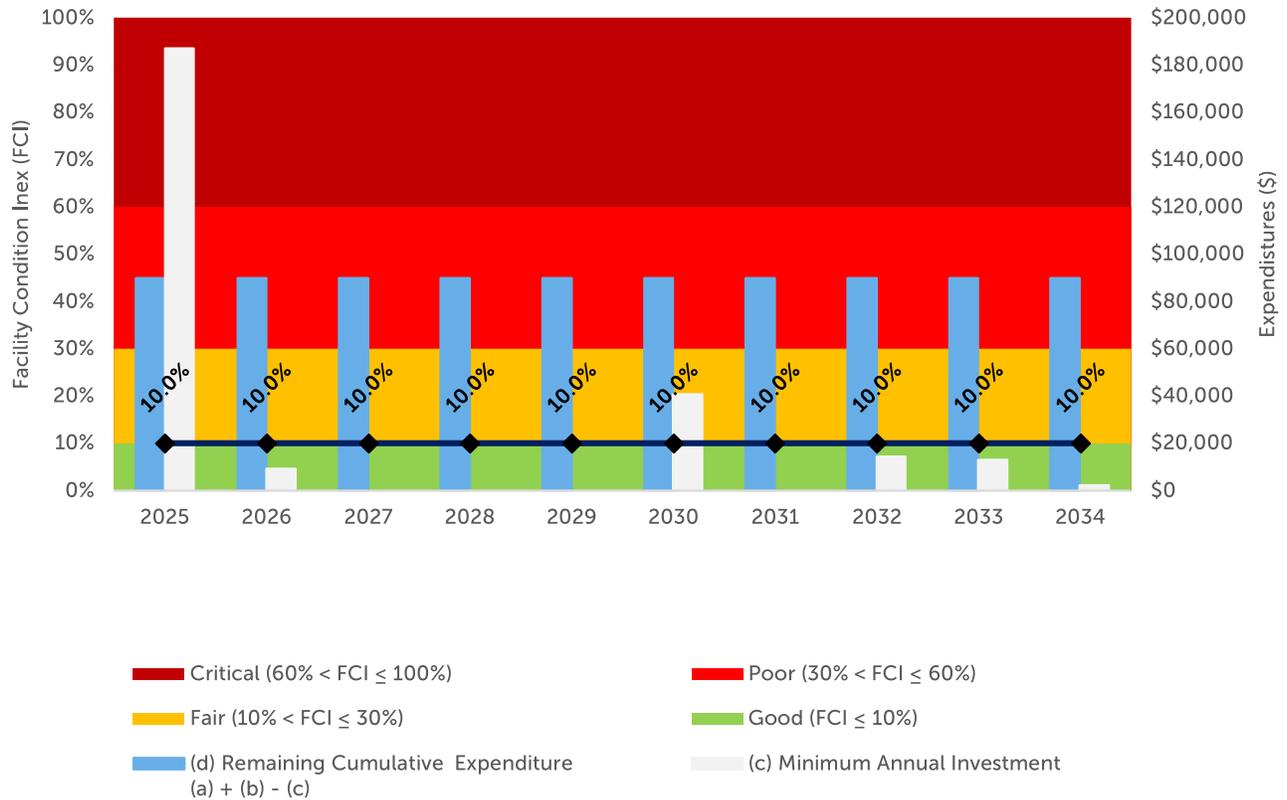
5.2.2 Sufficient Funding to Maintain the FCI Rating in Good Condition

This scenario shows the minimum funding required per year to maintain the building in “Good” condition, with a 10% FCI rating or better.

Table 10 Cumulative FCI Rating with Sufficient Funding to Achieve FCI ≤ 10%

YEAR	(a) OPENING BALANCE	(b) ESTIMATED REQUIRED EXPENDITURES	(c) ESTIMATED ANNUAL INVESTMENT	(d) REMAINING CUMULATIVE EXPENDITURE	(e) NEW FCI
2025	\$0	\$277,000	\$187,000	\$90,000	10.0%
2026	\$90,000	\$9,000	\$9,000	\$90,000	10.0%
2027	\$90,000	\$0	\$0	\$90,000	10.0%
2028	\$90,000	\$0	\$0	\$90,000	10.0%
2029	\$90,000	\$0	\$0	\$90,000	10.0%
2030	\$90,000	\$40,700	\$40,700	\$90,000	10.0%
2031	\$90,000	\$0	\$0	\$90,000	10.0%
2032	\$90,000	\$14,300	\$14,300	\$90,000	10.0%
2033	\$90,000	\$12,800	\$12,800	\$90,000	10.0%
2034	\$90,000	\$2,000	\$2,000	\$90,000	10.0%

Figure 7 10-Year Cumulative Capital Expenditures & FCI with Sufficient Funding for FCI ≤ 10%



6.0 FINAL REMARKS

This report was prepared by McCuaig & Associates Engineering Ltd. (MAE) for the account of the Client. The material in it reflects MAE's best judgment in light of the information available to MAE at the time of preparation. It should be noted that observations that are described in this report were limited to the areas and assemblies that are specifically noted in the report. Our comments are not a guarantee or warranty of any aspect of the condition of the building whatsoever.

Any use that a third party makes of this report, or any reliance on or decisions to be made based on it, are the responsibility of such third parties. MAE accepts no responsibility for damages, if any, suffered by any third party as a result of decisions made or actions based on this report. The recommendations that are described in this report are not intended to replace detailed engineering specifications and therefore the recommendations contained in this report should not be used as the basis of a contract to perform remedial work on this building.

We trust this report meets your requirements at this time, and should you have any questions or concerns, please contact our office.

Sincerely,

McCuaig & Associates Engineering Ltd.

Prepared by:



Claire Ha, P. Eng.

Reviewed by:



J. J. McCuaig, P. Eng.

MAE Reference # 2407.015-C-RPT-01-BCA-FNL_R01

Appendix A: Building Asset Inventory

Building Name: Crofton Outdoor Pool
 Building ID: CFTPL
 Property Address: 1668 Robert Street
 Type of Construction: CMU
 Assessment Date: 2024-09-05

Year Built: 1967
 # of Storeys: 1
 Total Gross Floor Area (SF): 1,500
 Site Area (SF): 13,200



UNIFORMAT II				COMPONENT INFORMATION				RECOMMENDATION				ASSET LIFE ANALYSIS				RECOMMENDATION ON BUDGET
Component ID	Level 1 Major Group Elements	Level 4 Sub-Elements	Photo ID	Component	Location	Description of Component, History & Observation	Condition	Recommendation	Recommended Action	Prioritization System	Last Major Action Year	Typical Action Interval	Remaining Year to Next Action	Recommended Action Year	Total Cost (Current \$)	
CFTPL-1	A Substructure	A1010 Standard Foundations	N/A	Foundations	Below Grade	Cast-in-place concrete foundations and pool structure. No major issues noted or reported.	1-Very Good	Replacement of this component is not anticipated.	N/A	G - No known/ Reported Deficiency	1967	100	43	2067	\$0	
CFTPL-2	B Shell	B01001 Structural Frame	1, 2	Superstructure	Throughout	Wood-framed roof deck supported by concrete masonry unit walls. No major issues noted or reported.	1-Very Good	Replacement of this component is not anticipated.	N/A	G - No known/ Reported Deficiency	1967	100	43	2067	\$0	
CFTPL-3	B Shell	B01001 Exterior Closure	3	Fiber Cement Siding	Exterior Elevations	A section of the wall next to the mechanical room is provided with a fiber cement siding and louvre. No drawings were provided.	1-Very Good	Replace fiber cement siding as required.	Replacement	G - No known/ Reported Deficiency	2020	25	21	2045	\$2,000	
CFTPL-4	B Shell	B01010 Exterior Coatings	4	Exterior Paint	Exterior Elevations	The concrete masonry units and doors are coated with paint. No noted or reported issues.	2-Good	Repaint exterior components as required.	Replacement	D - Building Functionality	2020	10	6	2030	\$8,000	
CFTPL-5	B Shell	B0300 Exterior Doors	5, 6	Exterior and Interior Doors	Throughout	A combination of wood and metal doors throughout. No noted or reported issues.	2-Good	Replace doors as required.	Replacement	F - Marketability	1967	40	6	2030	\$23,200	
CFTPL-6	B Shell	B301002 Low Slope Membrane Systems	7, 8	Roofing Membrane	Roof	Modified bitumen membrane system. Recently replaced with no signs of premature deterioration.	1-Very Good	Replace roof membrane as required.	Replacement	G - No known/ Reported Deficiency	2019	25	20	2044	\$52,500	
CFTPL-7	C Interiors	C101001 Fixed Partitions	9, 10	Washroom Partition Walls	Change Room	No noted or reported issues.	2-Good	Replace washroom partition walls as required.	Replacement	D - Building Functionality	1967	25	6	2030	\$4,500	
CFTPL-8	C Interiors	C101007 Interior Closets	11	Interior Window	Office	No noted or reported issues.	1-Very Good	Replace interior window as required.	Replacement	G - No known/ Reported Deficiency	1967	25	11	2035	\$1,000	
CFTPL-9	C Interiors	C301005 Painting To Walls	12	Interior Paint	Throughout	The interior walls and ceiling are provided with paint. No noted or reported issues.	1-Very Good	Reapply interior paint as required.	Replacement	G - No known/ Reported Deficiency	2017	25	18	2042	\$16,860	
CFTPL-10	C Interiors	C5020 Floor Finishes	13	Epoxy Floor Finish	Throughout	No noted or reported issues.	2-Good	Replace epoxy flooring finish as required.	Replacement	D - Building Functionality	2017	15	8	2032	\$10,100	
CFTPL-11	C Interiors	C5010 Wall Finishes	14	Tile Finish	Change Room	The shower stalls are provided with a tile finish. No noted or reported issues.	1-Very Good	Replace tile finish as required.	Replacement	G - No known/ Reported Deficiency	2015	20	11	2035	\$4,080	
CFTPL-12	D Services	D201001 Water Closets	15	Water Closets	Change Room	Three (3) water closets were observed. No noted or reported issues.	1-Very Good	Replace the water closets as required.	Replacement	G - No known/ Reported Deficiency	2015	25	16	2040	\$4,500	
CFTPL-13	D Services	D201002 Urinals	16	Urinal	Change Room	One (1) urinal was noted. No noted or reported issues.	1-Very Good	Replace the urinal as required.	Replacement	G - No known/ Reported Deficiency	2015	25	16	2040	\$1,500	
CFTPL-14	D Services	D201003 Lavatories	17	Lavatories	Change Room	Two (2) lavatories were noted. No noted or reported issues.	1-Very Good	Replace the lavatories as required.	Replacement	G - No known/ Reported Deficiency	2015	25	16	2040	\$3,000	
CFTPL-15	D Services	D201006 Drinking Fountains And Coolers	18	Drinking Fountain	Pool Deck	One (1) drinking fountain was observed. No noted or reported issues.	1-Very Good	Replace the drinking fountain as required.	Replacement	G - No known/ Reported Deficiency	2015	25	16	2040	\$500	
CFTPL-16	D Services	D2010 Plumbing Fixtures	18	Hose Bibs	Pool Deck	One (1) hose bib was observed. No noted or reported issues.	1-Very Good	Replace the hose bibs as required.	Replacement	G - No known/ Reported Deficiency	2015	25	16	2040	\$500	
CFTPL-17	D Services	D2010 Plumbing Fixtures	19	Shower Diverters	Pool Deck	No noted or reported issues.	1-Very Good	Replace shower diverters as required.	Replacement	G - No known/ Reported Deficiency	2015	25	16	2040	\$2,800	
CFTPL-18	D Services	D202001 Pipes And Fittings	20, 21	Domestic Water Distribution	Throughout	The domestic water system is distributed through copper and PEX piping, with no reported leaks or significant issues. Partial repiping has been observed.	1-Very Good	Replace domestic distribution piping as needed.	Replacement	G - No known/ Reported Deficiency	1967	40	16	2040	\$20,000	

Building Name: Croton Outdoor Pool
 Building ID: CFTPL
 Property Address: 1668 Robert Street
 Type of Construction: CMU
 Assessment Date: 2024-09-05

Year Built: 1967
 # of Storeys: 1
 Total Gross Floor Area (SF): 1,500
 Site Area (SF): 13,200



UNIFORMAT II				COMPONENT INFORMATION				RECOMMENDATION				ASSET LIFE ANALYSIS				RECOMMENDATION ON BUDGET
Component ID	Level 1 Major Group Elements	Level 4 Sub-Elements	Photo ID	Component	Location	Description of Component, History & Observation	Condition	Recommendation	Recommended Action	Priority System	Last Major Action Year	Typical Action Interval	Remaining Year to Next Action	Recommended Action Year	Total Cost (Current \$)	
CFTPL-19	D Services	D202003 Domestic Water Equipment	22	Backflow Preventer	Mechanical Room	Two (2) 1" backflow preventers are provided. Both backflow preventers showed signs of corrosion.	1-Very Good	Replace backflow preventer as required.	Replacement	G - No Known/Reported Deficiency	2008	30	14	2038	\$2,000	
CFTPL-20	D Services	D202003 Domestic Water Equipment	23	Water Heater	Mechanical Room	Instantaneous gas-fired water heater by Rinnai. Model: RUC981 Serial: FM BA-041973	1-Very Good	Replace water heater as required.	Replacement	G - No Known/Reported Deficiency	2014	30	20	2044	\$15,000	
CFTPL-21	D Services	D2030 Sanitary Waste	24	Sanitary Waste Piping	Throughout	Sanitary piping is a combination of ABS and chrome piping. No noted or reported issues.	1-Very Good	Replace sanitary piping as required.	Replacement	G - No Known/Reported Deficiency	1968	50	11	2035	\$14,000	
CFTPL-22	D Services	D2030 Sanitary Waste	25	Storm Water Piping	Throughout	Storm water piping for the roof drains. No noted or reported issues.	1-Very Good	Replace storm water piping as required.	Replacement	G - No Known/Reported Deficiency	1968	50	11	2035	\$5,000	
CFTPL-23	D Services	D209004 Pool Piping And Equipment	26	Pool Water Distribution	Mechanical Room	A combination of copper and PVC pool water piping distribution. The copper pipes appeared corroded.	2-Good	Replace copper distribution piping as required.	Replacement	D - Building Functionality	2014	25	6	2030	\$5,000	
CFTPL-24	D Services	D209004 Pool Piping And Equipment	26	Pool Water Distribution	Mechanical Room	A combination of copper and PVC pool water piping distribution. The copper pipes appeared corroded.	1-Very Good	Replace PVC distribution piping as required.	Replacement	G - No Known/Reported Deficiency	2021	25	22	2046	\$10,000	
CFTPL-25	D Services	D209004 Pool Piping And Equipment	N/A	Pool Water Distribution	Pool Deck	A portion of the pool water distribution is below grade and was not accessible for review. The client reported inefficient flow rates and the underground piping may have been undersized. Since our site visit water loss of approximately 2" per day has been addressed when a butterfly valve was adjusted.	5-Very Poor	Replace underground pool distribution piping as required.	Replacement	D - Building Functionality	1967	25	1	2025	\$100,000	
CFTPL-26	D Services	D209004 Pool Piping And Equipment	N/A	Pool Water Distribution	Pool Deck	A portion of the pool water distribution is below grade and was not accessible for review. The client reported inefficient flow rates and the underground piping may have been undersized. Since our site visit water loss of approximately 2" per day has been addressed when a butterfly valve was adjusted.	N/A	Engage a professional to perform a feasibility study which would identify the pipe sizing and location prior to the replacement of the original pool piping.	Study	D - Building Functionality	1967	25	1	2025	\$10,000	
CFTPL-27	D Services	D209004 Pool Piping And Equipment	27	Chemical Storage Tank	Mechanical Room	No noted or reported issues.	1-Very Good	Replace acid tank as required.	Replacement	G - No Known/Reported Deficiency	2021	25	22	2046	\$1,000	
CFTPL-28	D Services	D209004 Pool Piping And Equipment	28	Acid Pump Controller	Mechanical Room	Pump controller by Steiner Pump Company. No noted or reported issues. Model: 85M5 Serial: 093020KS0031888	1-Very Good	Replace pump controller as required.	Replacement	G - No Known/Reported Deficiency	2021	25	22	2046	\$1,000	
CFTPL-29	D Services	D209004 Pool Piping And Equipment	29	Vertical Filtration System	Mechanical Room	Vertical filter by Watenco Model: 3M01400h Serial: M0001647399 Filter area: 1649 SF	1-Very Good	Replace vertical filter as required.	Replacement	G - No Known/Reported Deficiency	2021	25	22	2046	\$7,000	
CFTPL-30	D Services	D209004 Pool Piping And Equipment	30	Strainer Pot	Mechanical Room	Pentair water pool strainer pot. No noted or reported issues.	1-Very Good	Replace strainer pot as required.	Replacement	G - No Known/Reported Deficiency	2021	25	22	2046	\$2,500	
CFTPL-31	D Services	D209004 Pool Piping And Equipment	31	Pool Water Pump	Mechanical Room	Pentair pool water pump. Model: 340032 Serial: 037032420001U	1-Very Good	Replace pool water pump as required.	Replacement	G - No Known/Reported Deficiency	2021	25	22	2046	\$12,000	
CFTPL-32	D Services	D209004 Pool Piping And Equipment	32	Pool Heater	Mechanical Room	Pool heater by Raypak. Input: 300,000 BTUH Output: 246,000 BTUH Model: R433564-EN-X Serial: 1408238478	1-Very Good	Replace pool heater as required.	Replacement	G - No Known/Reported Deficiency	2014	30	20	2044	\$15,000	
CFTPL-33	D Services	D209004 Pool Piping And Equipment	33	Chemical Automation Controller	Mechanical Room	Pool chemical automation controller by PoolWarden. No noted or reported issues.	1-Very Good	Replace the chemical automation controller as required.	Replacement	G - No Known/Reported Deficiency	2014	25	15	2039	\$8,000	
CFTPL-34	D Services	D209004 Pool Piping And Equipment	34	Pool Water Pump	Mechanical Room	Pool water pump by Pulsar. Pump Model: 79214 Motor Model: K48K2PA105	1-Very Good	Replace pool water pump as required.	Replacement	G - No Known/Reported Deficiency	2014	25	15	2039	\$15,000	

Building Name: Croton Outdoor Pool
 Building ID: CFTPL
 Property Address: 1668 Robert Street
 Type of Construction: CMU
 Assessment Date: 2024-09-05

Year Built: 1967
 # of Storeys: 1
 Total Gross Floor Area (SF): 1,500
 Site Area (SF): 13,200



UNIFORMAT II				COMPONENT INFORMATION				RECOMMENDATION				ASSET LIFE ANALYSIS				RECOMMENDATION BUDGET
Component ID	Level 1 Major Group Elements	Level 4 Sub-Elements	Photo ID	Component	Location	Description of Component, History & Observation	Condition	Recommendation	Recommended Action	Prioritization System	Last Major Action Year	Typical Action Interval	Remaining Year to Next Action	Recommended Action Year	Total Cost (Current \$)	
CFTPL-35	D Services	D209004 Pool Piping And Equipment	35	Chlorination System	Mechanical Room	Pulzar 45 Calcium Hypochlorite chlorination system. No noted or reported issues.	1-Very Good	Replace chlorination system as required.	Replacement	G - No known/ Reported Deficiency	2014	25	15	2039	\$5,000	
CFTPL-36	D Services	D209004 Pool Piping And Equipment	36	Chlorination System Control	Mechanical Room	Chlorination system control panel by Pulzar. No noted or reported issues.	1-Very Good	Replace chlorination system control panel as required.	Replacement	G - No known/ Reported Deficiency	2014	25	15	2039	\$5,000	
CFTPL-37	D Services	D301002 Gas Supply System	37	Natural Gas Supply	Mechanical Room	Natural gas supply piping for the water heater. No noted or reported issues.	2-Good	Replace natural gas supply piping as required.	Replacement	D - Building Functionality	1967	40	10	2034	\$2,000	
CFTPL-38	D Services	D304007 Exhaust Systems	38	Exhaust Fan	Mechanical Room, Storage Closet	Two (2) ceiling mounted exhaust fans are provided. No noted or reported issues.	1-Very Good	Replace exhaust fans as required.	Replacement	G - No known/ Reported Deficiency	2021	20	17	2041	\$2,000	
CFTPL-39	D Services	D501003 Main Switchboards	39	Main Electrical Panel	Electrical Room	Electricity supplied via electrical panel (rated at 100A and is metered). Corrosion was noted on the surface of the breakers and panel.	4-Poor	Replace electrical distribution as required.	Replacement	D - Building Functionality	2008	45	2	2026	\$8,000	
CFTPL-40	D Services	D502002 Lighting Equipment	40	Lighting	Throughout	Lights consist of LED and fluorescent lights and are controlled by a timer and line voltage switch. The timer controller box was corroded.	2-Good	Replace interior lighting as required.	Replacement	D - Building Functionality	2008	25	9	2033	\$12,800	
CFTPL-41	D Services	D502002 Lighting Equipment	41, 42	Lighting	Throughout	Lights consist of LED and fluorescent lights and are controlled by a timer and line voltage switch. The timer controller box was corroded.	4-Poor	Replace lighting timer control box as required.	Repair	D - Building Functionality	2008	25	2	2026	\$1,000	
CFTPL-42	F Special Construction And Demolition	F104099 Other Special Facilities	43	Diving Board	Pool	Durallex diving board with supports. No noted or reported issues.	5-Very Poor	Replace diving board as required.	Replacement	D - Building Functionality	1967	30	1	2025	\$10,000	
CFTPL-43	F Special Construction And Demolition	F104099 Other Special Facilities	44	Metal Grab Bar	Pool	Grab bar ladders: no noted or reported issues.	5-Very Poor	Replace pool ladders as required.	Replacement	D - Building Functionality	1967	30	1	2025	\$5,000	
CFTPL-44	F Special Construction And Demolition	F104099 Other Special Facilities	45, 46	Pool Wall and Floor Finish	Pool	Ceramic and plaster pool finish. Missing and chipped tiles were noted.	5-Very Poor	Replace pool finish as required.	Replacement	D - Building Functionality	1967	30	1	2025	\$60,000	
CFTPL-45	F Special Construction And Demolition	F104099 Other Special Facilities	47, 48	Pool Strainer and Grilles and Drain	Pool	Pool drain, strainer and grilles throughout the pool. No noted or reported issues. Recommend detailed review of drain/suction requirements.	5-Very Poor	Replace drainage assemblies as required.	Replacement	D - Building Functionality	1967	30	1	2025	\$6,000	
CFTPL-46	G Building Sitework	G203003 Paved Surfaces	49-51	Concrete Pedestrian Walkway (Pool)	Pool Deck	The concrete pool deck was cracking in localized areas. Signs of previous repairs were noted.	5-Very Poor	Repair or replace sections of concrete pool deck in conjunction with pool distribution piping replacement.	Replacement	D - Building Functionality	1967	25	1	2025	\$86,000	
CFTPL-47	G Building Sitework	G203003 Paved Surfaces	52	Pedestrian Walkway (Entrance)	Entrance	The entrance walkway was a combination of asphalt and concrete. No noted or reported issues.	2-Good	Replace pedestrian walkway as required.	Replacement	D - Building Functionality	1967	25	8	2032	\$4,200	
CFTPL-48	G Building Sitework	G203004 Guardrails And Barriers	53	Railing	Site	Metal handrails were noted at the entrance ramp.	1-Very Good	Replace metal handrails as required.	Replacement	G - No known/ Reported Deficiency	2018	25	19	2043	\$1,000	
CFTPL-49	G Building Sitework	G204001 Fencing And Gates	54	Chainlink fencing	Site	Chain link fencing was provided around the perimeter of the pool. No noted or reported issues.	1-Very Good	Replace chainlink fencing as required.	Replacement	G - No known/ Reported Deficiency	2010	25	11	2035	\$10,650	
CFTPL-50	G Building Sitework	G204001 Fencing And Gates	55	Privacy Wall	Site	Privacy walls are provided at the exterior entrances of the changerooms. No noted or reported issues.	1-Very Good	Replace privacy walls as required.	Replacement	G - No known/ Reported Deficiency	2018	25	19	2043	\$4,000	
CFTPL-51	G Building Sitework	G204002 Retaining Walls	56	Retaining Wall	Site	Cast-in-place concrete retaining wall provided around the perimeter of the pool. No major issues noted or reported.	1-Very Good	Replace retaining wall as required.	Replacement	G - No known/ Reported Deficiency	1967	50	21	2045	\$68,750	
CFTPL-52	G Building Sitework	G204099 Other Site Improvements	57	Bicycle Rack	Site	One (1) bicycle rack. No noted or reported issues.	1-Very Good	Replace bicycle rack as required.	Replacement	G - No known/ Reported Deficiency	2014	25	15	2039	\$1,000	
CFTPL-53	G Building Sitework	G205007 Irrigation Systems	58	Irrigation	Site	A rainbird irrigation controller is provided in the mechanical room. Model: ESP-ME	1-Very Good	Replace irrigation system as required.	Replacement	G - No known/ Reported Deficiency	2014	25	15	2039	\$6,200	
CFTPL-54	G Building Sitework	G2050 Landscaping	59	Soft Landscaping	Site	No noted or reported issues.	1-Very Good	Replace soft landscape as required.	Replacement	G - No known/ Reported Deficiency	1967	50	15	2039	\$24,800	

Appendix B: Building Components and Deficiencies Photos

BUILDING COMPONENTS AND DEFICIENCIES PHOTOS



Photo 1 CMU block walls



Photo 2 Wood joist roof deck



Photo 3 Fiber cement siding with louvre



Photo 4 Exterior paint



Photo 5 Interior doors



Photo 6 Exterior doors



Photo 7 Modified bitumen roof



Photo 8 Exhaust, sanitary and roof vents



Photo 9 Washroom partitions



Photo 10 Washroom partitions



Photo 11 Interior window



Photo 12 Interior paint



Photo 13 Epoxy flooring in change room area



Photo 14 Shower stall with tile finish and epoxy flooring



Photo 15 Water closet



Photo 16 Urinal



Photo 17 Lavatories



Photo 18 Drinking fountain and hose bib



Photo 19 Shower Diverters



Photo 20 Domestic water PEX piping



Photo 21 Domestic water copper piping



Photo 22 Backflow preventers



Photo 23 Gas-fired water heater



Photo 24 Sanitary waste piping



Photo 25 Storm water piping



Photo 26 Pool water distribution piping



Photo 27 Chemical storage tank



Photo 28 Acid pump controller



Photo 29 Vertical filtration system



Photo 30 Strainer Pot



Photo 31 Pool water pump



Photo 32 Pool water heater



Photo 33 Chemical automation controller



Photo 34 Pool water pump



Photo 35 Chlorination system



Photo 36 Chlorination system controller



Photo 37 Natural gas supply



Photo 38 Exhaust fan



Photo 39 Electrical panel



Photo 40 Corroded lighting controller



Photo 41 LED strip light



Photo 42 Fluorescent strip light



Photo 43 Dive board



Photo 44 Grab Bars



Photo 45 Pool finish



Photo 46 Missing tiles



Photo 47 Strainer Opening



Photo 48 Pool Drain



Photo 49 Pool walkway



Photo 50 Signs of previous pool walkway repair



Photo 51 Pool walkway cracks



Photo 52 Concrete pedestrian walkway



Photo 53 Handrails



Photo 54 Chainlink fencing



Photo 55 Privacy wall



Photo 56 Retaining wall



Photo 57 Bicycle rack



Photo 58 Rainbird Irrigation Controller



Photo 59 Soft landscape

Appendix C: 10-Year Strategic Plan

Crofton Outdoor Pool: 10-Year Strategic Plan

Index	Level 4 Sub-Elements	Component	Recommendation	Action Type	Priority	Total in 2024 Dollars	Action Year	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034
CFTPL-4	B201010 Exterior Coatings	Exterior Paint	Repaint exterior components as required.	Replacement	D – Building Functionality	\$8,000	2030	\$0	\$0	\$0	\$0	\$0	\$8,000	\$0	\$0	\$0	\$0
CFTPL-5	B2030 Exterior Doors	Exterior and Interior Doors	Replace doors as required.	Replacement	F - Marketability	\$23,200	2030	\$0	\$0	\$0	\$0	\$0	\$23,200	\$0	\$0	\$0	\$0
CFTPL-7	C101001 Fixed Partitions	Washroom Partition Walls	Replace washroom partition walls as required.	Replacement	D – Building Functionality	\$4,500	2030	\$0	\$0	\$0	\$0	\$0	\$4,500	\$0	\$0	\$0	\$0
CFTPL-10	C3020 Floor Finishes	Epoxy Floor Finish	Replace epoxy flooring finish as required.	Replacement	D – Building Functionality	\$10,100	2032	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$10,100	\$0	\$0
CFTPL-23	D209004 Pool Piping And Equipment	Pool Water Distribution	Replace copper distribution piping as required.	Replacement	D – Building Functionality	\$5,000	2030	\$0	\$0	\$0	\$0	\$0	\$5,000	\$0	\$0	\$0	\$0
CFTPL-25	D209004 Pool Piping And Equipment	Pool Water Distribution	Replace underground pool distribution piping as required.	Replacement	D – Building Functionality	\$100,000	2025	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
CFTPL-26	D209004 Pool Piping And Equipment	Pool Water Distribution	Engage a professional to perform a feasibility study which would identify the pipe size and location prior to the replacement of the original pool piping.	Study	D – Building Functionality	\$10,000	2025	\$10,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
CFTPL-37	D301002 Gas Supply System	Natural Gas Supply	Replace natural gas supply piping as required.	Replacement	D – Building Functionality	\$2,000	2034	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$2,000
CFTPL-39	D501003 Main Switchboards	Main Electrical Panel	Replace electrical distribution as required.	Replacement	D – Building Functionality	\$8,000	2026	\$0	\$8,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
CFTPL-40	D502002 Lighting Equipment	Lighting	Replace interior lighting as required.	Replacement	D – Building Functionality	\$12,800	2033	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$12,800	\$0
CFTPL-41	D502002 Lighting Equipment	Lighting	Replace lighting timer control box as required.	Repair	D – Building Functionality	\$1,000	2026	\$0	\$1,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
CFTPL-42	F104099 Other Special Facilities	Diving Board	Replace diving board as required.	Replacement	D – Building Functionality	\$10,000	2025	\$10,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
CFTPL-43	F104099 Other Special Facilities	Metal Grab Bar	Replace pool ladder as required.	Replacement	D – Building Functionality	\$5,000	2025	\$5,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
CFTPL-44	F104099 Other Special Facilities	Pool Wall and Floor Finish	Replace pool finish as required.	Replacement	D – Building Functionality	\$60,000	2025	\$60,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
CFTPL-45	F104099 Other Special Facilities	Pool Strainer and Grilles and Drain	Replace drainage assemblies as required.	Replacement	D – Building Functionality	\$6,000	2025	\$6,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
CFTPL-46	G203003 Paved Surfaces	Concrete Pedestrian Walkway (Pool)	Repair or replace sections of concrete pool deck in conjunction with pool distribution piping replacement.	Replacement	D – Building Functionality	\$86,000	2025	\$86,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
CFTPL-47	G203003 Paved Surfaces	Pedestrian Walkway (Entrance)	Replace pedestrian walkway as required.	Replacement	D – Building Functionality	\$4,200	2032	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$4,200	\$0	\$0



Report

Date December 18, 2024
Subject Approach to Recognizing Special or Commemorative Days

File:

PURPOSE

To provide an overview of North Cowichan’s communication approach to recognizing special or commemorative days.

BACKGROUND

North Cowichan’s public facing corporate messaging and related communications are designed to align with and support North Cowichan’s vision, strategies, goals, programs, and services. These communications aim to inform and engage residents, businesses, partners, community groups, etc., as well as staff.

In 2023, the Communications and Public Engagement Strategy was adopted, partly informed by Council’s Strategic Plan and the Official Community Plan (OCP).

This strategy and other key guiding documents and policy direction, such as the Flag Protocol Policy, Inclusive Language Policy, Collective Agreement(s), the Operational Strategic Plan, and departmental business plans guide and inform messaging and communication goals.

In 1998, Council abolished the Proclamation Policy. The policy authorized the Mayor to issue proclamations and the staff to approve requests to hang banners in Pioneer Park. Recently and from time to time, Council directs staff to support causes or special interest events through a social media post.

North Cowichan uses a wide variety of tools and tactics to convey communications and information, including the municipal website, digital engagement platform (Connect North Cowichan), newspaper and radio advertising, signage, news releases, displays, video, events, bulletin boards, inserts with bills, e-newsletters, and social media (Facebook, Instagram, X, LinkedIn, and, more recently, BlueSky). Last year, North Cowichan published 523 posts on Facebook, 433 tweets on X (formerly Twitter), and 71 posts on Instagram (not including post shares or stories).

DISCUSSION

North Cowichan recognizes dozens of special or commemorative days through a variety of communication tactics and approaches (Attachment 1). These dates are informed, in part, by direction implied through various strategies, plans, bylaws, or policies and determined collaboratively by the Communications and People and Culture departments. The list is fluid as dates are added and as strategic plans or policies change.

A guiding principle of the Communications and Engagement Strategy is accurately representing the community and ensuring that each audience is thoughtfully considered, including marginalized, disadvantaged, and underrepresented groups.

North Cowichan began recognizing Pride Month in 2020 with a social media post. The Flag Protocol Policy was adopted in 2020 and includes a provision to fly the pride flag on May 17 (International Day Against Homophobia and Transphobia) and from June 1 to June 30 (Pride Month). In 2022 and 2023, North Cowichan shared posts showing the pride flag on social media. The OCP, adopted in 2022, provides additional guidance through its vision statement ("*...As a steward and leader of environmental and social well-being, we will prioritize the conservation of our natural areas, provide supports for a thriving local economy and foster resilient, welcoming and inclusive communities.*"), and through two of its principles (*Reconciliation and relationship building; Social justice and equity*).

North Cowichan has changed its social media avatars to show support for occasions such as Pride Month, Pink Shirt Day (last Wednesday in February) and National Day for Truth and Reconciliation (September 30). In addition to showing support for these initiatives and dates, changing our social media avatars speaks to our corporate commitment to recognizing and embracing important dates, which speaks to North Cowichan's values as a place to live and do business, as well as an employer. The practice of changing a social media avatar is common and is done by a number of other municipalities and government entities.

In addition to various communications tactics, staff are offered branded North Cowichan virtual meeting backgrounds, including a variety of stunning North Cowichan landscapes and themed backgrounds that recognize days and causes. Branded virtual backgrounds are available for Pink Shirt Day, National Day for Truth and Reconciliation, Remembrance Day, and Canada Day.

Opportunity to formalize a DEI Policy

The OCP provides direction on creating a Health and Social Well-being Strategy, which may also incorporate diversity, equity, and inclusion (DEI) principles. Developing a strategy or policy that articulates North Cowichan's vision, goals, and commitments to diversity, equity, and inclusion, including reconciliation, would provide specific guidance around recognizing some commemorative dates and demonstrating support for marginalized or underrepresented groups. Whether DEI is incorporated as part of a broader Health and Social Well-being Strategy as per the OCP or a standalone policy that can inform a future Health and Social Well-being Strategy, it could better inform North Cowichan's commitments to all people and ensure appropriate steps can be taken that demonstrate our intentions toward a culture of equity, inclusion, and connectedness as part of North Cowichan's delivery of programs and services and in the workplace. Additionally, in 2023, North Cowichan created an Accessibility Action Plan and struck an Accessibility Advisory Committee. There could be merit in developing a broader strategy that combines accessibility commitments and actions with diversity, equity, and inclusion goals.

OPTIONS

1. **(Recommended Option)** That Council accept this report for information only.
 - (a) That staff continue to identify and appropriately support through communication actions, dates and recognition events that align with the values, goals, actions, and intentions of North Cowichan’s adopted strategies, plans, policies, and bylaws.
2. That Council direct staff to investigate the development of a Diversity, Equity, and Inclusion strategy and report back to Council with a recommended approach.
 - (a) That the development of a strategy should be informed through fulsome engagement with staff, diverse community organizations, and Indigenous communities.
 - (b) That the goals and strategies contained in the current standalone Accessibility Action Plan be included in a DEI strategy.

IMPLICATIONS

The current process to identify and appropriately support dates and recognition events does not have any financial or resourcing implications. This process is continually reviewed to ensure approaches are appropriate, align with policy direction, and that identified actions can be adequately resourced.

Should Council recommend the development of a DEI strategy, financial and resourcing costs will be outlined in a future report to Council.

RECOMMENDATION

That Council accept this report for information only.

Report prepared by:



Barb Floden
Manager, Communications and Public Engagement
Community Relations

Report reviewed by:



Bill Corsan
General Manager, Corporate Services and

Approved to be forwarded to Council:

Ted Swabey
Chief Administrative Officer

Attachment:
(1) Recognized commemorative dates

Recognized commemorative dates

***Strategic alignment:** (see Appendix for details)

CSP - Council Strategic Plan

OSP – Operational Strategic Plan

FP – Flag Policy

BP – Business plans or work plans

Item	Date	Strategic alignment*	Action(s)
Pink Shirt Day	Feb 28	OSP	CAO email Group photos (staff, council) Social post (with photos) Avatar change Virtual meeting background
International Women’s Day	March 8	CSP	CAO email Social post (ad hoc)
National Volunteer Week	April 14-20	CSP OSP	Social post recognizing committee volunteers a/o wider range of volunteers Letter from mayor and gift certificate to committee volunteers (2024)
Earth Day	April 22	CSP OSP	CAO email Social post
Administrative Professionals Day	April 24	OSP	CAO email, card and small gift to staff
National Day of Mourning	April 28	FP	CAO email Flags lowered
International Firefighters Day	May 4	OSP	Social post thanking firefighters (ad hoc)
National Emergency Preparedness Week	May 4-11	OSP	Ad hoc – share CVRD/EMC info externally, fire dept initiative, H+S internal
Mental Health Week	May 6-10	OSP	CAO email Pay notice PDF
Local Government Awareness Week	May 12-18	OSP BP	Social post(s)
National Public Works Week (APWA now leading this in 2024)	May 19-25	OSP BP	Pancake breakfast for staff (historic public events)

ATTACHMENT 1

Item	Date	Strategic alignment*	Action(s)
International Day Against Homophobia, Transphobia and Biphobia	May 17	FP OSP	Flag policy – pride flag flown on this day Social post (ad hoc)
Pride Month	June	FP OSP	Pride flag flown Social media avatars changed to pride theme
National Indigenous Peoples Day	June 21	CSP	Staff participation at CT event CAO email Social post
National Day of Remembrance for Victims of Terrorism	June 23	FP	Flags lowered (policy)
Firefighters' National Memorial Day	2 nd Sunday in Sept		CAO email
National Day for Truth and Reconciliation	Sept 30	CSP	CAO email Social post Social avatar Indigenous Canadian flag (ad hoc)
Police and Peace Officers Memorial Day	Last Sunday in Sept	FP	Flags lowered (policy)
ShakeOut Drill Day	Oct 17, 10:17am	OSP	CAO email Staff participation Social post (ad hoc)
Remembrance Day	Nov 11	FP	Staff Social post (with event info) Flags lowered Virtual meeting background
National Day of Remembrance and Action on Violence Against Women	Dec 6	FP	Flags lowered (policy) CAO email

Commemorative dates considered:

Item	Date	Strategic alignment	Notes
Black History Month	February		
RCMP Appreciation Day	February 1		
National Burn Awareness Week	Feb 4-10		Ad hoc recognition in past (via Fire Dept)
International Day for the Elimination of Racial Discrimination	March 14		
Safety and Health Week	May 6-11		

ATTACHMENT 1

Item	Date	Strategic alignment	Notes
Red Dress Day – National Day of Awareness for Missing and Murdered Indigenous Women and Girls	May 5		Social post shared from Cowichan Tribes
Asset Management Day	May 15		Part of LGAW (UBCM) Social post done in 2024
National Police Week	May 12-18		
National AccessAbility Week	May 25 to June 1		Recognized in 2023 with new committee
Recreation and Parks Month	June		Recognized in 2023 and 2024 with social media campaigns
National Injury Prevention Day	July 5		
World Suicide Prevention Day	Sept 10		
Gender Equality Week	Sept 17-23		Canada
National Custodial Workers Recognition Day	Oct 2		
Mental Illness Awareness Week	Oct 1-7		
World Mental Health Day	Oct 10		
Indigenous Veterans Day	Nov 8		
International Men’s Day	Nov 19		Recent commemoration, derived from Movember activities
International Day of Persons with Disabilities	Dec 3		

Strategic alignment details

Council Strategic Plan	<p>VISION: Council will act to maintain and strengthen North Cowichan as an economically thriving and sustainable community of unique and inclusive towns and neighbourhoods, preserving our agricultural rural countryside, and stewarding healthy forests, rivers and lakes</p> <p>Commitment to services (core business / business plans)</p> <p>Priorities: Engagement (<i>collaborative with other govts, Indigenous peoples, community groups</i>) Housing Service (<i>recognize work of staff</i>) Environment (<i>climate change risk assessment, biodiversity, waste</i>) Economy (<i>sport tourism</i>) Community (<i>includes reference to 'inclusive'</i>)</p>
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<p>Operational Strategic Plan</p>	<p>VISION: North Cowichan is a progressive organization delivering responsive, effective and efficient public service to the unique communities we serve.</p> <p>VALUES: Service excellence Environmental stewardship/sustainability Fiscal accountability Inclusion (<i>for staff</i>) Commitment Continuous improvement Collaboration</p>
<p>Flag Protocol Policy</p>	<p>Flags lowered:</p> <ul style="list-style-type: none"> • April 28 – Workers' Mourning Day • June 23 – National Day of Remembrance for Victims of Terrorism • Second Sunday in September - Firefighters' National Memorial Day • Last Sunday in September – Police and Peace Officers' • November 11 – Remembrance Day • December 6 – National Day of Remembrance and Action on Violence against Women <p>Guest flags: Pride flag: May 17, June 1-30</p>



BRITISH
COLUMBIA

VIA EMAIL

Ref. 666311

December 5, 2024

Mayors of the South Island Municipalities
c/o Email: terri.brennan@northcowichan.ca

Dear Mayors of the South Island Municipalities:

Thank you for your letter of May 17, 2024, requesting a further deferral of the assumption of costs for police dispatch services beyond March 30, 2025. I understand that Assistant Deputy Minister Megan Harris from my Ministry continues to speak with several of the South Island Municipalities on this matter.

As agreed to when the transition funding was established and set out in letters of April 26, 2022, and February 29, 2024, your communities must assume responsibility for all police dispatch costs commencing April 1, 2025, in accordance with the terms of your Municipal Policing Unit Agreements.

As you know, last spring the Province invested \$150 million to help offset local government, First Nation and service provider costs associated with the transition to Next Generation 9-1-1 (NG911) through 2026. \$60 million of this investment was provided to the Union of BC Municipalities to distribute as a grant, while \$90 million was provided to E-Comm 9-1-1 (E-Comm) for technological upgrades and related costs on behalf and for the benefit of its 911 and dispatch service customers. The purpose of the E-Comm allocation was to offset any costs that would otherwise be passed on to E-Comm's customers. Ministry staff continue to monitor the expenditures associated with the Province's investment and the progress of the transition to NG911.

I have also instructed the Director of Police Services (the Director) to initiate an independent study and investigation under the *Police Act* into the governance, financial, and operational effectiveness of ECOMM and 911 service provision in BC.

.../2

This review has been prompted by consistent and ongoing concerns raised by stakeholders, including BC's first response agencies, their boards, local governments, and the Union of BC Municipalities (UBCM). These concerns have primarily, but not exclusively, focused on the future sustainability of ECOMM and 911 services, as well as organizational effectiveness particularly in light of several years of levy increases and recently projected further increases.

Through the authority of section 42 of the *Police Act*, the independent study is expected to provide a detailed report, including recommendations for Government, to ensure that these services are both effective and sustainable moving forward. The review process will be initiated immediately by the Director through a Request for Proposal process. My officials will be in contact with you with an anticipated completion date as the review progresses.

The Director has designated Megan Harris, Assistant Deputy Minister, Corporate Strategic Initiatives, as the contact person if you have any questions regarding this review. Should you have any questions or require further information, she can be reached at: megan.harris@gov.bc.ca or 250-920-6956.

At this time, this review will not impact any changes to the assumption of police dispatch costs in the south island, and as noted above, your communities must continue to prepare to assume this responsibility as of April 1, 2025.

Thank you for writing.

Sincerely,



Garry Begg
Minister of Public Safety and Solicitor General

pc: Tara Richards, Deputy Solicitor General
Douglas S. Scott, Deputy Minister, Ministry of Finance and Secretary to Treasury Board
Megan Harris, Assistant Deputy Minister, Corporate Strategic Initiatives

From: BC Honours and Awards HAS:EX <bchonoursandawards@gov.bc.ca>

Sent: Tuesday, December 10, 2024 11:17 AM

To: BC Honours and Awards HAS:EX <bchonoursandawards@gov.bc.ca>

Subject: Nominate a deserving individual for the province's top honours!



Don't miss your chance to recognize a deserving person in your community!

The call for nominations for the British Columbia's two top honours – the Order of British Columbia and Medal of Good Citizenship is now open! The Order of B.C. recognizes individuals who have demonstrated outstanding achievement, excellence or distinction in a field of endeavour benefiting the people of the province or elsewhere. We encourage you to recognize someone for their accomplishments provincially, nationally or internationally by nominating them today.

The Medal of Good Citizenship recognizes individuals who have contributed significantly to their local communities without seeking remuneration. This prestigious honour recognizes acts of selflessness, generosity and contributions to the betterment of someone's local community. Youth aged 15 to 25 and posthumous nominations are welcome.

Please consider nominating someone for these honours and forward this information to others in your organization and/or community. You can also download a promotional poster by clicking [here](#).

The nomination deadline for both honours is **Friday, April 4, 2025**. Submissions received after this date will be considered in 2026. Please click on the icons below to submit your nomination(s).

Thank you in advance for your time and support in nominating exceptional citizens for a provincial honour!

B.C. Honours and Awards Secretariat
bchonoursandawards@gov.bc.ca
250.387.1616



Allan W. Waddy, CD

FIPPA s. 22(1)

FIPPA s. 22(1)

November 29th, 2024

Municipality of North Cowichan

7030 Trans Canada Highway,
Duncan, B.C. V9L 6A1

Dear Council Members:

Re: Request For Discounted Plots – Mountain View Veterans Cemetery

This letter is a request for Council to consider a reduction in the cost of two grave plots in the Veterans Section of Mountain View Cemetery. Thankfully, I am alive at the time of this writing.

I am a Canadian Forces Veteran and lived most of my life in the Municipality of North Cowichan. I was raised at 2396 Beverly Street, North Cowichan until joining the Royal Canadian Navy in December 1965, while employed at the Crofton Pulp Mill. During the first three years of Naval service, my residence was listed as 2231 Rosewood Avenue, North Cowichan as my intent was to only serve five years in the Navy; however, it was not until 1990 that I officially retired from the military and moved back to North Cowichan: Kimberly Drive, Beverly Street (Beverly Arms Apartments), Rosewood Apartments on Alexander Street) eventually buying a home in Lake Cowichan, returning to North Cowichan in 2009 whereby we lived on Auchinachie Road.

At that time my mother was living in North Cowichan on Rosewood Avenue and, when my father passed away in 2004, she moved into Riversedge in 2006 (Gated Seniors Complex) on McKinstry Road. In October of 2016 my mother Audrey became ill and, in support of her failing health we purchased her home at FIPPA s. 22(1) FIPPA s. 22(1), Duncan where we presently live. My mother passed away on August 1st 2019, at Sunridge Place and she is interred beside my father Robert Waddy (Veteran) in the Veterans Section at Mountain View Cemetery.

.../2

Additionally, my wife's mother Rose Doney and Gloria's brother Grant Doney are also interred in Mountain View Cemetery.

As a Veteran, and long time resident of North Cowichan, I would very much like (eventually, when the time comes) to be interred with my wife Gloria in the Veterans Section of Mountain View Cemetery.

My request is that the honourable North Cowichan Council consider providing us the North Cowichan resident discount for the Veterans Section in Mountain View.

Thank you for your considerations.

Allan W. Waddy, CD
Lieutenant (Rtd) Royal Canadian Navy

FIPPA s. 22(1)



The Corporation of the District of North Cowichan
South End Waterworks District Amendment Bylaw
BYLAW NO. 3987

*A bylaw to enlarge the boundaries of the South End Waterworks District to include
PID 005-465-516 [7570 Mays Road]*

WHEREAS the District of North Cowichan established the South End Waterworks District pursuant to Bylaw No. 1104, cited as "South End Waterworks District Bylaw 1966";

AND WHEREAS section 218 of the *Community Charter* authorizes Council, by bylaw, to amend the service area by enlarging or reducing the boundaries of that local area service;

AND WHEREAS the District of North Cowichan has been petitioned to enlarge the boundaries of the benefitting area of the service area to include the land outlined in Schedule "1" of this bylaw and legally described as:

Lot 1, Section 12, Range 6, Somenos District, Plan VIP8141, except Plan VIP61747 (Parcel Identifier 004-465-516)

AND WHEREAS at least 50% of the service participants have consented to pay the parcel tax and associated fees in accordance with section 212 of the *Community Charter*.

NOW THEREFORE The Council of The Corporation of The District of North Cowichan, enacts in open meeting assembled, as follows:

Citation

1 This Bylaw may be cited as "*South End Waterworks District Amendment Bylaw No. 3987, 2024*".

Amendment

2 That Bylaw No. 1104, South End Waterworks District Bylaw 1966, is amended as follows:

- (a) By enlarging the service area to include the lands outlined in Schedule "1" of this bylaw, and
- (b) By amending the plan attached to Bylaw No. 1104 to include the lands outlined in Schedule "1" of this bylaw.

READ a first time on December 4, 2024
READ a second time on December 4, 2024
READ a third time on December 4, 2024
ADOPTED on _____.

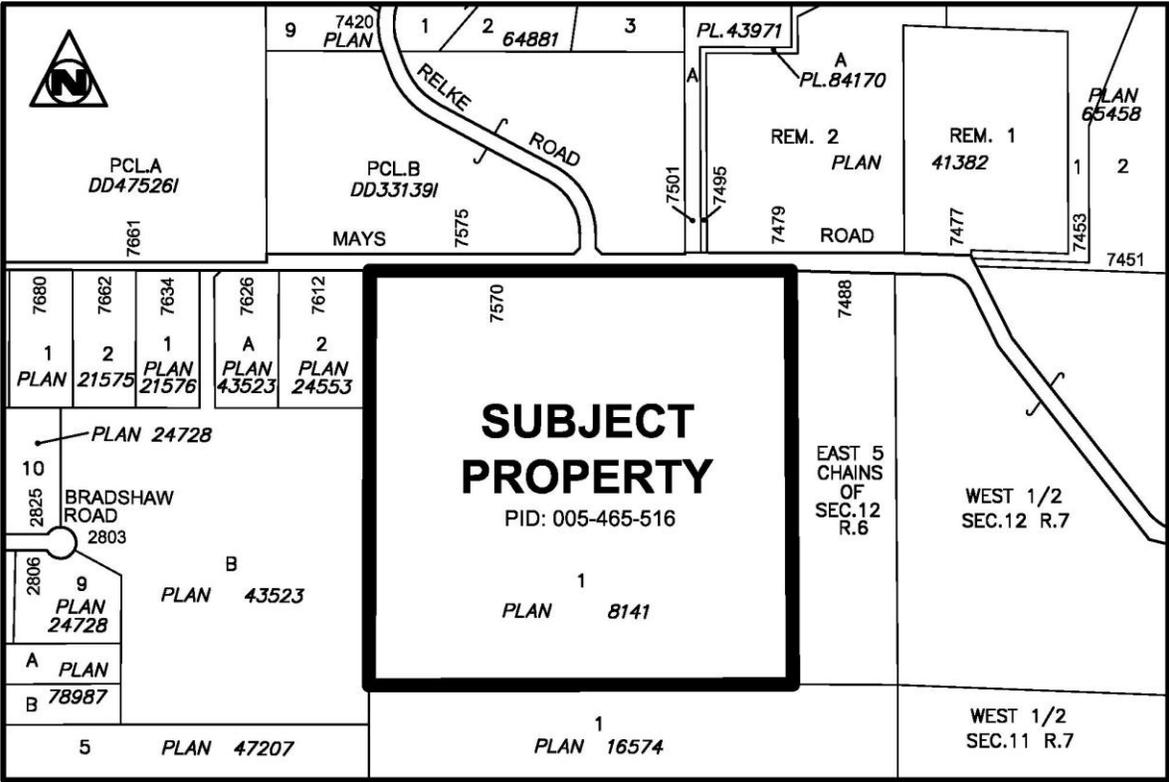
CORPORATE OFFICER

PRESIDING MEMBER

Schedule "1" to accompany "South End Waterworks District Amendment Bylaw No. 3987, 2024".

Presiding Member

Corporate Officer



Report

Date December 18, 2024
Subject **Zoning Amendment – Bill 44 Follow Up**

File: SPP00082 and
SPP00101

PURPOSE

To present a zoning amendment bylaw that will:

- update a limited exemption to the natural environment development permit area (DPA 3) to include 3- and 4-unit buildings, and,
- revise a change made in the June 2024 zoning bylaw amendment (Bill 44) by updating the density in the Commercial General Zone (C2) and the Commercial Service Zone (C3).

BACKGROUND

On June 19, 2024, Council adopted Zoning Amendment Bylaw 3964, which brought North Cowichan's zoning bylaw into partial compliance with the *Local Government Act*, as amended by the *Housing Statutes (Residential Development) Amendment Act* (known as "Bill 44"). Significant changes were made to the zoning bylaw to accommodate "secondary suites and missing middle unit housing" (SSMUsH) before the legislated deadline occurred at the end of June.

DISCUSSION

Development Permit Requirements for 3- and 4-unit Residential Buildings

The intention of the Bill 44 SSMUsH requirements was to increase the prevalence of 3- and 4-unit building developments occurring in low-density residential neighbourhoods. All new multi-family buildings with three or more dwelling units must obtain a development permit (DP) for form and character. This requirement is under review to evaluate the value of the development permit process relative to the effort required by project proponents and staff. Options and recommendations will be forthcoming.

In the meantime, the proposed zoning amendment includes an update to an existing exemption to DPA 3 Natural Environment as it pertains to the aquifer protection areas. A DP is not required in the vulnerable aquifer protection areas for one- and two-family dwellings. The proposal is to expand this exemption to buildings with up to 4 dwellings (now permitted as of right in many zones), provided they are connected to water and sanitary services. The purpose of requiring a DP in these areas is to protect shallow and vulnerable aquifers from the risk of groundwater contamination. Exempting small-scale residential development from requiring a DP in areas where water and sanitary services are available poses minimal risk to the aquifers.¹

¹ Note that the proposed new exemption has been referred to the Engineering and Subdivision & Environmental Services Departments and both support the proposal.

Natural Environment DPs would continue to be required for all residential developments in other environmentally sensitive areas (e.g., riparian buffers, coastal bluffs, mature forests, etc.). They would continue to be required for other types of development occurring in aquifer protection areas (e.g., commercial, industrial, and larger-scale residential projects).

Commercial General Zone (C2) and Commercial Service Zone (C3)

The C2 and C3 zones are two of the most permissive and flexible zones in North Cowichan. The zones allow a range of commercial and residential uses. The zones occur in several areas, including downtown Chemainus, "Cowichan Commons," and much of the Trans-Canada Highway corridor north of Duncan.

One of the key components of the Bill 44 review was determining which zones and parcels were "restricted zones," which had to be amended to allow SSMUsH densities. Broadly speaking, the *Local Government Act* defines a restricted zone as any zone where the residential permissions fall below the minimum SSMUsH densities. In the review of North Cowichan's Zoning Bylaw, the C2 and C3 zones were originally identified as "restricted zones," the zones were amended by adding density provisions limiting the density to 3-4 units. However, it has been determined in consultation with legal counsel that these zones are not restricted zones since they permit "Mixed-use Building" and "Accessory Dwelling Unit" as well as "Single-Detached Dwelling". Prior to the June 2024 amendment, a mixed-use building in the C2 or C3 zone could have as many dwelling units as possible accommodated within the permitted building envelope.

The proposed zoning amendment removes the density limit on dwelling units from the C2 and C3 zones to restore the previous density potential associated with mixed-use buildings.

OPTIONS

1. **(Recommended Option)** THAT Council:
 1. gives first and second reading to Zoning Amendment Bylaw No. 3990, 2024; and,
 2. directs staff to schedule a public hearing for Zoning Amendment Bylaw No. 3990, 2024.
 - The proposed bylaw would restore permitted residential densities in the C2 and C3 zones and update an exemption to the environmental protection DPA (vulnerable aquifer) as applicable to 3- and 4-unit residential buildings.
2. THAT Council directs staff to provide further information related to the proposed zoning amendments.
 - Council may request additional information if needed to support this decision.
3. (No resolution is required if Council does not wish to proceed with the proposed Zoning Amendment Bylaw No. 3990.)

IMPLICATIONS

Updating the C2 and C3 zones now will ensure that more intensive development proposals in these zones do not trigger zoning bylaw amendments that would not have been required prior to June 2024.

The change to the exemptions for DPA 3 specific to aquifer protection will prevent the necessity for North Cowichan to issue “empty DPs,” where a DP is technically required, yet none of the DP guidelines apply. This is not a good use of municipal resources and would cause an unnecessary delay for applicants.

The proposed amendment supports the “service” pillar of the strategic priorities outlined in the Council Strategic Plan.

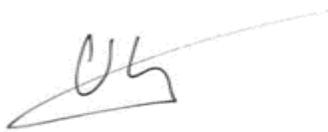
No financial implications are anticipated with any of the options presented.

RECOMMENDATION

THAT Council:

1. gives first and second reading to Zoning Amendment Bylaw No. 3990, 2024; and,
2. directs staff to schedule a public hearing for Zoning Amendment Bylaw No. 3990, 2024.

Report prepared by:



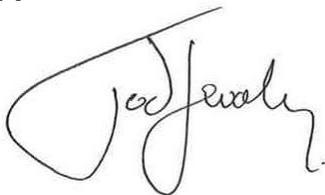
Christina Hovey, RPP, MCIP
Project Planner

Report reviewed by:



Amanda Young, RPP, MCIP
Director, Planning and Building

Approved to be forwarded to Council:



Ted Swabey
Chief Administrative Officer

Attachment:

- (1) Draft Zoning Amendment Bylaw No. 3990, 2024



The Corporation of the District of North Cowichan

Zoning Amendment Bylaw

BYLAW NO. 3990

A bylaw to amend Zoning Bylaw 1997, No. 2950 to amend the C2 and C3 Zones and an exemption to DPA 3

The Council of The Corporation of The District of North Cowichan, enacts in open meeting assembled, as follows:

Citation

1 This Bylaw may be cited as "Zoning Amendment Bylaw No. 3990, 2024".

Amendment

2 Zoning Bylaw 1997, No. 2950, is amended by:

- (a) Amending Section 69 [Commercial General Zone (C2)] by:
(i) Deleting clause (7) [Conditions of Use].
(ii) Deleting "and subsection 69 (7) does not apply." from clause (8)[Conditions of Use].
(b) Amending Section 70 (Commercial Service Zone (C3)) by:
(i) Deleting clause (7) [Conditions of Use].
(c) Amending Schedule J [Development Permit Guidelines], Section 2.2 [Development Permit Guidelines "B": Exemptions], by replacing clause (m) with the following:
"Exemptions for Aquifer Protection Only:
(i) Additions to or construction of a single-family or two-family dwelling or a related accessory building on a single lot;
(ii) Additions to or construction of a building that contains up to four-dwelling units or a related accessory building on a single lot, provided that the dwelling units are serviced with municipal water and sewer."

READ a first time on

READ a second time on

This bylaw was advertised on the municipality's _____ site on _____, in the Cowichan Valley Citizen and the Chemainus Valley Courier on _____, and was posted to the municipality's public notice places on _____.

CONSIDERED at a Public Hearing on _____.

READ a third time on _____.

RECEIVED the approval of the Minister of Transportation on _____.

ADOPTED on _____.

CORPORATE OFFICER

PRESIDING MEMBER

Report

Date December 18, 2024
 Subject Disposition of former RCMP Detachment at 6060 Canada Avenue

PURPOSE

To seek Council approval to transfer a municipally owned parcel of land located at 6060 Canada Avenue to Cowichan Tribes for \$1,200,000.

BACKGROUND

6060 Canada Avenue is a municipally owned, 2.9-acre parcel of land situated in the south end of North Cowichan (Attachment 1). It is rectangular in nature and has a one-story building situated on the property, which was constructed in 1980 for the North Cowichan/Duncan RCMP ("RCMP"). The building is surrounded by surface parking, and Bings Creek flows around the property on the north, west, and south sides. The property is currently vacant as the RCMP has moved to their new facility on Ford Road. In 2022, Council directed staff to dispose of the property and find a suitable purchaser.

At the July 17, 2024, In-Camera meeting, staff presented an offer from Cowichan Tribes, who wished to acquire the property.

Cowichan Tribes undertook their due diligence and, in October of 2024, agreed to move forward with acquiring the property for \$1,200,000.

The transfer includes a covenant being registered on title to protect Bings Creek from future development while permitting North Cowichan to conduct restoration and maintenance work as required.

In addition, North Cowichan secured the front 2.6 meters from the parcel to support the Canada Avenue active transportation project planned for 2025 and 2026.

At the November 20, 2024, In-Camera meeting, Council removed North Cowichan's final conditions, noting satisfaction with the agreement.

Prior to disposing of a parcel of land, North Cowichan is required to post a Notice of Disposition as required under sections 26 and 94 of the *Community Charter*. The Notice was posted on social media and North Cowichan's website on December 6, 2024, and is scheduled for advertisement in the Cowichan Citizen on December 11, 2024.

OPTIONS

1. **(Recommended Option)** THAT Council approves the transfer of a municipal owned parcel of land located at 6060 Canada Avenue to Cowichan Tribes for a price of \$1,200,000.
2. That Council provides alternative direction.

IMPLICATIONS

Procedural

Should Council approve the sale, the property will transfer to Cowichan Tribes on January 15, 2025. A Notice of Disposition was published in accordance with the requirements of the *Community Charter* (sections 26 and 94).

Financial

North Cowichan will receive \$1,200,000 from the sale of the property. North Cowichan will be responsible for paying the commission of the Cowichan Tribes realtor (\$10,500), resulting in a net transfer of \$1,189,500. This money will be placed in the Land Sales Reserve, which will have a balance of \$5,800,000 upon completion of the sale.

Environmental

Protecting the environmentally sensitive areas around Bings Creek is a major goal of Council, and the covenant registered on the title will achieve that objective. Staff intend to undertake restoration of the north channel of Bings Creek in 2025, with an estimated cost of \$165,000. This work could be a catalyst to further protect and restore other upstream areas on Bings Creek.

Asset Management

In disposing of the property, North Cowichan is relieving itself of an aging asset. It will be able to direct staff resources and capital budget to improvements in the remaining municipal facilities.

Relationship Building

Discussions with Cowichan Tribes have been very positive throughout this process. Staff believe this project has helped build a relationship around reconciliation and will help set the groundwork for future projects.

RECOMMENDATION

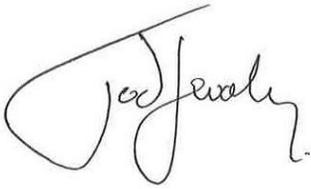
THAT Council approves the transfer of a municipal owned parcel of land located at 6060 Canada Avenue to Cowichan Tribes for a price of \$1,200,000.

Report prepared and reviewed by:



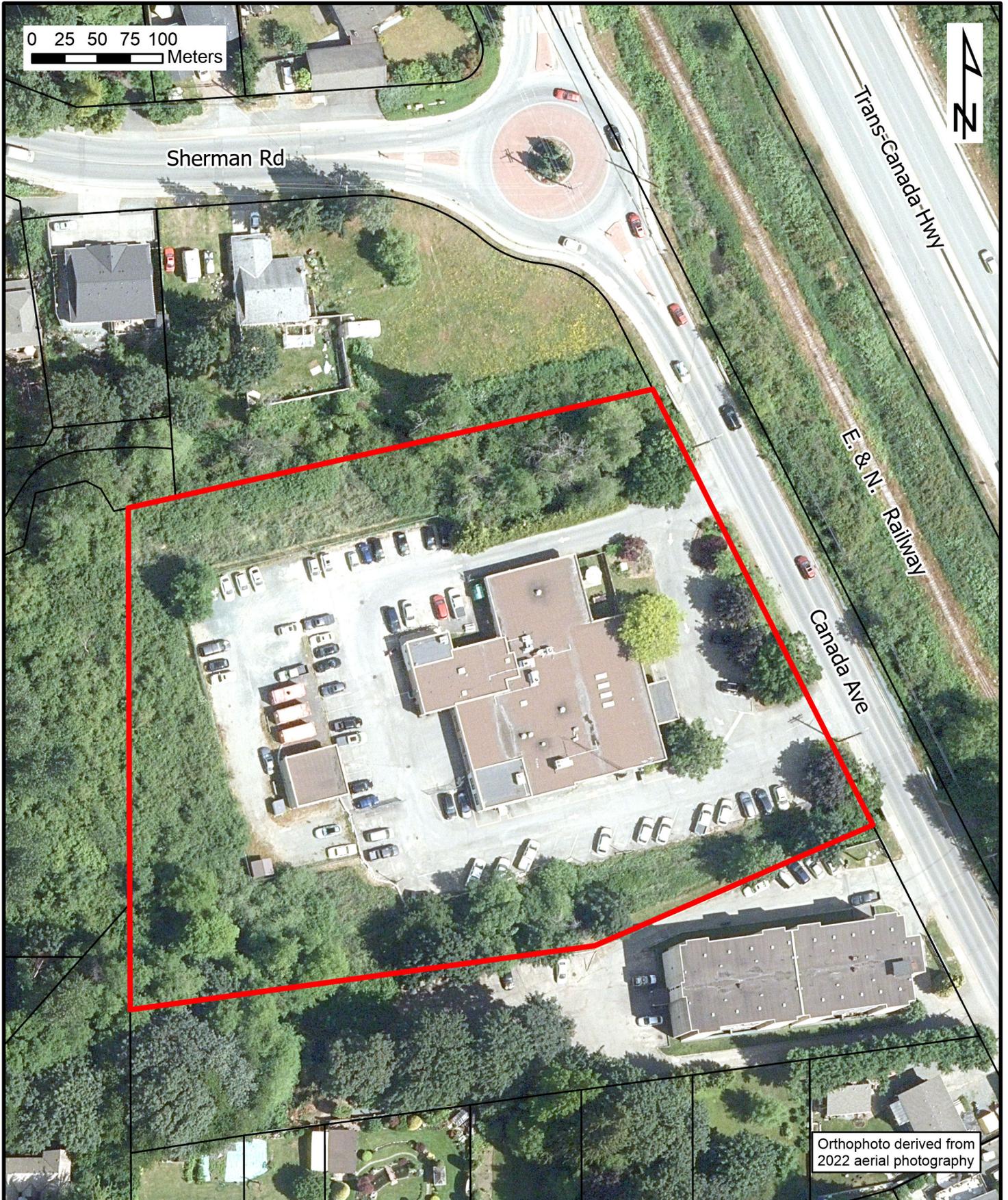
Bill Corsan
General Manager, Corporate Services and Community Relations

Approved to be forwarded to Council:



Ted Swabey
Chief Administrative Officer

Attachment:
(1) Orthophoto Map



Orthophoto derived from 2022 aerial photography



ORTHO PHOTO MAP

6060 Canada Avenue

DATE: July 9, 2024

TYPE: Orthophoto Map

FILE#: 117

Date December 18, 2024 File:
Subject Somenos Lake Water Quality and Management Options for North Cowichan

PURPOSE

To provide Council with an analysis of the fish kill that occurred in Somenos Lake on August 10, 2024, and an assessment of actions that North Cowichan can take to improve water quality in the lake.

BACKGROUND

On Saturday, August 10, 2024, a fish kill occurred in Somenos Lake, as evidenced by the floating bodies of thousands of pumpkinseeds (*Lepomis gibbosus*) and a few dozen juvenile coho salmon (*Oncorhynchus kisutch*). This event attracted the attention of media outlets across Vancouver Island. In response to the significant concern expressed by many members of the community, North Cowichan Council carried a motion:

THAT Council:

- 1. direct staff to provide a report detailing what we know about the recent Somenos Lake fish kill event, listing the ongoing steps that are being taken to improve the water quality of Somenos Lake, and to include suggestions for advocacy that the municipality could take to improve the water quality; and*
- 2. authorize the Mayor to send letters to the Province of BC, the Cowichan Valley Regional District, and the Cowichan Watershed Board urging them to take the necessary actions to address the issues that cause the "fish kill" events in Somenos and Quamichan Lakes.*

This report addresses item 1 in that motion and provides:

- an assessment of Somenos Lake water quality and the mechanisms leading to the fish kill event,
- a description of the fish kill event,
- a description of current actions being undertaken by North Cowichan to improve water quality in Somenos Lake, and,
- an assessment of potential action that North Cowichan can undertake based on existing provincial and federal government policy and a workshop held on November 27 to discuss water quality management in Somenos and Quamichan Lakes.

DISCUSSION

Somenos Lake Water Quality

Poor summer water quality and cyanobacteria blooms have long been recognized as management concerns for Somenos Lake. A 1934 report by Charles Mottley and Clifford Carl of the Fisheries Research Board of Canada analyzed the fisheries of the Cowichan watershed and characterized both Somenos and Quamichan Lakes as:

... shallow and ... rapidly filling in. Logging off the neighbouring land has probably served to hasten this process by reducing the runoff, causing higher temperatures and tremendous pulses of algae result, which die and settle to the bottom.

In 1945, a report prepared by Ferris Neave of the Fisheries Research Board of Canada on a fish kill in Quamichan Lake that year, it was noted that research on Somenos and Quamichan Lake by Mottley and Carl in 1934 (in a separate unpublished manuscript report) concluded that:

...Quamichan and Somenos lakes in summer "possess unstable conditions which are detrimental to fish life." [It] is evident that at this season peculiar and highly unfavourable conditions may develop. The surface waters become strongly alkaline and supersaturated with oxygen, while the deeper layers show no alkalinity and no appreciable supply of oxygen.

These early investigations and subsequent work on Somenos and Quamichan Lake concluded that poor water quality, algae blooms, and fish kills are rooted in extremely high sediment phosphate concentrations resulting from land clearing and land use in the early 20th Century. This phosphate buildup exacerbated the tendency of both lakes to have very productive summer algae blooms even in their undisturbed, pre-European settlement phase.

Nitrate, nitrite, ammonia, and phosphate all serve as important water-borne nutrients for plankton, and these nutrients are abundant in the early summer waters of both lakes. The nitrogen-based nutrients are used quickly in the early summer, creating a bottleneck for most algae. Cyanobacteria, however, can use nitrogen from the atmosphere to fuel their growth and can take advantage of phosphate, which continues to be supplied by the rich store in the lake sediment.

Consequently, both Somenos and Quamichan Lakes can be subject to cyanobacteria blooms due to the large stores of phosphate in their sediments. Typically, phosphate is bound to metal ions in the lake sediment. However, if the surrounding water is anoxic, the phosphate will be released into the water, providing fuel for cyanobacteria blooms in the summer. Ironically, the anoxic conditions at depth are made worse by cyanobacteria production near the surface in a positive feedback loop. As the cyanobacteria rapidly grow and die, the sinking dead cells are, in turn, consumed by other species of bacteria, which rapidly use up oxygen in the deeper water near the lake sediment. The anoxia creates the condition for sediment phosphate to be released into the water. The freed phosphate is transported to the surface to serve as a fuel to extend the cyanobacteria bloom.

The effects of larger and more enduring cyanobacteria blooms on lake chemistry can be quite astonishing. For example, a pH approaching 10 (alkaline) is commonly recorded on both lakes during daylight hours during intense cyanobacteria blooms in the summer. For comparison, a pH of 9-10 is similar to that observed for hand soaps and baking soda. High pH results from the cyanobacteria using carbon dioxide (CO₂) during photosynthesis. The removal of CO₂ from water raises pH; the more aggressive the bloom, the steeper the CO₂ removal from the water.

High temperatures and high pH levels in lakes are stressful to aquatic life on their own, but their combination creates another problem - ammonia. Ammonium (NH₄⁺), which is relatively non-toxic, is commonly seen in aquatic environments and is a part of normal nutrient cycling. However, under high temperatures and high pH, the ammonium is converted to Ammonium Hydroxide, which is quite toxic to aquatic plants and animals. Furthermore, ammonia concentrations usually increase during anoxic conditions when anaerobic bacteria in the lake depths produce ammonia as a respiratory byproduct.

The effects of poor water quality and cyanobacteria blooms extend beyond fish kills. Cyanobacteria blooms can be harmful to human health and are known to have caused the death of companion animals in our community. Poor water quality in the lakes also:

- impairs the cultural value placed in the lakes by local First Nations,
- interferes with the recreational use of the lakes by rowers and fishers,
- diminishes the quality of life for those living near the lakes, and,
- threatens the health of livestock.

The conditions described above can lead to mortality events for various aquatic organisms, most dramatically as a fish kill. The mechanism for a given mortality event is dependent on which of the water quality factors is exacerbated. Common causes of local lake fish kill events include:

- **Hypoxia after lake turnover** in the late summer when anoxic deep water is mixed into the surface, creating very low oxygen conditions. During the summer, mixing is reduced in Somenos Lake as the surface water is much warmer than the deep water. Lake turnover occurs because the surface water cools as fall approaches the point where the surface water can mix with the deep water.
- **Hypoxia from collapsed oxygen production** at the surface. Quamichan Lake experienced a severe decline in surface oxygen during the summer of 2020 when forest fires created so much soot that the darkened atmosphere interfered with phytoplankton production.
- **Poisoning from toxins** produced by a phytoplankton species. Some species of phytoplankton can produce toxic chemicals, though there is no evidence that this is the case for those species found in Quamichan or Somenos Lake.
- **Poisoning from ammonia** produced under high pH conditions, and,
- **Physical stress** induced by a combination of high temperature and low oxygen.

The August 2024 Fish Kill

On August 12, 2024, the Cowichan Valley Citizen reported that people living by Somenos Lake observed fish deaths as early as Saturday, August 10 and that by Sunday, August 11, thousands of dead fish were seen floating on the surface of the lake. Somenos Marsh Wildlife Society (SMWS) President Paul Gowland stated that the vast majority of the dead fish were pumpkinseed, although a few dozen juvenile coho salmon were also noted.

Historic surveys of Somenos Lake by Ministry of Environment staff, Fisheries and Oceans and SMWS indicate that the lake is home to several species of fish:

- coho salmon (*Oncorhynchus kisutch*),
- chum salmon (*O. keta*),
- rainbow trout (*O. mykiss*),
- coastal cutthroat trout (*O. clarkii*),
- three-spined stickleback (*Gasterosteus aculeatus*),
- peamouth chub (*Mylocheilus caurinus*),
- brown bullhead (*Ameiurus nebulosus*),
- sculpins (*Cottus sp.*), and,
- pumpkinseed (*Lepomis Gibbosus*).

Since their introduction to the lake sometime in the 1980s, pumpkinseed have become the dominant species in the lake. For example, a beach seine of the lake by the author of this report in the summer of 2015 yielded ~2500 pumpkinseed, ~400 peamouth chub, and ~25 brown bullhead. The other species listed tend not to use the lake as much in the summer and leave the relatively harsh summer lake habitat for better conditions in the tributary streams (Bings, Richards, and Averill Creeks). The dominance of pumpkinseed in Somenos Lake is demonstrated by their prevalence in the pictures shown in the news and on social media reporting on the fish kill.

As part of Somenos Lake water quality monitoring that SMWS conducts for North Cowichan, a data logger was installed by SMWS, which records temperature and dissolved oxygen hourly at the surface and 6m depth, see Figures 1 and 2. Time series data from this logger shows the immediate cause of the fish kill – a steep decline in surface oxygen starting on August 7 to almost zero by August 10. While lack of oxygen was the immediate cause of death for the fish, the question remains as to the mechanism causing the decline of oxygen at the surface.

One cause of lowered surface oxygen could have been a mixing of anoxic deep water, which can occur when the surface and deep water temperatures are the same. Indeed, the last week of July 2024 exhibited relatively cool air temperature, resulting in the lake's surface water cooling significantly. The lake temperature data shows that by the end of July, the difference in temperature between the surface and deep water was only one degree, which would have created the potential for mixing (Figure 1). This appears to be supported by oxygen levels at 6m increasing in the last few days of July and peaking on July 31 (Figure 2). In the following 10 days, the surface water began to heat up again, thus reducing the mixing that could occur in the lake. By August 10, the temperature difference between the surface and bottom of the lake was almost 6 degrees. It is, therefore, unlikely that anoxia on the surface resulted from anoxic deep water being mixed into the lake's surface water on August 10.

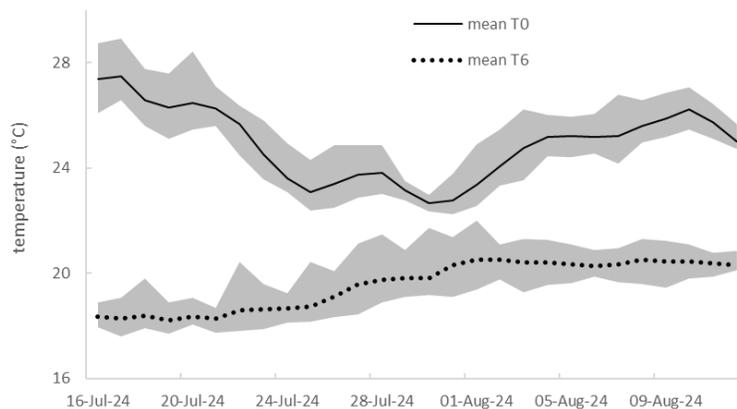


Figure 1: Changes in mean daily temperature recorded at the surface (T0) and 6m (T6) in Somenos lake, 16 July – 12 August 2024. The gray area indicates the daily range of maximum and minimum temperatures for each depth.

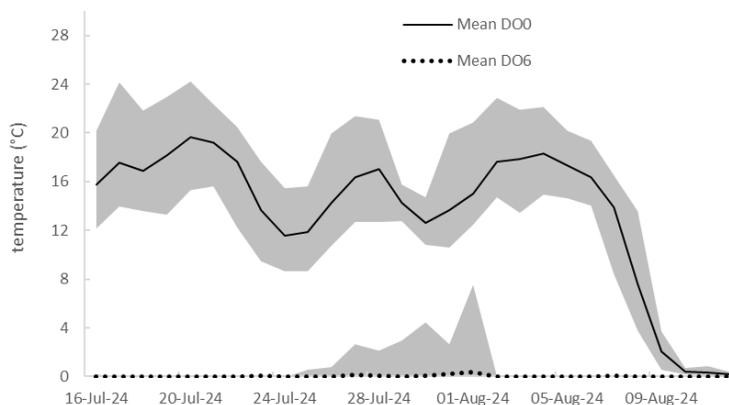


Figure 2: Changes in mean daily dissolved oxygen recorded at the surface (DO0) and 6m (DO6) in Somenos lake, July 16 - August 12, 2024. The gray area indicates the daily range of maximum and minimum dissolved oxygen for each depth.

SMWS staff and volunteers also collect data on nutrients, pH, and clarity as part of weekly sampling that is conducted under their service agreement with North Cowichan. A look at the time series of pH and water clarity suggests that the cause of the fish kill appears to be a collapse of phytoplankton production and, therefore, oxygen production at the surface. Table 1 shows surface pH and water clarity data from July 3 to August 13. The data shows that surface pH steadily increased in the lake until the fish kill, reaching ~9.8 (very alkaline) on August 7. After the fish kill, surface pH was seen to return to neutral.

As mentioned above, high pH in Somenos Lake is commonly associated with algae blooms. Another indication of such a bloom can be seen in observed changes in water clarity, indicated by Secchi Disc Depth (SDD). SDD is used as an indicator of water clarity by observing the depth, in metres, at which a standardized black and white disk can be seen. Greater SDD means the disk can be seen at greater depth, thus indicating fewer particles or turbidity in the water. In Somenos Lake low SDD in the summer is usually associated with algae blooms in which the numerous phytoplankton cells decrease water clarity. Table 1 shows that during the runup period to the fish kill, the SDD decreased while pH increased, which is consistent with a cyanobacteria bloom. A definite answer as to the status of a bloom and the prevalence of cyanobacteria in that bloom will be available in a few weeks after phytoplankton samples taken by SMWS staff as part of their weekly water quality sampling are analyzed by the lab in Victoria that analyzes phytoplankton collected by environment staff on Quamichan Lake.

Table 1: Changes in pH and Secchi Disk Depth (SDD) measured in Somenos Lake, 03 July 2024 – 13 August 2024

	pH	SDD
03-Jul-24	7.9	1.9
09-Jul-24	8.3	2.4
16-Jul-24	9.1	1.3
23-Jul-24	9.5	0.7
30-Jul-24	9.6	0.4
07-Aug-24	9.8	0.4
12-Aug-24	7.0	2.1
13-Aug-24	7.0	2.4

As noted above, ammonia in the water is converted to its toxic form at high pH and high temperature. Given the observed temperature and pH in the lake in the days immediately preceding the fish kill, almost 100% of ammonia in the lake would have been in its toxic form. Ammonia appears to have become sufficiently toxic to kill the phytoplankton present in the surface water and thus collapse oxygen production, killing the fish. It may also be the case that toxic ammonia also contributed to the death of the fish, which would have already been stressed by high temperature, declining oxygen, and very low alkaline pH.

Management Actions

Current monitoring work

Monitoring Somenos Lake water quality by North Cowichan and SMWS began in 2021 to support the development of water quality management options in Somenos Lake. North Cowichan currently engages the SMWS to conduct water quality monitoring as part of a Service Agreement to provide environmental services in the Somenos watershed. Data gathered by this work has given us the capacity to assess the causes of poor lake water quality and recommend management actions to improve it. The data from this monitoring provides a solid foundation for understanding why the fish kill occurred on August 10, 2024. Information derived from this monitoring served as the foundation of a workshop to discuss management approaches for Somenos Lake held on November 27, 2024, at which North Cowichan staff and SMWS representatives engaged with representatives from Cowichan Tribes, the Cowichan Valley Regional District (CVRD), the Cowichan Watershed Board, provincial Ministries of Environment, Agriculture, and Forests and the federal Ministry of Fisheries and Oceans. The proceedings of the workshop set the stage for developing short-term and long-term approaches to improving water quality in Somenos Lake, which build on the monitoring work by North Cowichan and SMWS currently underway.

The fish kill on August 10, 2024, generated significant concern among residents of North Cowichan. While management of fish populations is a matter for federal (pacific salmon) and provincial (all other freshwater fish) agencies, water quality is an issue that has become of increasing concern to municipalities and regional districts. North Cowichan also devotes money and staff time to monitoring Quamichan Lake, with a view to improving water quality and mitigating cyanobacteria blooms.

Quamichan Lake as a comparative example for using water quality monitoring data

The installation of monitoring equipment in Quamichan Lake has provided an understanding of the range of water quality conditions and the mechanisms underlying changes in Quamichan Lake water quality. The inception of this program was driven by the concern over the effect that cyanobacteria can have on human health and that of companion animals and livestock. This information is an important component of designing an aerator and nutrient suppression technology to improve water quality and mitigate cyanobacteria blooms in the lake. Furthermore, such information is required by provincial and federal agencies that can partner with North Cowichan on such management work. It will be a necessary component of their licensing management projects to improve lake water quality.

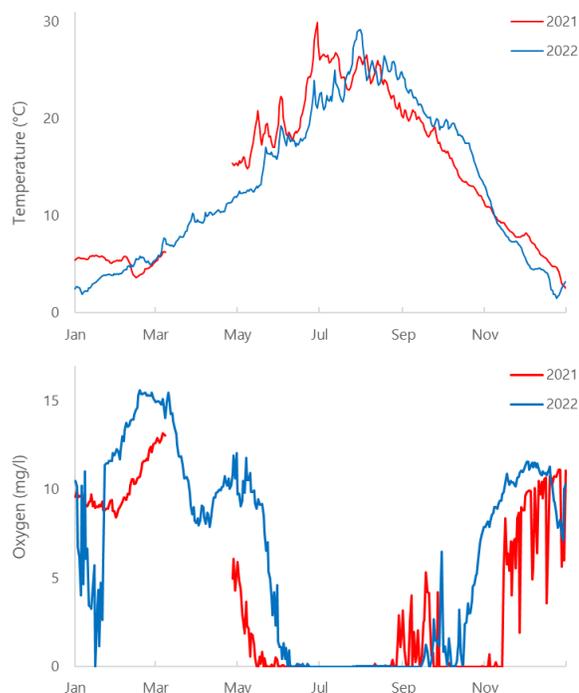


Figure 3: Changes in mean daily temperature at the surface and dissolved oxygen at 6m in Quamichan Lake in 2021 (red) and 2022 (blue). The effect of the June heat dome can be seen both as a quicker onset of peak lake temperature and a longer lasting period of anoxia resulting in more phosphate in the water.

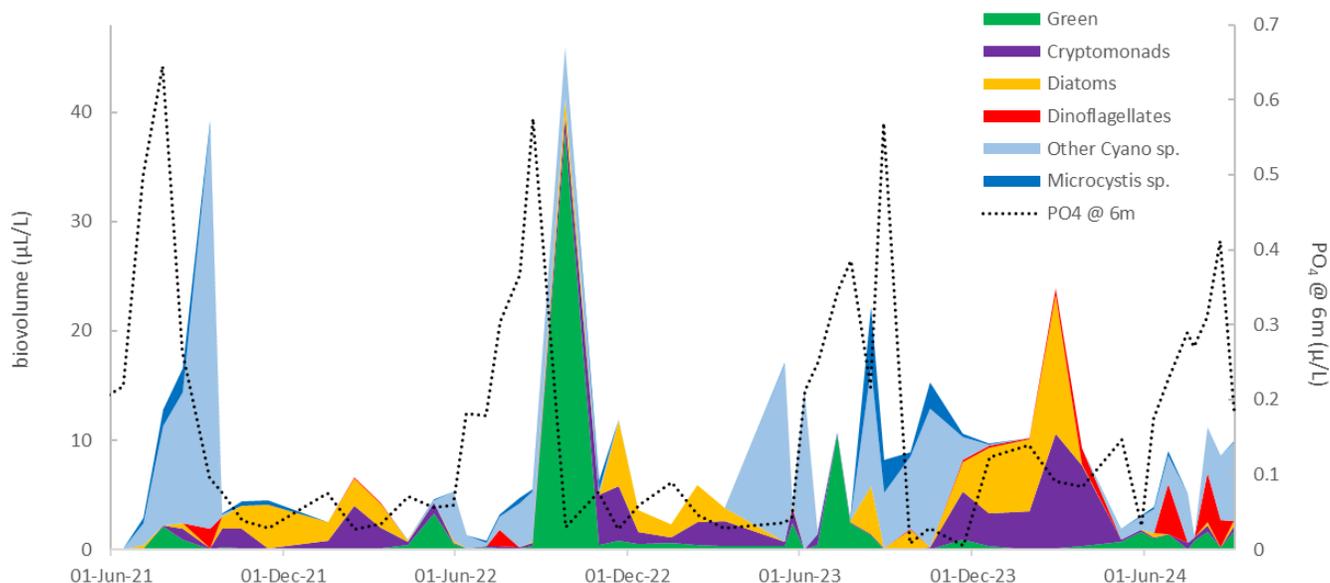


Figure 4: Changes in phytoplankton abundance in the top 3m of Quamichan Lake vs phosphate at 6m, 2021-2024. The effect of the June 2021 heat dome can be seen in both the highest phosphate measurements of the time series and a resultant cyanobacteria bloom. @024 is notable in that the lowest summer phosphate concentrations are associated with the smallest summer algae bloom in the time series.

Monitoring nutrients, oxygen, temperature, and phytoplankton in Quamichan Lake has demonstrated that phosphate in the lake sediment is the primary cause of summer algae blooms in general and cyanobacteria blooms in particular. Monitoring data also shows the range of water quality conditions produced by nature alone in the summer and thus provides us with achievable management targets for water quality. For example, in summer 2021, notable for a heat dome in early June, the lake exhibited a strong cyanobacteria bloom in response to high temperature and very low oxygen (Figures 3 & 4). In other years, other algae species or cyanobacteria blooms have been quite different. From this variation, we can infer that an achievable management goal is to manipulate oxygen conditions in the lake so that it is more similar to conditions in 2023 or 2024 than those observed in 2021. Staff are actively investigating the potential application of different aeration systems for the lake with qualified environmental professionals and scientists from the provincial Ministries of Environment and Forestry.

Updating management and monitoring of Somenos Lake

Somenos Lake has water quality issues similar to Quamichan Lake, but its usage by the community is quite different. Nevertheless, North Cowichan currently engages SMWS in a service agreement in which SMWS staff and volunteers provide services like riparian tree planting, aquatic and terrestrial invasive plant removal, and water quality monitoring. The water quality monitoring conducted for Somenos Lake mirrors the program on Quamichan Lake, and the data presented above shows that the monitoring work is useful for understanding how water quality in the lake influences its phytoplankton and fish.

North Cowichan recently approached CVRD with a proposal to fund water quality monitoring in Somenos and Quamichan Lakes under the CVRDs Drinking Water and Watershed Protection Program (DWWPP). This support and partnership appears to be a good fit with the goals of the DWWPP, given the increasing concern over changes in water quality in local lakes and streams and the importance of these aquatic areas to our communities and economies. Somenos and Quamichan Lake also play a significant role in our community's economy by supporting agriculture and recreation.

The CVRD board has approved \$58,000 for 2025, subject to the establishment of a strategic partnership between North Cowichan and the CVRD. The amount approved by the CVRD board is coincidentally close to the annual funding set aside by North Cowichan to address Somenos Lake water quality issues. North Cowichan has been entering into annual service agreements with the SMWS for approximately \$50,000 from general taxation each year to obtain water samples and project work such as shade tree planting and Parrots Feather removal. Staff believe that it is reasonable to reduce taxation by the amount of the partnership grant while continuing to budget for the Somenos Lake water quality initiative for as long as the strategic partnership with the CVRD is in place.

CVRD staff have also been directed to review the DWWP program partnership policy, which will determine if an extension to the partnership beyond 2025 is possible.

North Cowichan staff participated in a workshop on November 27, 2024, in which experts from the federal and provincial government, as well as lake water quality experts from academia, Cowichan Tribes, SMWS, CVRD, and the Cowichan Watershed Board, discussed priorities for monitoring activities to support management actions to improve Somenos Lake water quality. The meeting consisted of morning presentations on water quality monitoring work in Somenos and Quamichan Lake and presentations on research and management of shallow high-nutrient lakes across North America and Vancouver Island. The afternoon was a workshop in which monitoring actions were discussed to support management actions and how North Cowichan and the CVRD could collaborate with federal and provincial agencies on Somenos Lake monitoring and management activities.

The Somenos Lake water quality workshop participants agreed that the following actions should be pursued within a time frame (*italics, in brackets*);

1. Create a phosphorus budget for the lake to determine the relative contribution of phosphorus already accumulated in lake sediments versus external phosphorus inputs from the surrounding watershed (*short-term immediate*).
 - Install loggers to measure discharge on Bings, Averill, and Richards Creeks
 - Monitor phosphorus in these creeks and the lake via monthly samples/lab analysis (year-round).
2. Investigate opportunities to significantly reduce pumpkinseed populations on a routine basis to remove predation on zooplankton that eat cyanobacteria and other algae species (*short-term 1-5 years*).
 - Possibly boat electrofishing for one week during spawning, perhaps supported by Habitat Conservation Trust Foundation funding
 - Trap net fishing is also possible but is expensive and labour intensive
3. Develop a Watershed Plan that defines goals and actions (*short and long-term*)
 - Establish a working group to scope it out; possible partners include North Cowichan, SMWS, Department of Fisheries and Oceans, CVRD, BC Wildlife Federation Program, Cowichan Tribes
 - Explore water storage and restoration opportunities
 - Develop a state of the watershed report

- Look for opportunities to slow water to manage nutrient levels reaching the lake (e.g., use detention ponds, wet lands, beaver dam analogues)
4. Compile historical data in one place on what's been done and what needs to be done (*long term*)
 5. Develop a Stewardship Outreach Program (*long-term continuous program*), e.g., Ministry of Agriculture already has materials and programs and would be a partner in this work.

Summary

The current program to monitor water quality in Somenos Lake provides an understanding of water quality issues and how these issues manifested as events like the fish kill on August 10, 2024. In combination with the approach outlined at the November 27, 2024, workshop and given the advice from the workshop, North Cowichan can use this existing work to develop a modified water quality sampling program for Somenos Lake, which will leverage support from federal and provincial agencies to monitor key parameters and develop actions to improve water quality in the lake.

Improving lake water quality will also help address important community goals like:

- Working to reconciliation with First Nations,
- Improving opportunities for recreational use of the lake,
- Safeguarding agricultural operations and the health of companion animals,
- Protecting human health, and,
- Mitigating climate change effects.

The combination of monitoring and management work by staff and advocacy by Mayor and Council to senior levels of government will thus be crucial in creating the technical and administrative conditions required for collaborative work to improve water quality in Somenos Lake, see Table 2 below.

Table 2: recommendations on monitoring and management work for Somenos Lake arising from the November 27, 2024, workshop and how current monitoring and management work can be used as a foundation for those goals	
Workshop Recommendations	Current work and adaptation required
Create a phosphorus budget for the lake + Install flow meters	Nutrient analysis currently used SMWS equipment and done for many nutrients. Flow measured currently only for Bings Creek. Federal and provincial agencies will need to be engaged on this.
Reduce pumpkinseed population	Limited fish harvesting capacity in SMWS/North Cowichan. Could be costly. Requires provincial participation
Develop a Watershed Plan with goals and actions	A Somenos Conservation area management Plan in place which could be a platform to develop this goal
Compile historical data	Somenos Management Committee would be a good place to begin this

Develop a Stewardship Outreach Program	Could be done under the auspice of the management committee and build on the North Cowichan/SMWS service agreement in place
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Given the five priorities and existing work already being done to monitor water quality in Somenos Lake, an action plan that would help meet the goals identified in the November 27 workshop would include the following items:

- Establish CVRD partnership and support under the DWWP for Somenos Lake monitoring
- Discuss updating Somenos Lake water Quality Monitoring Program with SMWS
- Develop an updated 2025 North Cowichan/SMWS Service agreement
- Engage Cowichan Tribes on partnering for support from Federal and provincial agencies
- Lobby federal government for establishing flow gauges on tributaries
- Pursue provincial government for support on pumpkinseed control

OPTIONS

1. (Recommended)

THAT Council:

- (1) directs staff to develop an action plan for the five goals identified in the November 27 workshop and work with the Somenos Marsh Wildlife Society to modify the current water quality sampling work under the service agreement to conform with workshop priorities.
- (2) enters into a strategic partnership with the CVRD for 2025 to access \$58,000 for water quality initiatives in Somenos Lake and its watershed.
- (3) directs staff to add \$58,000 of revenue to the 2025 budget from the CVRD to offset the expense of the Somenos Lake Water Quality initiative.

- This option builds on work already started by North Cowichan in Somenos Lake. It allows staff to learn more information from other technical experts about opportunities for future collaboration and developing project ideas for water quality improvement.
- This option prioritizes actions recommended by regional water quality experts and representatives from federal and provincial agencies.
- this would allow North Cowichan to reduce the current taxation while maintaining the Somenos Lake Water Quality initiative towards the goal of improving Somenos Lake water quality.
- Freed funds from reduced monitoring could be used to increase Parrots Feather management.

2. THAT Council directs staff to work with the Somenos Marsh Wildlife Society to continue the service agreement using the current water quality sampling program.

- This option allows staff to continue with current management and monitoring.
- Based on the results of the November 27 workshop, this level of water sampling is deemed unnecessary.

- Freed funds from reduced monitoring could be used to increase Parrots Feather management.

IMPLICATIONS

- Adapting the water quality sampling program in Somenos Lake will make the data collected more responsive to the management priorities of federal and provincial government agencies.
- Focusing on a phosphorus budget will encourage support from federal and provincial agencies for partnerships and funding management actions.
- Working towards the five priorities identified in the November 27 workshop supports North Cowichan's application for funding and partnership with the CVRD for Somenos Lake water quality monitoring under the CVRD DWWP Program
- Improving water quality will mitigate the anticipated effects of climate change.
- Restoration and water quality protection in local lakes helps build partnerships with local First Nations and work towards reconciliation.
- Development of a management plan for water quality conforms with Council's Strategic Plan goal of evaluating options for environmental improvements to Quamichan and Somenos Lakes.
- Building financial and strategic partnerships with CVRD and provincial and federal agencies will be facilitated by sharing water quality monitoring information on Somenos Lake.
- Entering into a partnership agreement with the CVRD will allow a reduction in taxation for 2025 while maintaining the Somenos water quality program.

RECOMMENDATION

THAT Council:

- (1) directs staff to develop an action plan for the five goals identified in the November 27 workshop and work with the Somenos Marsh Wildlife Society to modify the current water quality sampling work under the service agreement to conform with workshop priorities.
- (2) enters into a strategic partnership with the CVRD for 2025 to access \$58,000 for water quality initiatives in Somenos Lake and its watershed.
- (3) directs staff to add \$58,000 of revenue to the 2025 budget from the CVRD to offset the expense of the Somenos Lake Water Quality initiative.

Report prepared by:



Dave Preikshot, PhD, RPBio
Senior Environmental Specialist

Report reviewed by:



David Conway, PEng
Director, Subdivision and Environmental Services

Approved to be forwarded to Council:

Ted Swabey
Chief Administrative Officer

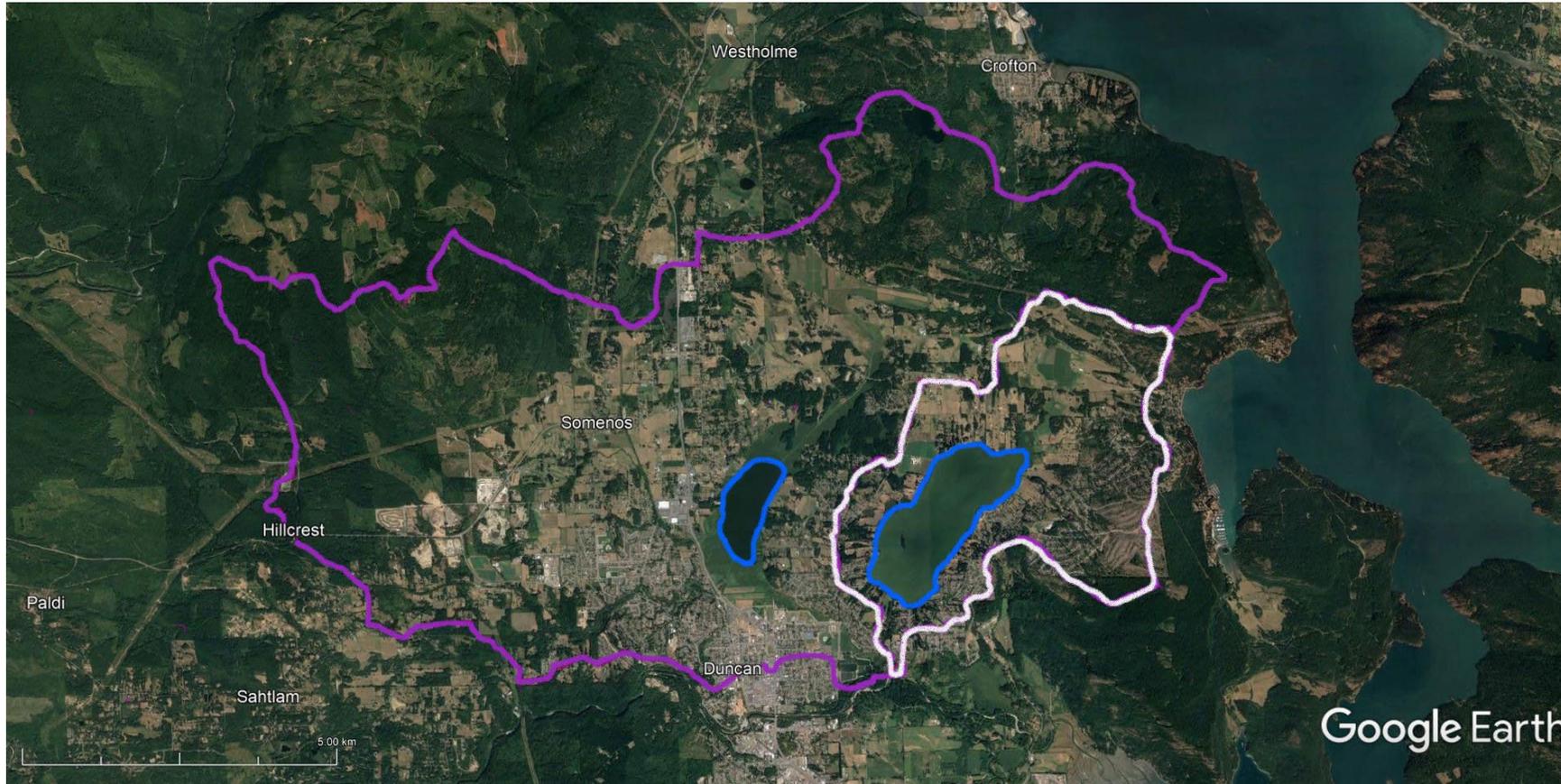
Attachment:
(1) Somenos Water Quality Report

Somenos Lake Water Quality and Management Options for North Cowichan



Dave Preikshot, PhD, RPBio
Senior Environmental Specialist

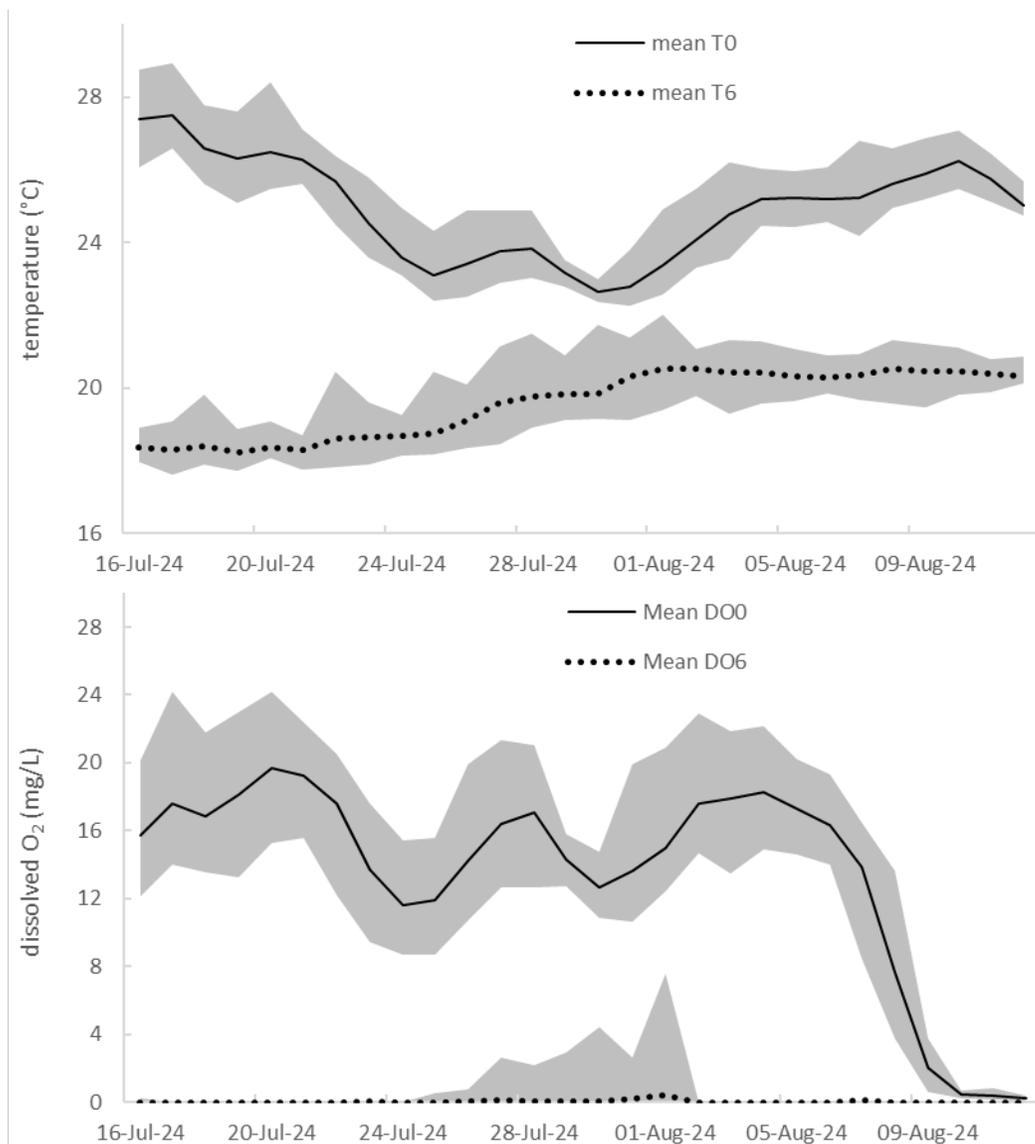
Somenos Lake Setting + Service Agreement Monitoring



Lake area: 100 ha
Watershed: 9,000 ha

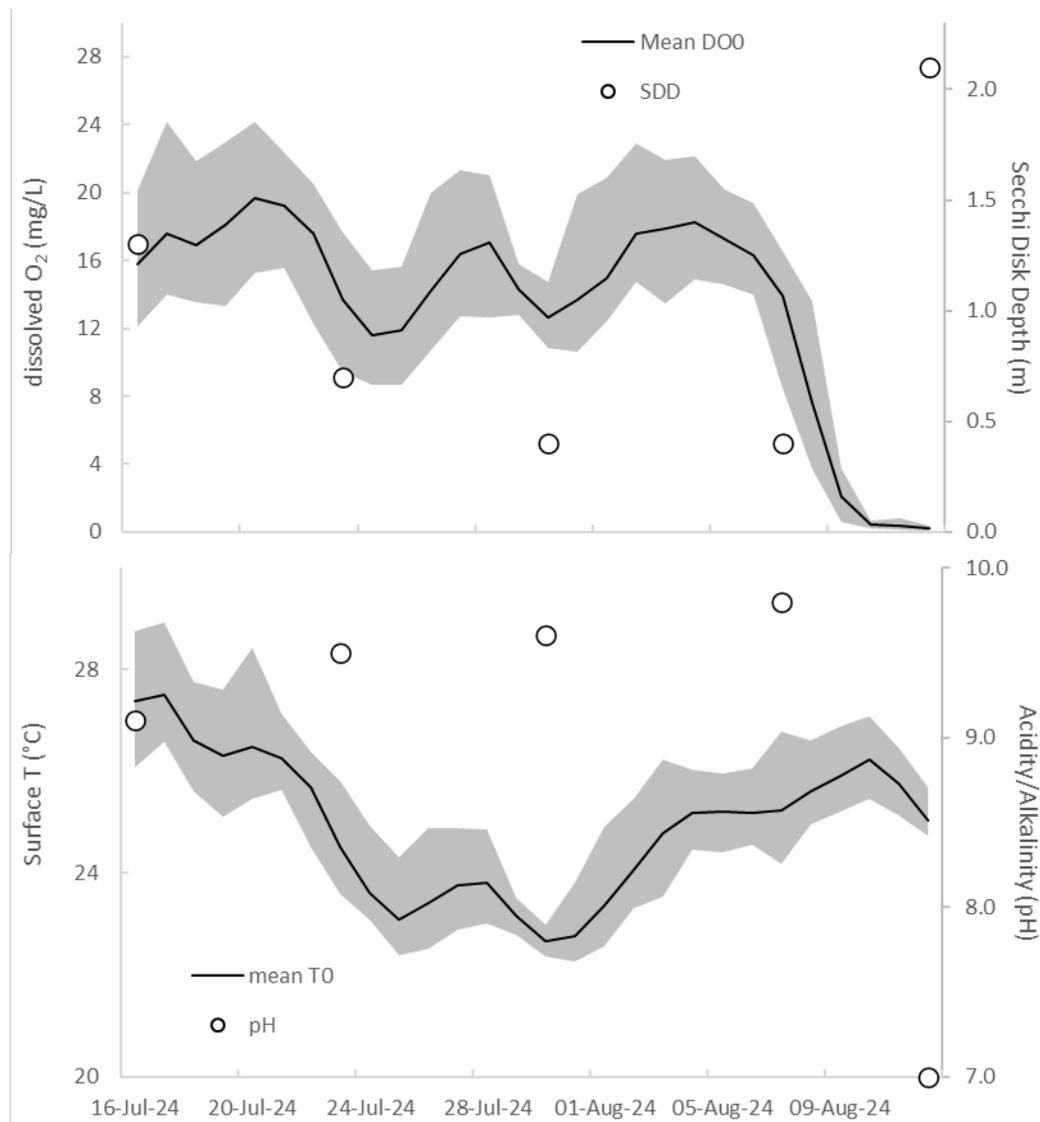
Monitoring :

- Nutrients
- Phytoplankton
- Temp (hourly, 0m+6m)
- Oxygen (hourly , 0m+6m)



Lake conditions before and during the fish kill

- Somenos Lake Temperature 0m and 6m: 16 July -12 Aug 2024, decline to 30 Jul, then increase
- Mixing event, late July early August -> see DO blip at 6m
- Surface oxygen collapse starting Aug 09

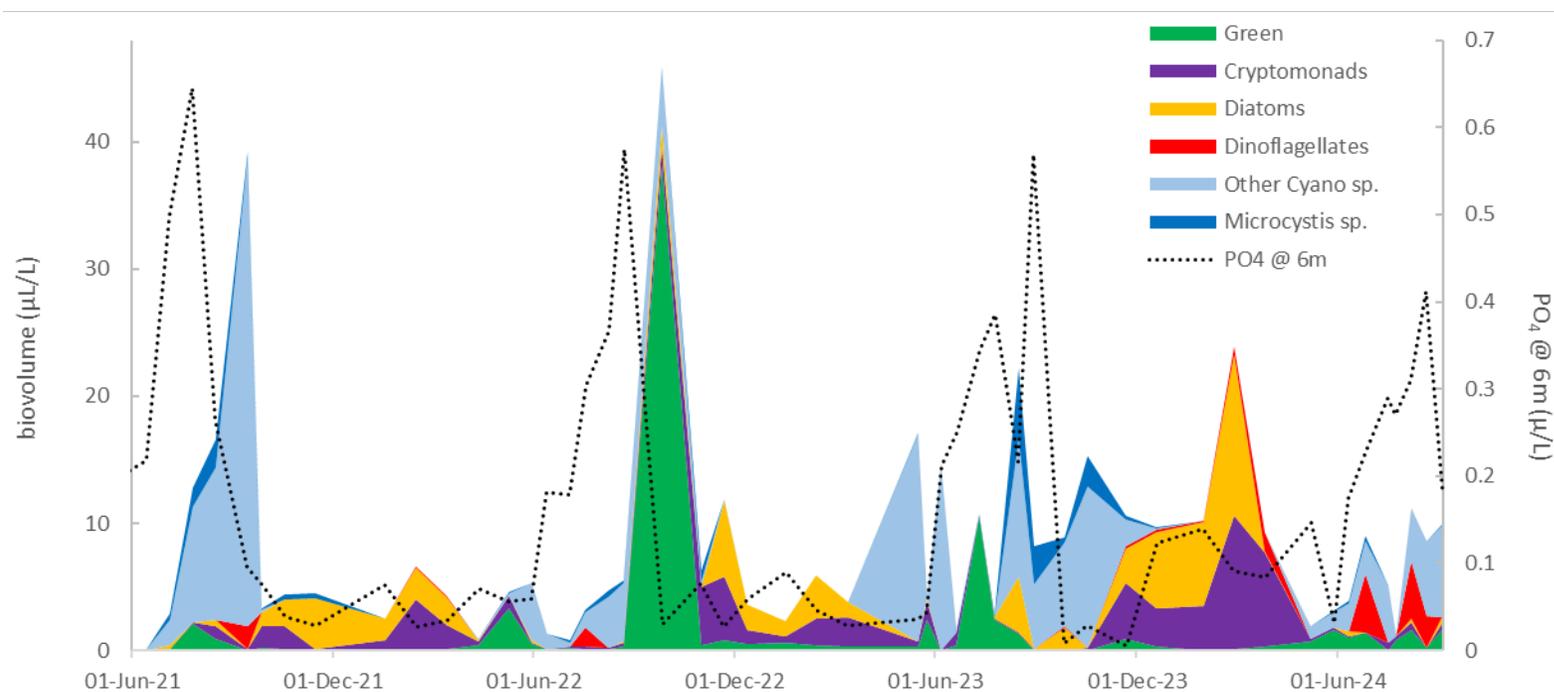


Secchi Disk Depth (SDD) and

pH at 0m: 16 July -12 Aug 2024

- SDD dramatically increases after DO collapse at 0m
- pH increases to 9.8 on 07 August then rapidly to neutral after DO collapse at 0m.
- Increased pH and T -> more NH₃
- at 25°C and pH 9.8 ~ 75% NH₃

What have we learned from Quamichan Lake?



2021

- Early onset of anoxia
- Peak summer temperature earlier
- Peak phosphate higher

2022

- Later onset of anoxia
- Cyanobacteria less abundant

2023

- Cyanobacteria bloom moderate
- Microcystis present late summer-late fall
- Diatom/Crypto bloom in winter

2021

- Lowest summer phosphate
- Smallest summer algae bloom

Nov 27 2024 Somenos Lake Workshop Monitoring Recommendations, vs Current work

1. Create a phosphorus budget for the lake (*Short-term immediate*).
 - Install loggers to measure discharge on Bings, Averill, and Richards Creeks
 - Monitor phosphorus in tributaries and the lake via monthly samples/ lab analysis (year round).
 2. Reduce Pumpkinseed population (*short term 1-5 years*)
 3. Develop a Watershed Plan that defines goals and actions (*short and long term*)
 4. Compile historical data in one place on what's been done and what needs to be done (*long term*)
 5. Develop a Stewardship Outreach Program (*long term continuous program*)
1. Nutrient monitoring using SMWS equipment, flow measured currently only for Bings Creek. Federal and Provincial agencies will need to be engaged on this
 2. Limited fish harvesting capacity in SMWS/MNC could be costly. Requires provincial participation
 3. A Somenos Conservation area management Plan in place which could be a platform to develop this goal
 4. Somenos Management Committee would be a good place to begin this
 5. Could be built on the MNC/SMWS service agreement and re-engage the Somenos Management Committee and

Next steps

- Establish CVRD partnership and support under DWWP for Somenos Lake monitoring
- Discuss updating water Quality Monitoring Program with SMWS
- Develop updated MNC/SMWS Service agreement
- Engage Cowichan Tribes on partnering for support from Feds and province
- Lobby federal government for flow gauges on tributaries
- Pursue Provincial government for support on Pumpkinseed control



Huy ch q'u / Thank you



Report

Date December 18, 2024
Subject Long-Term Borrowing for RCMP Detachment

File:

PURPOSE

To obtain a security issuing resolution that will enable long-term borrowing for the North Cowichan/Duncan Integrated RCMP Facility through the Cowichan Valley Regional District (CVRD).

BACKGROUND

Section 182 of the *Community Charter* requires a municipality borrowing under a loan authorization bylaw to have its regional district undertake the financing through the Municipal Finance Authority (MFA) of British Columbia. This provides joint and several liability for the debt, helping ensure that all local governments in BC benefit from low interest rates because of the MFA's triple A credit rating.

A security issuing resolution adopted by Council is required to be sent to the CVRD for the Board to consider the adoption of the Security Issuing Bylaw required to obtain financing. The MFA issues long-term debt twice yearly, in the spring and the fall. To be included in the spring 2025 issue, municipal security issuing resolutions are required to be received by the CVRD by January 15, 2025.

DISCUSSION

On July 15, 2020, Council adopted North Cowichan/Duncan Integrated RCMP Facility Loan Authorization Bylaw No. 3787, 2020, authorizing borrowing a sum not exceeding \$48 million for a term of 20 years. In the 2022 MFA fall issue, \$22 million was borrowed, and an additional \$10 million will be borrowed from the Federation of Canadian Municipalities (FCM) through MFA in early 2025. Furthermore, North Cowichan will receive a \$1.5 million grant from FCM. Of this grant, \$1.25 million will be disbursed when the \$10 million loan is issued, and the remaining \$250,000 will be provided after one year of occupancy and upon the completion of the Environmental Results Report, as stipulated in the grant agreement.

The original projected budget for the RCMP Detachment was \$49,037,600. North Cowichan was fortunate to have this significant project come in under budget at \$45,553,835, approximately \$3.5 million below the projected costs. This is a good news story for North Cowichan and its residents, as this project was essentially undertaken through the height of COVID-19. The project used an integrated project delivery method approach, meaning consultants and major trades were paired and included in the design team to facilitate accurate pricing and cost-effective decisions among the team as the design process progressed. This led to a collaborative construction process with the architect, engineers, construction manager, and tradespeople working together toward collaborative design solutions.

Now that the project is complete, the exact amount of required debt is known, and the following deductions will be made from the total capital costs associated with the RCMP Detachment:

- Previously borrowed through MFA of \$22,000,000
- North Cowichan's cash contributions of \$1,056,500
- FCM loan of \$10,000,000
- FCM Grant of \$1,500,000

After deducting these amounts from the total costs for the detachment, the remaining balance is \$10,997,335. For the purpose of borrowing, this amount will be rounded up to \$11 million due to the minimal difference.

OPTIONS

1. **(Recommended Option)** THAT Council approve borrowing from the Municipal Finance Authority of British Columbia, as part of the 2025 Spring Borrowing Session, \$11,000,000 as authorized through North Cowichan/Duncan Integrated RCMP Facility Loan Authorization Bylaw No. 3787, 2020, and that the Cowichan Valley Regional District be requested to consent to our borrowing over a 20-year term and include the borrowing in a Security Issuing Bylaw.
 - This resolution contains the MFA required wording and asks the CVRD Board to secure the funding on our behalf.

IMPLICATIONS

The current economic climate makes predicting interest rates challenging. At the time of writing this report, the indicative 10-year rate under MFA was 3.85%, slightly lower than the 4.09% rate for the \$22 million loan previously borrowed. It is impossible to forecast the actual loan rate for the spring issue of 2025 as interest rates are constantly changing.

RECOMMENDATION

THAT Council approve borrowing from the Municipal Finance Authority of British Columbia, as part of the 2024 Fall Borrowing Session, \$11,000,000 as authorized through North Cowichan/Duncan Integrated RCMP Facility Loan Authorization Bylaw No. 3787, 2020, and that the Cowichan Valley Regional District be requested to consent to our borrowing over a 20-year term and include the borrowing in a Security Issuing Bylaw.

Report prepared by:



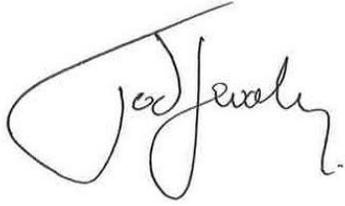
Teri Vetter
Director, Financial Services

Report reviewed by:



Bill Corsan
General Manager, Corporate Services and
Community Relations

Approved to be forwarded to Council:

A handwritten signature in black ink, appearing to read "Ted Swabey". The signature is fluid and cursive, with a large initial "T" and "S".

Ted Swabey
Chief Administrative Officer

Date December 18, 2024
Subject Accessibility Advisory Committee Terms of Reference

File: 0550-20

PURPOSE

To amend the Accessibility Advisory Committee's Terms of Reference to include a member from Clements Centre Society.

BACKGROUND

The Accessibility Advisory Committee (AAC) was established in June 2023 and holds quarterly meetings throughout the year or as convened by the chair. According to the Terms of Reference, the AAC is comprised of a minimum of five members and up to nine voting members, including the Council member appointed as the Committee Chair, Councillor Findlay. The term aligns with Council's term, which ends on October 31, 2026.

Like many volunteer committees, maintaining membership can be challenging. Initially, this committee had eight members. However, throughout 2024, two members have stepped down, and one new member has joined, resulting in seven members (including the chair). The AAC failed to meet quorum on one occasion in 2024, and there is concern that this may happen again.

At the December 20, 2024, Special Council Closed meeting, Council passed the following motion:

THAT Council direct staff to amend the Terms of Reference for the Accessibility Advisory Committee so that the membership shall include one representative from the Clements Centre Society (plus an alternate).

DISCUSSION

The *Accessible BC Act* requires that, to the extent possible, at least half of the committee members be persons with disabilities or individuals who support or are from organizations that support persons with disabilities. In light of this, Council's request to amend the Terms of Reference to include a representative from the Clements Centre Society is appropriate. A redlined version of the amended Terms of Reference is attached to this report (Attachment 1).

Amending the Terms of Reference to include a representative and an alternate from the Clements Centre Society provides flexibility in attendance, reduces the likelihood of absences, and ensures the committee's needs are met.

OPTIONS

1. (Recommended Option)

THAT Council amends the Accessibility Advisory Committee Terms of Reference membership by adding the following subsection to the 'Membership':

(c) At least one member from the Clements Centre Society, plus an alternate.

- Designating one member from Clements Centre Society and an alternate to attend in their absence provides flexibility in who can attend the meetings and reduces the chance of an absence.

2. THAT Council refers the Accessibility Advisory Committee Terms of Reference to a future Committee of the Whole for further review and discussion.

- If Council wants to amend the AAC Terms of Reference further, the best practice would be to bring it to a future Committee of the Whole meeting for a more fulsome review.

IMPLICATIONS

Amending the Terms of Reference to appoint a representative from the Clements Centre Society helps ensure quorum is met.

RECOMMENDATION

THAT Council amends the Accessibility Advisory Committee Terms of Reference membership by adding the following subsection to the 'Membership':

(c) At least one member from the Clements Centre Society, plus an alternate.

Report prepared by:



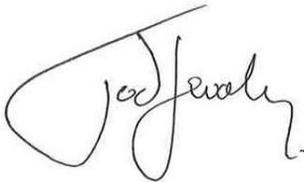
Andrea Hainrich
Deputy Corporate Officer

Report reviewed by:



Tricia Mayea
Manager, Legislative Services

Approved to be forwarded to Council:



Ted Swabey
Chief Administrative Officer

Attachment:

- (1) Accessibility Advisory Committee Terms of Reference (redlined)



TERMS OF REFERENCE

Accessibility Advisory Committee

Adopted by Council: April 5, 2023
 Amended by Council: July 17, 2024

MANDATE

The Accessibility Advisory Committee is a select committee of Council established under section 142 of the [Community Charter](#) in accordance with section 9 of the [Accessible British Columbia Act](#). The mandate of the committee is to provide advice on policies, programs, services, built environments, infrastructure and outdoor spaces in order to continue to improve the livability, inclusivity and accessibility for persons with *Disabilities*, who live, work and play in North Cowichan.

DEFINITIONS

"BARRIER" means anything that prevents a person with a *Disability* from fully participating in all aspects of society because of their *Disability*, including a physical barrier, an architectural barrier, an information or communication barrier, an attitudinal barrier, a technological barrier, a policy or a practice.

"DISABILITY" means:

- any degree of physical disability, infirmity, malformation or disfigurement that is caused by bodily injury, birth defect or illness and, without limiting the generality of the foregoing, includes diabetes mellitus, epilepsy, a brain injury, any degree of paralysis, amputation, lack of physical co-ordination, blindness or visual impediment, deafness or hearing impediment, muteness or speech impediment, or physical reliance on a guide dog or other animal or on a wheelchair or other remedial appliance or device,
- a condition of mental impairment or a developmental disability,
- a learning disability, or a dysfunction in one or more of the processes involved in understanding or using symbols or spoken language,
- a mental disorder, or
- an injury or disability for which benefits were claimed or received under the insurance plan established under the [Workers Compensation Act](#).

"EQUITY-SEEKING GROUP" means communities that face significant collective challenges in participating in society as a result of *Barriers* to equal access, opportunities and resources due to disadvantage and discrimination, marginalization that could be created by attitudinal, historic, social and environmental *Barriers* based on the intersections of age, ethnicity, *Disability*, economic status, gender, nationality, race, sexual orientation and transgender status, etc.

DUTIES

The Committee exists to provide support to Council by:

- (a) Identifying *Barriers* for persons with *Disabilities* in North Cowichan,
- (b) Raising awareness about accessibility and inclusion of people with *Disabilities*,
- (c) Identifying and liaising with local stakeholders, including other levels of government, to establish partnerships and collaboration related to improving access and inclusion for people with *Disabilities*,

- (d) Advising staff on strategies to improve the accessibility and inclusivity of municipal services, programs, facilities and other infrastructure, including the identification and removal of *Barriers* that hinder full participation in the community by some North Cowichan residents,
- (e) Responding to referrals from Council related to accessibility issues for persons with *Disabilities*,
- (f) Responding to staff requests for input on new projects to identify and address accessibility concerns,
- (g) Providing feedback to staff in the development of an accessibility plan for North Cowichan, including future updates to the plan, and,
- (h) Providing advice on public awareness campaigns to promote North Cowichan's efforts to make its services, facilities, and infrastructure accessible and *Barrier-free*.

MEMBERSHIP

The Committee shall consist of at least 5, and up to 9, voting members, including the Council member appointed as the Committee Chair. Membership is limited to people with lived experience or accessibility challenges.

Membership shall include:

- (a) At least 1 member must be an Indigenous person from a local First Nation community,
- (b) At least 2 members must be persons with *Disabilities* or individuals who support or represent an organization who supports persons with *Disabilities*, and
- (c) At least 1 member from the Clements Centre Society, plus an alternate.

APPOINTMENT AND TERM

To ensure a fair and equitable representation of the diversity of North Cowichan and British Columbia as a whole, in accordance with section 9 of the [Accessible British Columbia Act](#) and section 5.12 of the [Council Advisory Body Policy](#), Council will aspire to appoint individuals representing a broad range of under-served and *Equity-Seeking-Groups*.

Members shall be appointed by resolution of Council. The term for all members, with the exception of the Chair, shall coincide with the term of Council. The Chair shall be appointed for the term as appointed by Council.

STAFF SUPPORT

The staff liaison will serve the Committee and will notify Council in writing of any membership changes.

MEETINGS AND REPORTING TO COUNCIL

The Committee meetings to take place quarterly, or at the call of the Chair.

The procedures for meeting conduct and reporting back to Council are set out in the [Council Procedure Bylaw](#) and the [Council Advisory Body Policy](#).