CITY PLAN

NANAIMO REIMAGINED

JUNE 2026



CITY OF NANAIMO
THE HARBOUR CITY

CITY OF NANAIMO

BYLAW NO. 6600

A BYLAW TO ADOPT AN OFFICIAL COMMUNITY PLAN FOR THE CITY OF NANAIMO

WHEREAS the Council of the City of Nanaimo wishes to adopt a new official community plan, by bylaw;

AND WHEREAS Council has considered providing consultation opportunities in accordance with Section 475 of the *Local Government Act*, and has provided the opportunities it considers appropriate;

AND WHEREAS Council has, in the course of preparing the new official community plan, consulted with the boards of education for those school districts included within the area covered by the official community plan, pursuant to Section 476 of the *Local Government Act*;

AND WHEREAS after first reading of the bylaw Council considered the official community plan in conjunction with its most recent financial plan and any waste management plans, and referred the official community plan to the Provincial Agricultural Land Commission for comment;

AND WHEREAS before third reading Council held a public hearing on the proposed official community plan;

THEREFORE BE IT RESOLVED that the Council of the City of Nanaimo in open meeting assembled, hereby ENACTS AS FOLLOWS:

1. Title

   This Bylaw may be cited as the “City Plan Bylaw 2022 No. 6600” and is adopted as the official community plan of the City of Nanaimo.

2. Attachments

   That “City Plan – Nanaimo ReImagined” attached hereto as Attachment “A” and forming part of this bylaw is adopted as the official community plan of the City of Nanaimo.

3. Severability

   If any statement, section, sub-section, clause, sub-clause or phrase of this bylaw or the official community plan adopted by this bylaw is for any reason held to be invalid by a decision of a court of competent jurisdiction, the decision shall not affect the validity of the remaining portions of the bylaw and official community plan.

4. Repeal

   The City of Nanaimo “Official Community Plan Bylaw 2008 No. 6500” and all amendments thereto are hereby repealed.

Bylaw No. 6600.002

PASSED FIRST READING: 2022-MAY-30

PASSED SECOND READING: 2022-MAY-30

REFERRED TO THE PROVINCIAL AGRICULTURAL LAND COMMISSION: 2022-MAY-31

PUBLIC HEARING HELD: 2022-JUN-22

PASSED THIRD READING: 2022-JUL-04

ADOPTED: 2022-JUL-04

L. E. KROG

MAYOR

S. GURRIE

CORPORATE OFFICER

TABLE OF AMENDMENTS

THIS VERSION OF BYLAW NO. 6600 WAS CONSOLIDATED IN AUGUST 2026. THE FOLLOWING AMENDMENT BYLAWS ARE INCLUDED IN THIS CONSOLIDATION:

Bylaw No.	Amendment Summary	Date of Adoption
6500.001	Amendment to Schedule 2 (Future Land Use Designations) to redesignate from 'Park & Open Spaces' to 'Mixed-Use Corridor'.	2026-MAR-23
6500.002	General amendments to maps and text, including as required by the *Local Government Act,* to ensure *City Plan* policy accommodates 20 years of housing, and alignment with the "Transit Oriented Areas Designation Bylaw 2024 No. 7382".	2026-JUNE-01

How can our city be home to thriving people, in a thriving community, while respecting the wellbeing of all people and the health of the planet?

reimagine





INTRODUCTION

Welcome to *City Plan – Nanaimo Relmagined*.

This document reflects the ideas and opinions of thousands of people who contributed their time and energy over two years, despite the effects and restrictions of a global pandemic. Innovative, extensive, and inclusive, the community consultation – called RE**IMAGINE NANAIMO** – set a new standard for public engagement in Vancouver Island's second largest city.

Nanaimo's vision of its future is based on a sustainability model called Doughnut Economics. This model describes a "sweet spot" when planning for a community where people can meet their needs within the limits of social foundations and environmental capacity.

City Plan - Nanaimo Relmagined adopts the Doughnut Economics model as a framework for achieving its vision and articulates its focus through five goals. These Five City Goals provide the organizing structure for policies and will guide the measurement and monitoring of progress in achieving the city's vision over the coming 25 years. *City Plan - Nanaimo Relmagined* is an *Official Community Plan* (OCP), but with a layered approach that integrates multiple plans under a sustainability framework adopted for Nanaimo's unique needs.

In addition to serving as Nanaimo's OCP, *City Plan - Nanaimo Relmagined* also provides direction on Truth and Reconciliation, climate adaptation, economic prosperity, health, accessibility, diversity, and more. This approach recognizes the relationships between land use and plans for Parks, Recreation, and Culture; Active Mobility; Transportation; Climate Action and Resiliency; and Accessibility and Inclusion.

The high level and long term perspective of *City Plan - Nanaimo Relmagined* allows for adaptation along the way. How and when the actions and policies described in this plan come to fruition is the work of City Council, and will evolve as community priorities shift over time.

A separate, companion *Monitoring Strategy* will be developed that recommends metrics, targets, and reporting periods to track the city's progress annually, with a review and update of the plan every five years. Future City Councils will have the option to amend *City Plan - Nanaimo Relmagined* as circumstances change, recognizing the overarching vision, goals, and policies developed through community collaboration and Council approval.

This document is designed for a broad audience, including the many, many residents who helped to create a plan to make the most of the home they love. To everyone who helped reimagine Nanaimo, the City offers a heartfelt thank you.



Maffeo Sutton Accessible Playground with art by Noel Brown, Snuneymuxw First Nation

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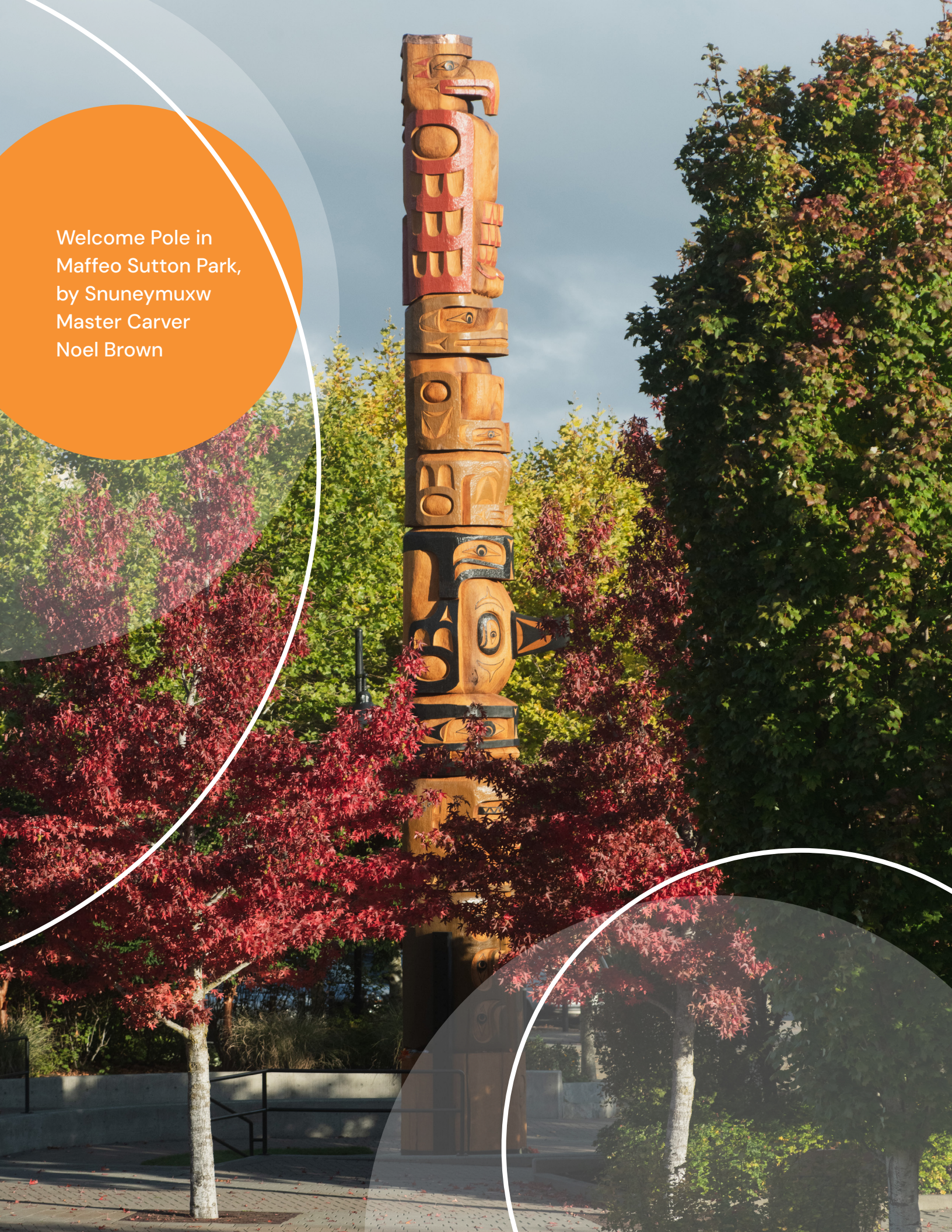


Welcome Pole in
Maffeo Sutton Park,
by Snuneymuxw
Master Carver
Noel Brown

TERRITORIAL / LAND ACKNOWLEDGMENT

We respectfully acknowledge that the city boundary lies within the Traditional Territory of Snuneymuxw First Nation who have many significant ancestral village sites throughout the city including Stlilnup (Departure Bay) and Sxwuyum (Millstone River). We recognize the Snuneymuxw Treaty of 1854, a trade and commerce treaty that forever and always preserves and protects Snuneymuxw villages, waters, enclosed fields, harvesting and gathering sites, and the right to hunt and fish as formerly.

Our river Our mountain Our ocean

As a painter I have walked this land. I have tried to capture the spirit of this land
Our river
Our mountain
Our ocean
This land does not belong to you or I. It belongs to our great great grandchildren.
We need to
Take care of our rivers
Take care of our mountains
Take care of our ocean
We need to work collectively,
One body
One mind
One spirit
The legacy of our decisions today, our children will write tomorrow.

– Poem by Connie Paul,
Snuneymuxw Health Centre Nurse



> Celebrate what you've accomplished, but raise the bar a little higher each time you succeed.
>
> *– Mia Hamm, professional soccer player, Olympic gold medalist, FIFA Women's World Player of the Year 2001–2002*

part A welcome



A1 OUR CITY, OUR FUTURE

Great cities aren't created by accident. They are created through thoughtful plans and a desire by the many who live there to make great choices.

A1.1 PURPOSE OF CITY PLAN

Nanaimo can be described in many ways: a stunning waterfront city on the Salish Sea; a city of hard working, resourceful, and distinctive people; a city of historic sprawl and outward growth; a city that's finding its place on the world stage; a city that is the hub and heart of Vancouver Island; a city with potential for greatness; a city with opportunities to grow in harmony with Snuneymuxw First Nation on whose Traditional Territories the city is located.

Nanaimo is a city in transition as it continues to evolve from a small, suburban city to a thriving, mid-sized urban community. A beautiful waterfront, nature at our fingertips, and access to urban jobs and living have made Nanaimo a place that existing residents cherish and one that attracts new people seeking a place to call home. Nanaimo is also a city learning the truth about Canada's past relations with Indigenous peoples and navigating a journey of reconciliation with First Nations whose Traditional Territories the city is in.

These changes come with both opportunity and responsibility. Embracing our role as the major city within our region means planning to accommodate new residents in a way that maintains what makes Nanaimo special while leveraging growth and change to increase the livability of our city. Growing our city responsibly, by focusing rather than sprawling, means we help to protect our larger region's valued forests, watersheds, and agricultural lands, while building our resiliency to prepare for a changing climate.

The Nanaimo we know today has been shaped by generations of people before us, starting with the ancestors of First Nations. Guided by the notion of working together, it is now our responsibility to plan our future and envision a community that is as unique as these lands and waters that fall within the Traditional Territory of Snuneymuxw First Nation.

This plan supports taking collaborative actions to implement the Truth and Reconciliation Commission's *Calls to Action* where local government can impact and influence healing by acknowledging the past, while also supporting a more equitable future for Snuneymuxw First Nation Mustimuxw (peoples) and other Indigenous peoples.

We are starting from a solid foundation. Our 2008 *Official Community Plan,* and all our supporting plans, set important groundwork for a resilient, beautiful, and equitable Nanaimo. By using these past efforts and harnessing the knowledge of today, we can accelerate progress towards our desired future.

City Plan - Nanaimo Relmagined ("*City Plan*") is our guide for how we will get to our future city – a city that has the benefits we enjoy today combined with new opportunities. *City Plan* is about our spaces and places and how we move around the city. It is about our people, our community, and what we need to do together to grow, adapt, and succeed.

As our city continues to move beyond the 100,000 population mark, we need to look forward; we need to be ambitious and clearly articulate our vision for what Nanaimo will be at 140,000 people strong. *City Plan* maps out strategic directions to help us reach our fullest potential and allow everyone in our city to thrive.

A1.2 USING CITY PLAN

City Plan is an invitation for everyone to join in creating Nanaimo's future. Follow this guide to find the information you need to navigate the plan.

Figure 1: City Plan Guide

The **Nanaimo Doughnut** is our framework. It articulates the interconnectivity between all aspects of our city and defines the space in which Nanaimo will thrive.

Go to Section B1.1

The **Five City Goals** represent the five areas of focus for our city's future and how we will organize our policies.

Go to Section B2.1

Our **Policies** translate Nanaimo's goals into strategic directions that communicate our intentions and commitments for guiding future choices.

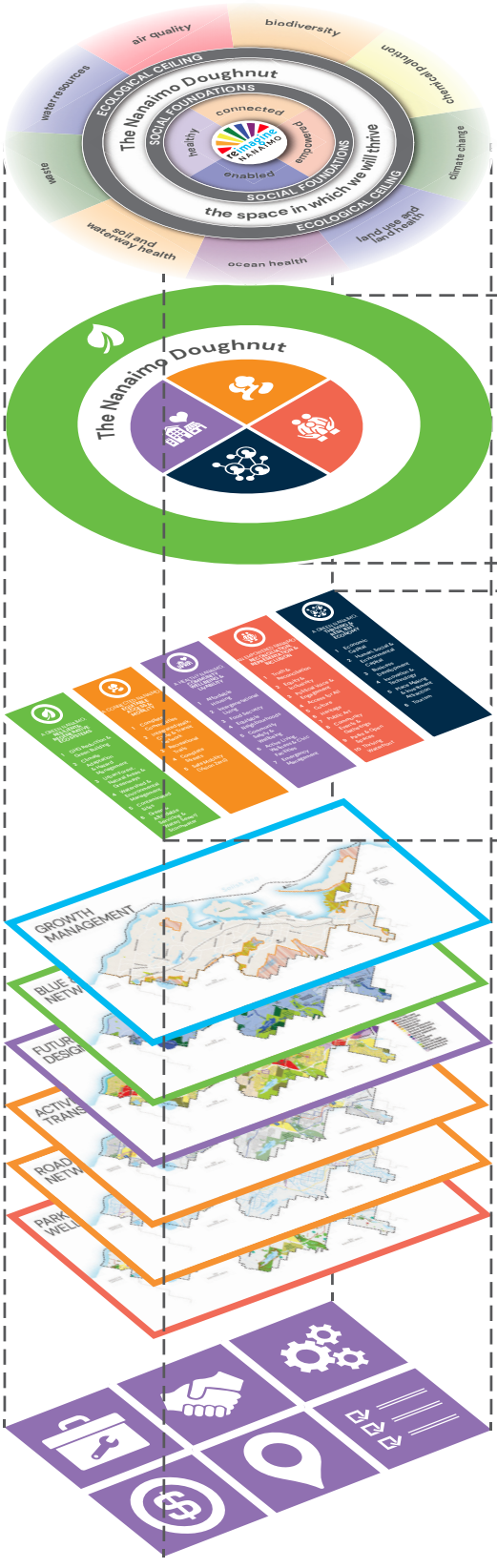
Go to Part C

Our **City Structure** is our physical growth plan that puts our framework and goals into action. It outlines how and where things will change and where they will stay the same in the future.

Go to Part D

Taking Action outlines details on development permit areas, building relationships, financial considerations, and what comes next.

Go to Part E



Monitoring, located in a separate *Monitoring Strategy* document, will identify indicators that will be tracked to see progress towards the goals of *City Plan*.

Monitoring Strategy

Our **Actions,** located in a separate *Integrated Action Plan* document, will provide specific projects, programs, and policies to implement *City Plan*.

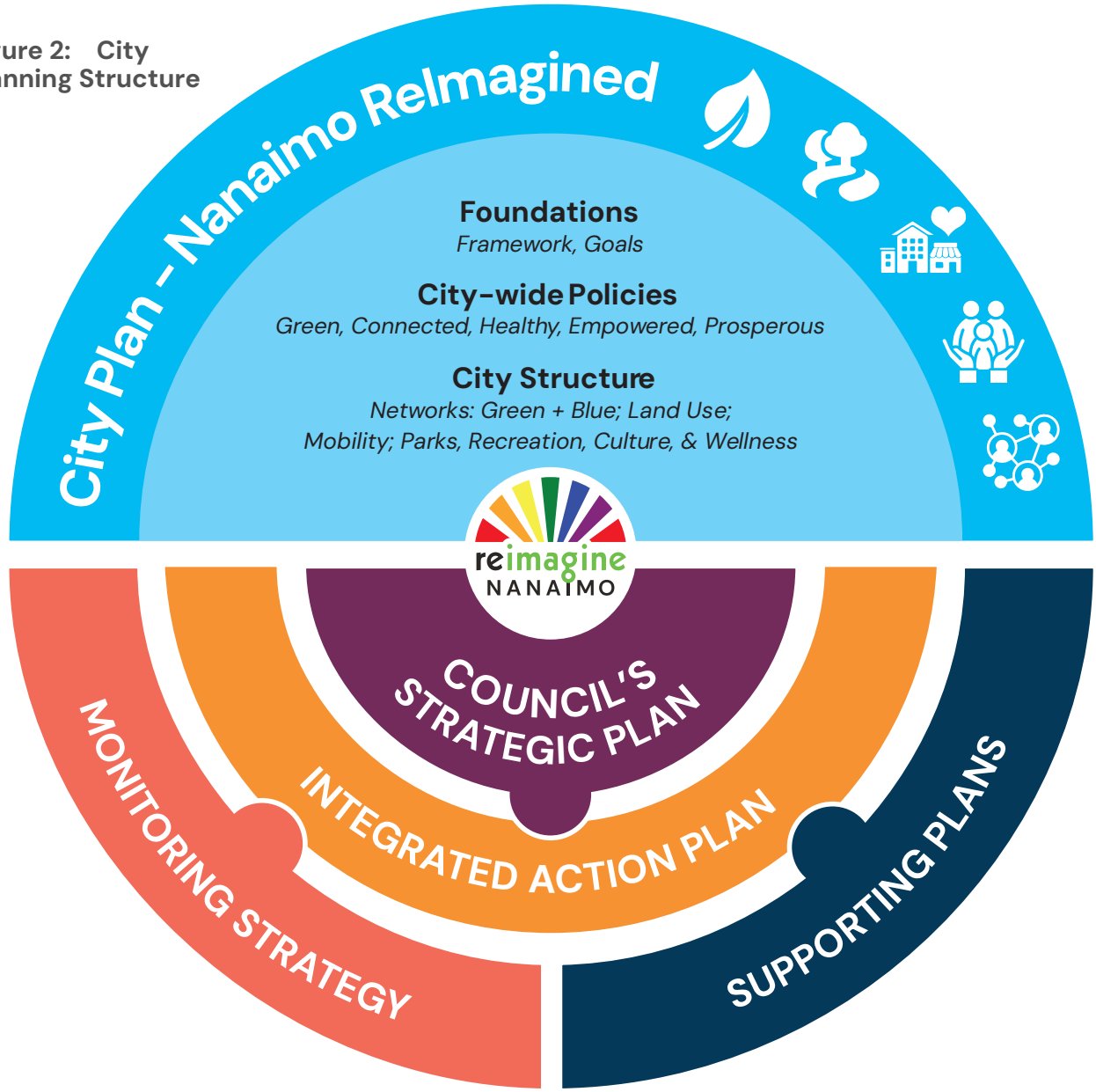
Integrated Action Plan

A1.3 FITTING OUR PLANS TOGETHER

Integration is at the heart of *City Plan - Nanaimo Relmagined*. Nanaimo's existing plans already provide guidance created through previous processes, but there is overlapping, and at times diverging, information that needs to be brought together. *City Plan - Nanaimo Relmagined* combines existing policies and directions, incorporates new information, and lays a groundwork for a future of ongoing integration.

Our planning structure is a circle, recognizing that each component forms a necessary part of the integrated whole. Review descriptions of each component on the following page.

Figure 2: City Planning Structure



Great cities are guided by thoughtful plans that articulate **WHAT** they wish to achieve – their goals and policies – and **HOW** they will get there – their actions.

City Plan – Nanaimo ReImagined

City Plan defines what it is we wish to achieve and the choices we can make to get us there. It touches on all aspects of our community, setting strategic directions for how our social networks, green and blue networks, land uses, mobility systems, and more are intended to evolve.

How it fits:

Adopted as a bylaw, *City Plan - Nanaimo ReImagined* will be the overarching guide for our decisions, including our future city structure and form, and how we address social and environmental issues.

Integrated Action Plan

The *Integrated Action Plan* will become our library of actions. It is intended to bring together actions we have created through previous processes, emerging actions from the *City Plan - Nanaimo ReImagined* process, and future actions that are revealed as we continue to plan for Nanaimo in the coming years.

How it fits:

The *Integrated Action Plan* is a comprehensive database where all the projects and programs we aspire to complete over time are compiled in one place so they can be collectively reviewed and prioritized. As a flexible, working database, it will not contain all the details and rationale supporting each action (these will remain in *Supporting Plans*). During future planning processes, actions will be reviewed to avoid duplication, and updated as needed to reflect process outcomes.

Council's Strategic Plans

At the beginning of each term in office, Mayor and Council creates a *Strategic Plan*, identifying priorities for their term.

How they fit:

As *Strategic Plans* are created, Council may wish to consider using the directions outlined in *City Plan* to prioritize actions they wish to take to achieve the plan's goals. These actions may be within the *Integrated Action Plan* and Council could also identify new emerging priorities to be added into the *Integrated Action Plan*.

Monitoring Strategy

As we move forward, we will want to keep tabs on how we are doing. Monitoring allows us to take stock and shift directions so our efforts keep us on the right path.

How it fits:

Based on the goals of *City Plan*, the *Monitoring Strategy* will identify key indicators and targets used to track progress and report back to the community.

Supporting Plans

Supporting Plans will continue to provide background, research, analysis, context, and rationale behind the actions our city will take.

How they fit:

Connected to the *Integrated Action Plan*, *Supporting Plans* will provide the detail. When new plans are created, the *Integrated Action Plan* may be updated to integrate or change actions based on new findings and outcomes.

our future is...

Integrated

Cities are interconnected and complex. They work best when interdependent systems are considered together. *City Plan's* integrated approach prepares us to tackle complexity and evaluate choices through the framework of the Nanaimo Doughnut (see Section B1.1).

City Plan will guide how we support thoughtful growth, while protecting natural and physical assets and supporting fluid and efficient mobility. It provides strategic directions on land use, Truth and Reconciliation, climate adaptation, health and wellness, diversity, accessibility and inclusion, economic prosperity, sustainable living, and much more. By providing integrated direction, *City Plan* serves to unify traditionally separate policy documents and serves as our:

- Official Community Plan (OCP)
- Parks, Recreation, Culture, & Wellness Plan
- Active Mobility Plan
- Transportation Plan
- Climate Action & Resiliency Plan
- Accessibility & Inclusion Plan

Adaptable

City Plan sets 2046 as our target planning year, providing a long term perspective for our community. But we know that things will change. While change can sometimes make us uncomfortable, it can also signal that we are creating something exciting. Our future depends on us embracing and directing change in a way that realizes our collective vision for the future.

City Plan envisions a future for Nanaimo based on what we know now, but also makes space for new people, ideas, knowledge, and technology that could take us in directions we have yet to imagine.

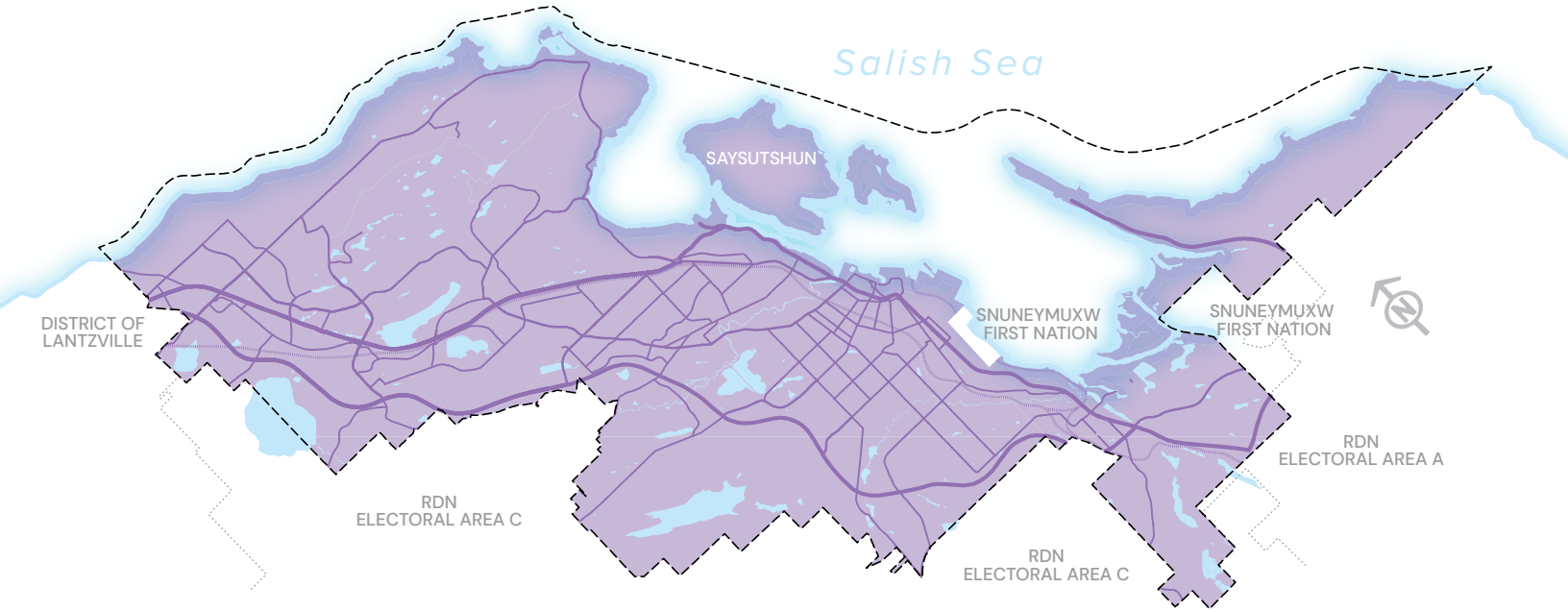
Although we have created a bold *City Plan* that will steer us toward our targets and move us away from ideas that do not fit our vision, we must also meet challenges and take advantage of emerging opportunities by being open and responsive to change, when that change aligns with our goals. An adaptable city is a resilient city.

A1.4 LEGISLATION

In British Columbia, the legal authority for local governments to adopt an Official Community Plan (OCP) is derived from the *Local Government Act* (LGA). The LGA outlines required content for community plans, primarily focused on the location, type, and form of land uses. The Act further specifies that an OCP must include policies respecting affordable, rental, and special needs housing and targets, policies, and actions to reduce GHG emissions. It also allows for the inclusion of policies relating to social needs and community wellbeing, as well as the preservation, restoration, and enhancement of the natural environment. *City Plan - Nanaimo Relmagined* applies to all lands within the boundaries and jurisdiction of the City of Nanaimo.

Provincial legislation establishes adoption procedures. *City Plan* has been prepared in compliance with relevant provincial legislation. To become an "official" community plan, *City Plan* must be adopted by City Council as a bylaw. While a Council is not obligated to undertake specific actions or projects in *City Plan*, all bylaws enacted or works undertaken by Council must be consistent with the plan.

Figure 3: City of Nanaimo Boundaries
Source: City of Nanaimo. Map is for illustrative purposes only.



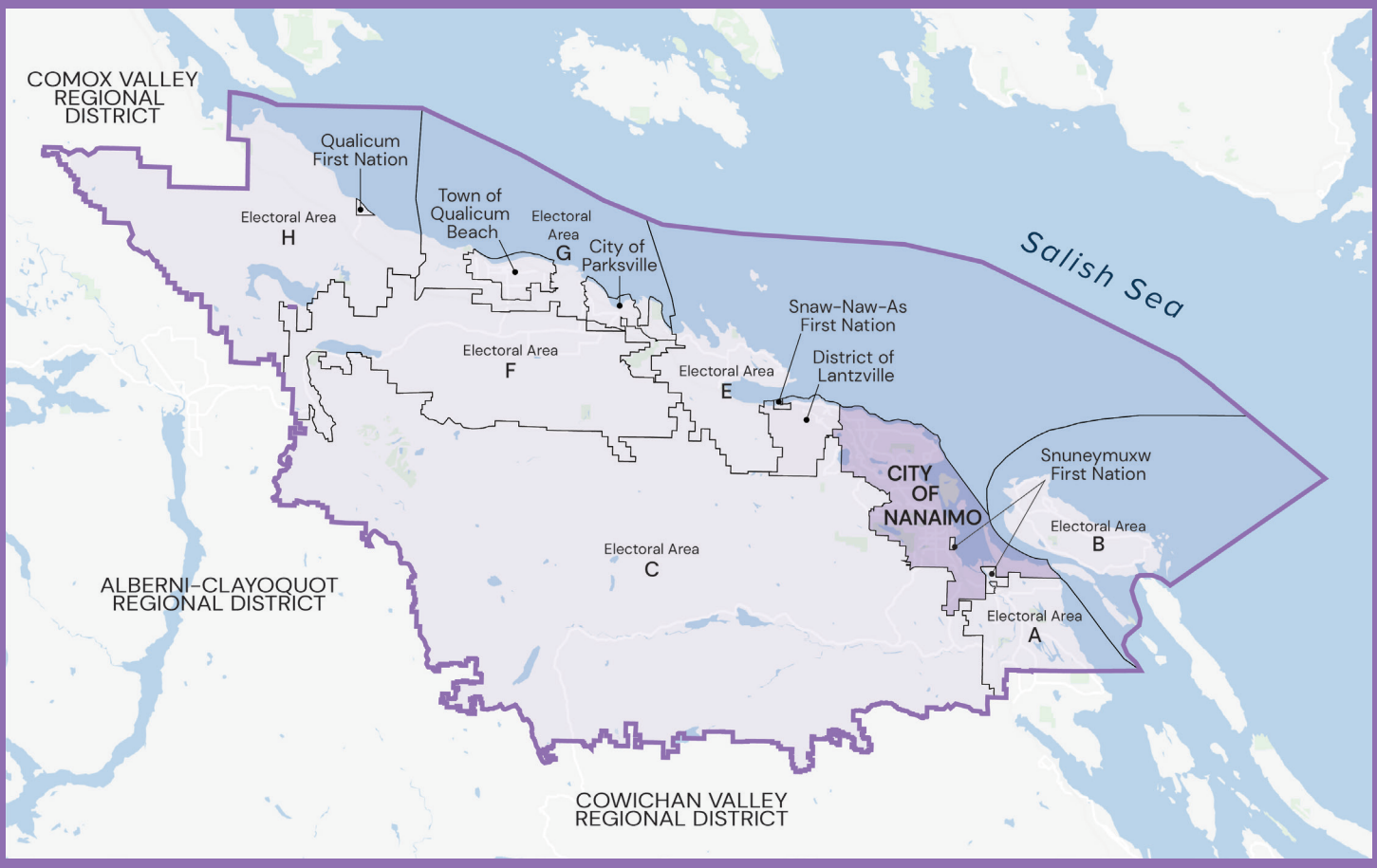
OUR GEOGRAPHY

The City of Nanaimo occupies a land mass of just under 91 km^2 on the east coast of Central Vancouver Island on the Traditional Territory of Snuneymuxw First Nation. The Salish Sea to the east, and mountains and forests to the west, form Nanaimo's natural boundaries and define the long linear shape of our city. Nanaimo is only 5 km wide but stretches over 20 km from the Nanaimo River estuary in the south to the District of Lantzville border in the north.

A1.5 REGIONAL CONTEXT STATEMENT

In accordance with Section 446 of the *Local Government Act*, an *Official Community Plan* must include a Regional Context Statement (RCS) where a *Regional Growth Strategy* (RGS) applies to the same area as the OCP. The City of Nanaimo is within the jurisdictional boundary of the Regional District of Nanaimo (RDN) and its *Regional Growth Strategy Bylaw No. 1615* as adopted on 2011-NOV-22.

Figure 4: City of Nanaimo within the Regional District of Nanaimo
Source: Regional District of Nanaimo
Map is for illustrative purposes only.



Regional Context Statement Overview

The *Regional Growth Strategy* (RGS) is a strategic plan that provides a regional vision for sustainable growth and involves shared social, economic, and environmental goals between the region and the local governments within it.

The RGS aims to establish a sustainable pattern of population growth and development in the region by encouraging and directing most new development in the region within designated Growth Containment Boundaries (GCB). This pattern of development aims to keep urban settlement compact, protect rural and resource areas, protect the environment, increase servicing efficiency, and support mobility within the region.

The GCB includes areas designated as "Urban Centres" within local government boundaries and "Village Centres" in rural electoral areas. The City of Nanaimo is designated as the "Regional Urban Centre," recognizing its role as the primary urban centre in the region, intended to absorb the largest portion of the region's population, development, and future growth.

The City of Nanaimo's boundary aligns directly with the GCB. In *City Plan*, Nanaimo maintains an Urban Containment Boundary (UCB) within the City boundary that serves to direct future urban growth and servicing of lands within the UCB, while limiting it outside. Lands outside the UCB are intended to be reserved for resource lands including Agricultural Land Reserve (ALR), parks and open space, and limited low density rural residential uses. Water and sewer services are not supported in these areas.

The City recognizes the importance of a collaborative approach to growth management with the Regional District of Nanaimo and First Nations, including Snuneymuxw First Nation. This plan supports stronger collaboration between all parties and promotes recognition, reconciliation, respect, and cooperation.

The table in **Appendix A** shows how *City Plan - Nanaimo Relmagined* is consistent with the intent of the RGS by highlighting which policies of *City Plan* align with specific goals of the RGS.

part B foundations



> Destiny is not a matter of chance, but of choice. Not something to wish for, but to attain.
>
> *- William Jennings Bryan*

B1 FRAMEWORK



> The aim is to meet the needs of all people within the means of the living planet.
> *- Kate Raworth*

B1.1 THE NANAIMO DOUGHNUT

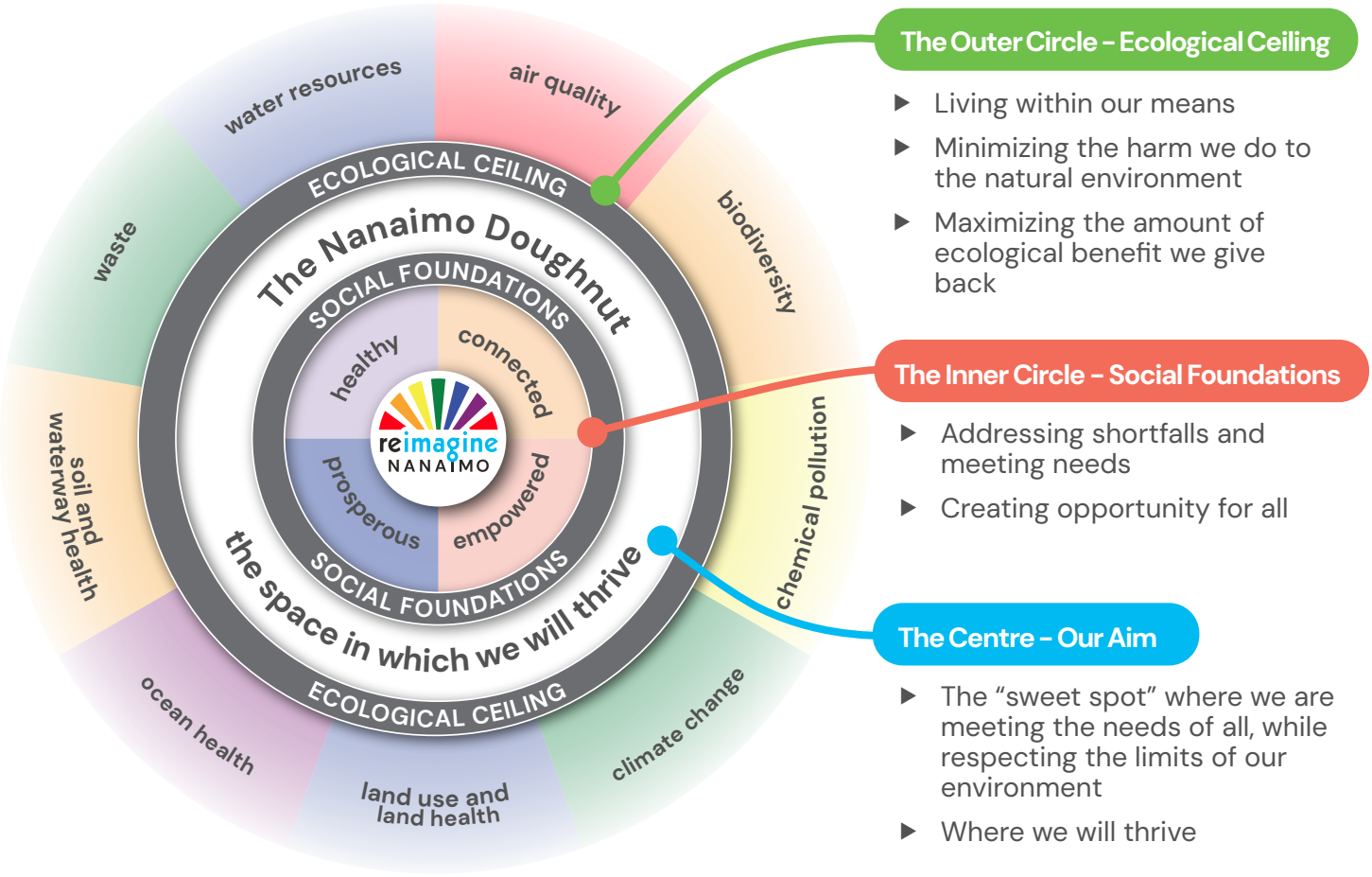
The **Nanaimo Doughnut** is our framework – a way of organizing how we plan for Nanaimo's future in a balanced and integrated way.

At the city level, this means strengthening our social foundations so that all community members can live well without falling short on life's essentials, while at the same time staying within our ecological ceiling by making choices that protect and enhance our environment, and ensuring we use resources without threatening our future security and prosperity.

WHAT IS THE NANAIMO DOUGHNUT?

The Nanaimo Doughnut is based on a theory created by Kate Raworth called Doughnut Economics which is a way of thinking for the 21st century – striving towards a "sweet spot" (the doughnut) of meeting our needs within the limits of our social foundations and environment.

Figure 5: The Nanaimo Doughnut
Based on the Doughnut Economics theory created by Kate Raworth



B1.2 GLOBAL CONTEXT

The City of Nanaimo is part of a series of larger contexts: the Traditional Territories of First Nations, Greater Nanaimo Region, Vancouver Island, the Province of British Columbia, the country of Canada, and the world. We are intertwined in global environmental, economic, and social forces that do not abide by political boundaries. We are global citizens, and we live on a shared planet, so how do we plan to support our world?

Doughnut Economics begins at the global scale, seeking to consider the minimum standard of living to which every human being has a claim, alongside our planetary boundaries for respecting Earth's critical life supporting systems.

While addressing global issues is beyond the scope of *City Plan*, we recognize the importance of doing our part and making choices that support not only the wellbeing of our city, but of our region, nation, and world.

City Plan focuses primarily on transformative social and ecological change at the local scale. Our community's success in areas like GHG emissions reduction, urban containment, protection and enhancement of natural areas, and many more areas, will also support global efforts to respect our planet. Opportunities to consider decisions around procurement practices, enabling local businesses, empowering local citizens, and more will help support global social wellbeing.

The City will continue to learn and collaborate with others to be a place that thrives, while respecting the future needs of our planet.



B2 GOALS

If you don't know where you are going,
you'll end up someplace else.
- Yogi Berra

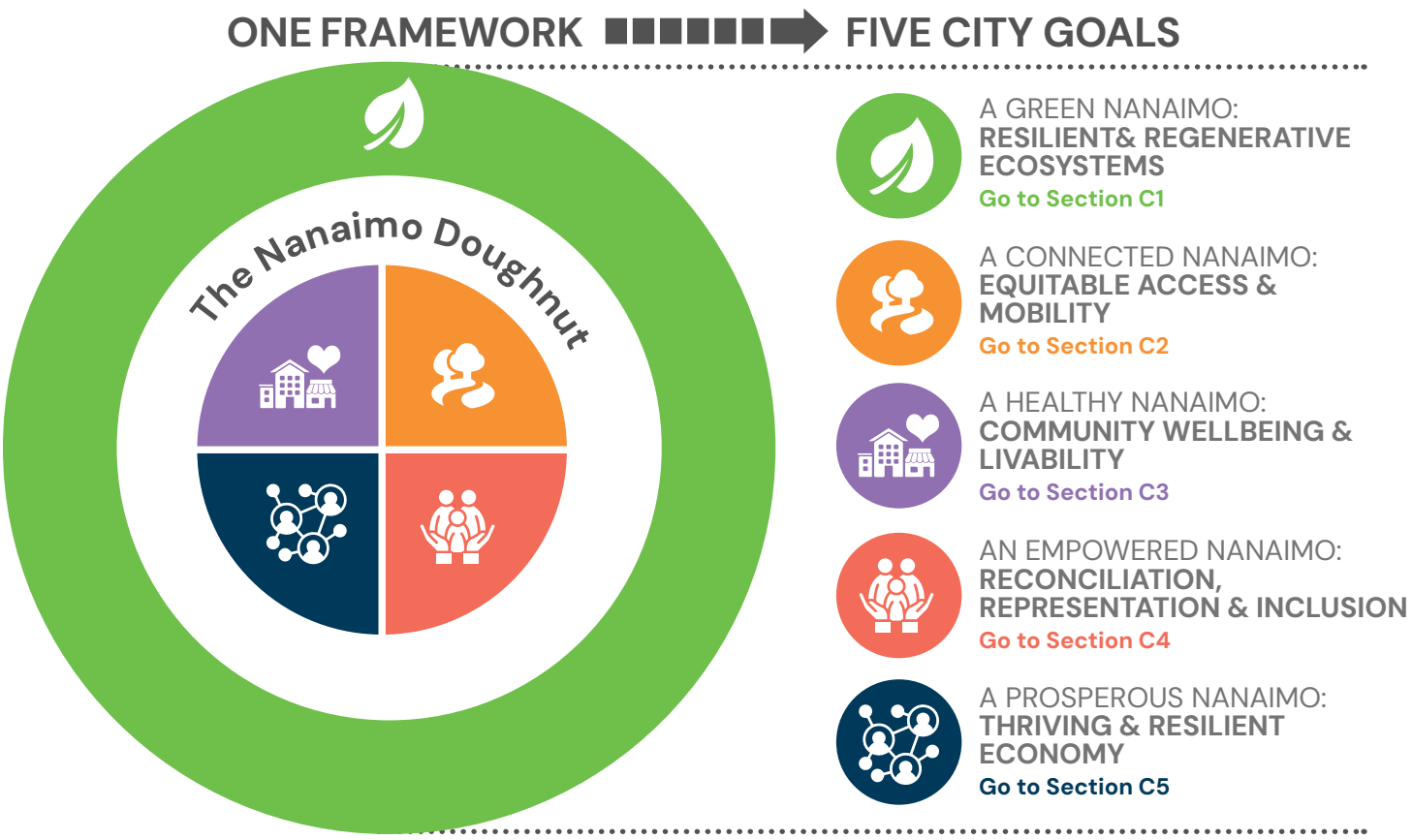
B2.1 FIVE CITY GOALS

Five City Goals, organized around the framework of the Nanaimo Doughnut, represent the five areas of focus for our city's future. Together, they are meant to guide a balanced approach to achieving our goals.

While each of the Five City Goals represents an area of focus, a city is a complex organism where each goal cannot be considered in isolation. The goals we have and the choices we make invariably intersect and overlap. It is these intersections that make a community truly whole.

These goals provide the organizing structure for policies in *City Plan*. Achieving our goals will happen through a collective commitment to select and implement directions that consistently move the needle closer to where we desire to be.

Figure 6: Relationship between the Nanaimo Doughnut and the Five City Goals





> Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.
>
> *- Jane Jacobs*

part C policies

HOW POLICY AREAS WERE IDENTIFIED

Through *City Plan – Nanaimo Relmagined*, the community identified values of importance to residents, both for today and as we move into the next phase of our evolution as a city. These values have informed the Five City Goals, along with policies that will guide how we make progress and assess choices.

Refer to the *REIMAGINE NANAIMO Phase 1, Phase 2, and Phase 3 Public Engagement Summaries* for more details on community input

12 COMMUNITY INPUT THEMES

Access to Nature & Outdoor Recreation

We value our green spaces and love being minutes away from nature and places to play outdoors. Preserving this access for the future is essential.

Central Hub Identity

We are excited about our role as the Central Hub of Vancouver Island and wish to build on this identity.

Livable Neighbourhoods

We value our existing neighbourhoods and the balance of urban and residential areas. We wish to maintain the character of neighbourhoods, while accommodating a diverse range of residents.

A Waterfront Identity

Waterfronts are part of who we are, and we want more opportunities to connect with and celebrate these special areas.

City Living

We are embracing a shift from more suburban to urban living, and are excited about the culture, entertainment, and services this is bringing. We want to ensure this transition is thoughtful, with attention to place making and character.

A Thriving & Creative Downtown

We want to see Downtown continue to evolve into the vibrant, engaging centre for arts, culture, entertainment, tourism, business, and jobs that has been envisioned over the years.

A Green Approach

We want Nanaimo to be a climate leader, making choices that will reduce our impacts, protect our natural assets, and position us for a greener future. However, we recognize that changing our behaviours will take effort from everyone.

Mobility Choice

We would like more options for getting around the city more easily by walking, rolling, cycling, or taking transit, but we also are coming to terms with reducing our reliance on automobiles.

Supportive City

We are worried about the social challenges our community is facing and wish to help all people live healthier, happier lives, while keeping our city feeling safe and welcoming.

Inclusive & Equitable

We want to respect and respond to the perspectives, values, and needs of all individuals and groups in Nanaimo and create spaces and programs for everyone.

Affordable City

We are concerned about the rising costs of living and are seeking ways to make it possible for people of all socio-economic backgrounds to thrive here.

Great Jobs & Businesses

We want to attract and maintain great businesses and institutions that provide quality jobs so we can have fulfilling employment close to home.

This part of *City Plan* organizes and communicates broad, city scale policies to guide decision making to reach our goals. An *Integrated Action Plan* (separate document) will provide specific actions to put change into motion.

5 CITY GOALS

A GREEN NANAIMO: **RESILIENT& REGENERATIVE ECOSYSTEMS**

A CONNECTED NANAIMO: **EQUITABLE ACCESS & MOBILITY**

A HEALTHY NANAIMO: **COMMUNITY WELLBEING & LIVABILITY**

AN EMPOWERED NANAIMO: **RECONCILIATION, REPRESENTATION & INCLUSION**

A PROSPEROUS NANAIMO: **THRIVING & RESILIENT ECONOMY**

35 CITY PLAN POLICY TOPIC AREAS

- **C1.1** Greenhouse Gas Emissions Reduction
- **C1.2** Climate Adaptation & Hazard Mitigation
- **C1.3** Urban Tree Canopy, Natural Areas, & Greenways
- **C1.4** Healthy Watersheds
- **C1.5** Water, Sewer, & Stormwater Services
- **C1.6** Solid Waste Management
- **C1.7** Brownfield Sites
- **C1.8** Artificial Lighting & Dark Skies

- **C2.1** Connected Communities
- **C2.2** Integrated Walk, Roll, Cycle, & Transit Network
- **C2.3** Recreational Trails
- **C2.4** Safe Mobility (Vision Zero)
- **C2.5** Complete Streets

- **C3.1** Community Safety & Security
- **C3.2** Affordable Housing
- **C3.3** Intergenerational Living
- **C3.4** Food Security
- **C3.5** Emergency Management
- **C3.6** Recreation, Culture, & Wellness

- **C4.1** Truth & Reconciliation
- **C4.2** Equity & Inclusivity
- **C4.3** Access for All
- **C4.4** Political Voice & Engagement
- **C4.5** Culture
- **C4.6** Archaeology & Heritage
- **C4.7** Public Art Projects & Programs
- **C4.8** Community Events, Festivals, Tournaments, & Gatherings
- **C4.9** Parkland & Park Amenity Management
- **C4.10** Waterfront Use & Protection

- **C5.1** Economic Capital
- **C5.2** Human, Social, & Environmental Capital
- **C5.3** Business Development
- **C5.4** Innovation & Technology
- **C5.5** Place Making & Investment Attraction
- **C5.6** Tourism



C1

A GREEN NANAIMO: RESILIENT & REGENERATIVE ECOSYSTEMS

The climate we experience in the future depends on our decisions now.
- IPCC presentation on the Sixth Assessment Report

A Green Nanaimo is about how we can stay within our ecological limits while meeting the needs of all, as outlined in the Nanaimo Doughnut framework (Section B1.1). It is about advancing collective knowledge, living in harmony with our environment, and responding to and reducing the impacts of climate change, while protecting natural systems, people, businesses, and infrastructure. It means making decisions that prioritize a resilient and regenerative environment, moving us towards a city that gives back to our natural world rather than taking from it. A Green Nanaimo recognizes and embraces its role as a sustainable city that helps maintain what we value in our larger region and beyond.

WHY IS A GREEN NANAIMO IMPORTANT FOR OUR FUTURE?

We know that action is required by all to reduce greenhouse gas emissions and preserve the lands and waters on which we rely. We also know that our world is growing, and we will be asked to support more people in our community, while at the same time facing significant uncertainties and potential disruptions due to climate change. Reducing our emissions, adopting clean alternatives, building green infrastructure, and planning to protect our region's valued assets, mitigates climate change impacts and builds community resilience.

A Green Nanaimo also encourages community members to adopt environmentally friendly attitudes and behaviours. Engagement and education that aims to help our community members feel a sense of place in our city is a key component of a Green Nanaimo because when we feel attached to a place, we are better prepared to protect it, steward it, and help it thrive for years to come.



C1.1 Greenhouse Gas Emissions Reduction

C1.2 Climate Adaptation & Hazard Mitigation

C1.3 Urban Tree Canopy, Natural Areas, & Greenways

C1.4 Healthy Watersheds

C1.5 Water, Sewer, & Stormwater Services

C1.6 Solid Waste Management

C1.7 Brownfield Sites

C1.8 Artificial Lighting & Dark Skies

View related background and maps on the environmental network in **Section D3 Blue & Green Network** and on parks and trails in **Section D6 Parks, Recreation, Culture, & Wellness**.

INTEGRATION

What does **A GREEN NANAIMO** look like in an **URBAN CENTRE**?

SUSTAINABLE BUILDINGS

Increased energy efficiency and sustainability in all new and retrofitted buildings, along with prioritization of sustainable materials and construction practices

A ROBUST TREE CANOPY

Consistent integration of protected and planted native and drought tolerant trees for habitat, shade, beauty, improved air quality, and reduced urban heat island effects



EFFICIENT SERVICING

Phased upgrades to water, sewer, and stormwater services in Urban Centres to encourage growth where it will contribute to the creation of vibrant, complete, and sustainable communities

GREEN INFRASTRUCTURE

Maximized opportunities to sustain watershed and ecosystem health through integrated networks that include protected natural greenways, stormwater retention and infiltration, absorbent landscapes, and smart water use



Stormwater swale



Green roof

Image: pnwra



Urban tree canopy



Green retrofits

Image: Calderoliver



Green standards for new construction



Integrated wetland

INTEGRATION

What does **A GREEN NANAIMO** look like in a **NEIGHBOURHOOD**?

WATERSHED SMART

Landscapes that absorb and mimic natural water systems, including stormwater detention, absorbent landscapes, and low water use standards to support watershed health

HEALTHY URBAN TREES

A thriving urban tree canopy by retaining existing and planting new trees on both public and private property and enhancing understanding of the value of urban trees – environmental, social, and economic



ENVIRONMENTAL PROTECTION

Continued protection of sensitive areas, watercourses, riparian areas, steep slopes, and forest stands

CLIMATE MITIGATION & ADAPTATION AT THE LOCAL & INDIVIDUAL SCALE

Efforts to shift individual behaviours to reduce reliance on personal vehicles, limit GHG emissions in homes through retrofits like heat pumps, protect homes and individuals from climate change impacts, and support one another during emergencies

DARK SKIES

Thoughtful public and private lighting to limit light pollution and preserve dark skies, especially in natural areas, so wildlife can thrive and residents can enjoy views of the night sky



Absorbent landscapes



EV charging in homes



Tree planting on private properties



Existing urban tree canopy



Efficient home heating upgrades



Protected sensitive areas

C1.1 GREENHOUSE GAS EMISSIONS REDUCTION

Climate change is happening and affecting the world we live in. While some climate change impact is inevitable due to historical greenhouse gas (GHG) emissions, we have an opportunity to avoid greater changes by reducing emissions. In 2018 the Intergovernmental Panel on Climate Change (IPCC) warned of significant global impacts associated with a 2° Celsius increase in global temperatures.

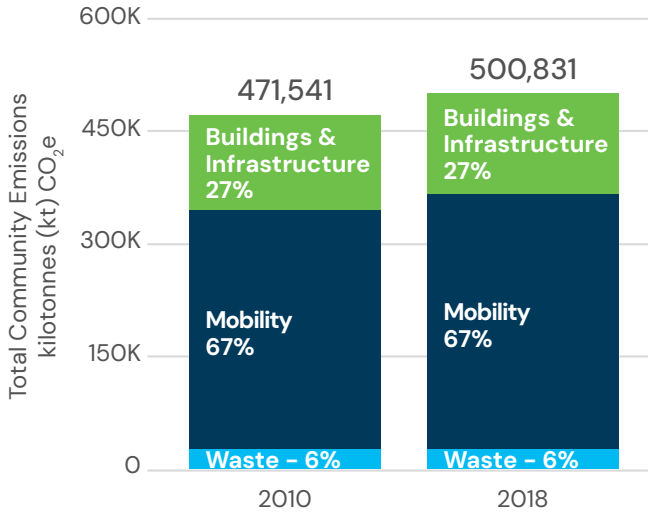
City of Nanaimo Council declared a Climate Emergency in 2019. To mitigate climate impacts, Nanaimo is taking a leadership role to significantly reduce our GHG emissions through changes to our buildings, mobility (transportation) system, solid waste management, and in our decision making.

TERRITORIAL GHG EMISSIONS

Territorial GHG emissions refer to greenhouse gases produced within our municipality and follow the *Global Protocol for Community-Scale Greenhouse Gas Emissions Inventory* accounting and reporting standard for cities. For Nanaimo, territorial GHG emissions include emissions from energy used to power buildings in Nanaimo, transportation (based on Nanaimo's registered vehicles), waste, industrial processes and product use, as well as agriculture, forestry, and other land use within our city's borders. Our city's GHG reduction targets are based on the territorial GHG emissions inventory.

Figure 7: Sources of Emissions in Nanaimo

B6600.002



OUR GHG EMISSION SOURCES

- The city's emissions are primarily from transportation
- Our emissions have gone up since 2010 (an increase of ~84,000 tons of CO_2e)
- Key emission sources are: gasoline and diesel for vehicles, and natural gas and oil for heating and hot water
- Burning of fossil fuels by residents is a primary driver of our community emissions

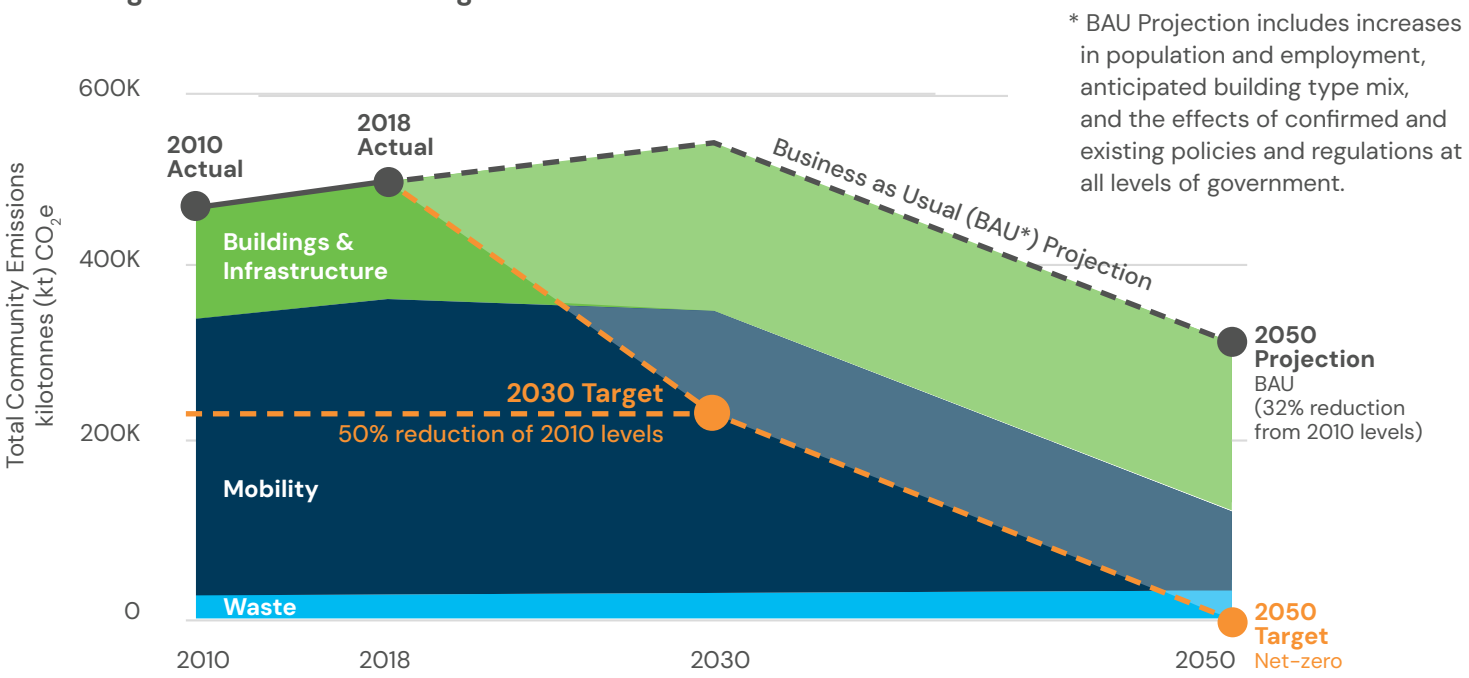
REDUCING OUR EMISSIONS

In April 2019, Nanaimo City Council declared a Climate Emergency and set new community-wide emissions reduction targets:

2030 Target
↓50%
(50–58% below 2010 levels)

2050 Target
↓100%
(94–107% below 2010 levels)

Figure 8: 2020 Modelling of Nanaimo GHG Emissions Reduction



The policies currently in place at municipal, provincial, and federal levels will help reduce Nanaimo's GHG emissions. However, current government policies (illustrated as the Business as Usual Projection in Figure 8) are not enough to reach the reduction targets necessary to avoid climate impacts that would impose serious hardship on residents and exceed the capacity of our ecological systems and infrastructure. Additional strategies are needed to reach the city's GHG emissions reduction targets.

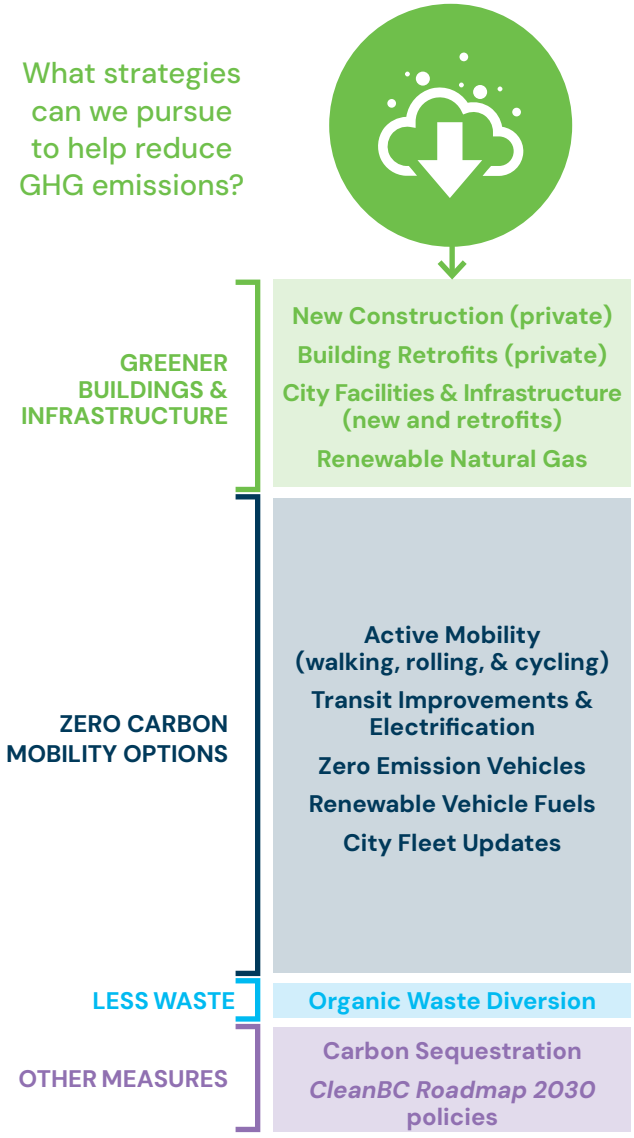
As illustrated in Figure 8 above, energy and emissions modelling indicates that we are not on track to achieve our ambitious targets. Under Business as Usual, only a 32% GHG reduction from 2010 levels is projected by 2050. The *CleanBC Roadmap to 2030,* released in November 2021 by the Province, identifies policies that will help local governments meet their reduction targets, but every resident will also have to take action.

SUMMARY OF STRATEGIES TO GHG EMISSIONS REDUCTION TARGETS

Our climate impacts have reached a state where the question is no longer which actions to take, but how quickly we can implement them and which to do first. There are many strategies for reducing territorial-based GHG emissions in Nanaimo. To reach our targets we need to make substantial progress in all strategies and leverage and capitalize on new technology, senior government programs, and other opportunities that come our way.

Figure 9 outlines key strategies for reducing GHG emissions in Nanaimo and Figure 10 provides a visual summary of the relative level of municipal influence on each of these identified strategies as well as each strategy's relative impact on emissions reduction. Through the *Integrated Action Plan*, the City will identify and implement GHG emissions reduction actions.

Figure 9: Emissions Reductions Strategies

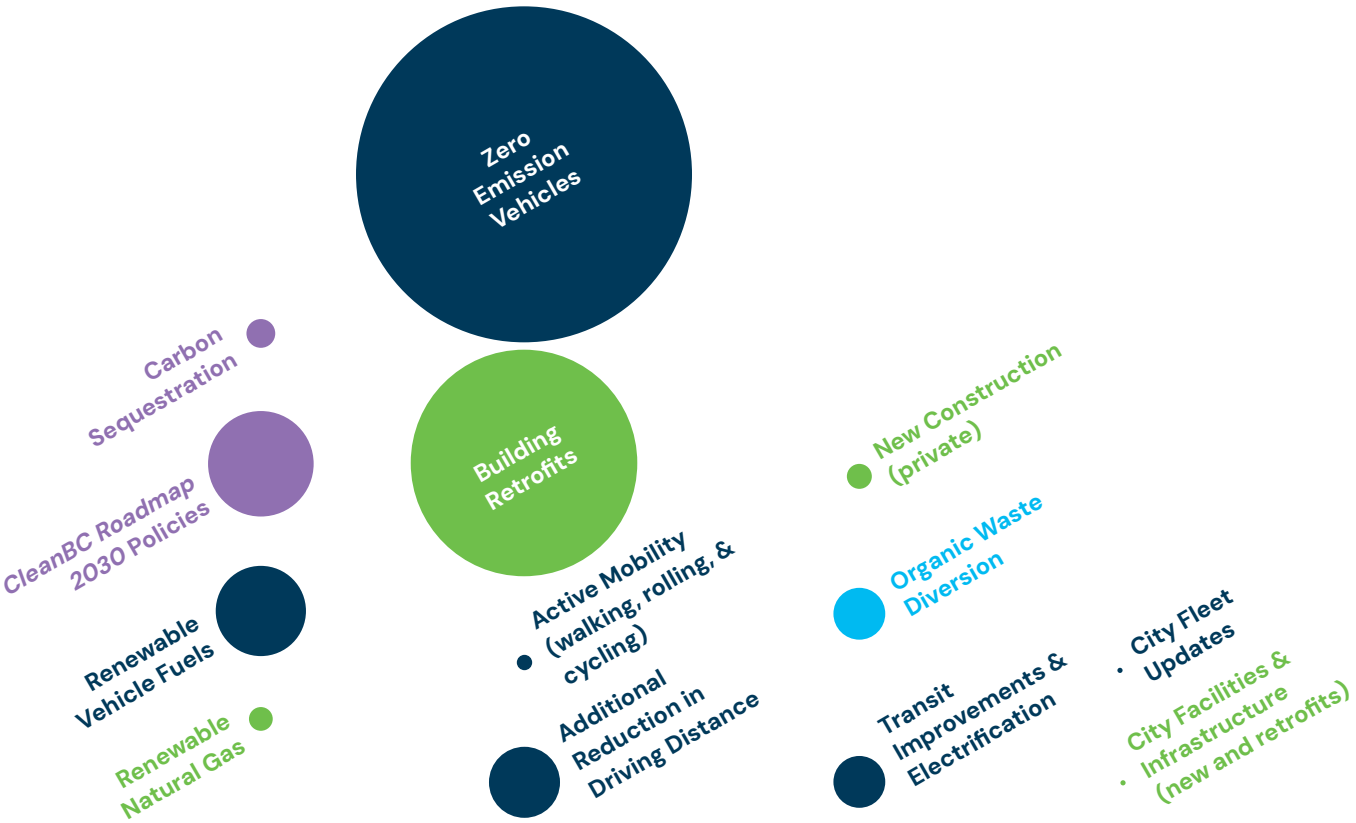


EMISSIONS REDUCTIONS ARE A SHARED RESPONSIBILITY.

Local government, senior levels of government, local residents, and businesses all have different levels of control for change and different areas of influence. Reducing our community emissions takes more than policies; it takes actions from all parties.

WE ARE ALL IN THIS TOGETHER!

Figure 10: Exploring the Relative Impact of Strategies to Reduce GHG Emissions in Nanaimo



SPECTRUM OF MUNICIPAL INFLUENCE

LOW → HIGH

WHAT DOES THIS MEAN?

1 CIRCLE SIZE:
This indicates the relative impact of each strategy on emissions reduction.

A large circle has a high impact on emissions reduction, and a small circle has a low impact

2 CIRCLE LOCATION:
Each circle is located along the spectrum of municipal influence arrow to indicate how much the City can influence that specific emissions reduction strategy.

Circles on the right are strategies that have a high level of municipal influence, where circles on the left are strategies that have a low level of municipal influence.

3 CIRCLE COLOUR:
Each strategy for emissions reduction above correlates to a colour coded group.

- = MOBILITY
- = BUILDINGS & INFRASTRUCTURE
- = WASTE
- = OTHER MEASURES

DID YOU KNOW...

The City of Nanaimo's corporate emissions account for 1% of our community's total emissions?

Desired Outcomes

Become a 100% renewable city by 2050 and achieve the City's greenhouse gas emissions reduction goals as part of our commitment to minimizing Nanaimo's climate change impact.

Be a model of efficient use of land and resources to create healthy and comfortable built environments through individual and collective behaviour change; zero carbon and energy efficient buildings, neighbourhoods, and employment centres; and use of renewable energy options.

Policies

OVERALL

C1.1.1 Leverage Nanaimo's available resources and authority and work with community members, organizations, businesses, and other levels of government to shift away from fossil fuels to 100% renewable energy by 2050 and, by sequestering or removing carbon, reduce Nanaimo's overall community greenhouse gas emissions to below zero by 2050.

C1.1.2 Set and actively work towards interim targets for greenhouse gas emission reductions for 2025, 2030, 2035, and 2040.

C1.1.3 Monitor and report on progress annually towards targets and review / update greenhouse gas reduction targets every three years, or more frequently when justified, to ensure they are in line with the recommendations from the Intergovernmental Panel on Climate Change and reflect actions from Provincial and Federal Governments.[1]

BUILDINGS

C1.1.4 Accelerate zero carbon and energy efficient building design and practices for all new construction before 2030, and require this for all new construction after 2030.

C1.1.5 Support the upgrade of existing buildings so that all buildings achieve net-zero emissions by 2050.

C1.1.6 Develop a framework for evaluating the full life cycle of carbon emissions of buildings, including embodied emissions, while retaining heritage character and value for recognized heritage buildings.

C1.1.7 Advocate to the Provincial government for additional power and policy tools to meet the City's climate goals.

C1.1.8 Support, prioritize, and advocate for low carbon energy systems in all new construction.

1 The net-zero emissions goal is consistent with Federal and Provincial government policy. On June 29, 2021 the Government of Canada enacted the *Canadian Net-Zero Emissions Accountability Act* which committed the government of Canada to achieve net-zero emissions by 2050. The Provincial *CleanBC Roadmap to 2030* also set a target of net-zero emissions by 2050.

TRANSPORTATION

C1.1.9 By 2050, all transportation trips are zero carbon, through active transportation and zero emission vehicle adoption.

C1.1.10 Prioritize walking, rolling, cycling, and transit over other transportation modes to help Nanaimo achieve a zero carbon transportation system.

Integrated Policy Areas (view the below sections to see related policies)



C1.2 Climate Adaptation & Hazard Mitigation

C1.6 Solid Waste Management

C2.1 Connected Communities

C2.2 Integrated Walk, Roll, Cycle, & Transit Network

C2.5 Complete Streets

C4.6 Archaeology & Heritage

C5.4 Innovation & Technology

C1.2 CLIMATE ADAPTATION & HAZARD MITIGATION

Climate adaptation is critical to lessen the impacts of climate change and ensure our community continues to thrive, even as climate change occurs.

Desired Outcomes

Protected and enhanced ecological assets and natural diversity that support resiliency and prepare us for a changing climate.

Increased agility in preparing for, responding to, and recovering from climate related hazards.

Enhanced community awareness, support, and understanding of climate change and adaptation measures.

People and major community assets are well protected from the impacts of climate change.

Policies

COMMUNICATION & CAPACITY BUILDING

C1.2.1 Improve community capacity and resilience by increasing awareness of climate change; its expected local impacts; and how individuals, businesses, community groups, and others can contribute to mitigation and adaptation.

C1.2.2 Support community and neighbourhood level organizations that empower community capacity and resilience to mitigate and adapt to climate change and other hazards.

C1.2.3 Working with community partners, develop strategic directions for climate change adaptation.

PLANNING & STRATEGY

C1.2.4 Prioritize hazardous lands and properties at risk for consideration in the City's property acquisition strategy, and seek the Province's support for their acquisition.

C1.2.5 Apply a climate change resilience lens when assessing, planning, designing, or retrofitting City owned facilities and infrastructure.

C1.2.6 Encourage shoreline naturalization to protect waterfront properties from flooding risk and landslip, while also protecting and restoring habitats.

C1.2.7 Increase resilience of community assets and infrastructure against wildfire risk; sea level rise; and increasing intensity, duration, and frequency of extreme weather events.

C1.2.8 Discourage development in areas prone to increasing flooding, landslip, or sea level rise due to climate change. Where development does occur, require efforts to mitigate climate change impacts.

C1.2.9 Regularly update coastal flooding plans and regulations to encourage public and private development to avoid areas at risk of anticipated sea level rise and to identify where existing development is in areas of potential risk. Where development exists in risk areas, support adaptation measures for its remaining useful life.

C1.2.10 Ensure City contingency reserves contain an allowance for City infrastructure recovery from severe weather related events.

C1.2.11 Work with community partners to minimize the health impacts of extreme weather on community members.

C1.2.12 Incorporate climate resilience into new construction projects and building retrofits.

C1.2.13 Support climate change resilience adaptations for new and existing homes.

Integrated Policy Areas (view the below sections to see related policies)

C1.1 Greenhouse Gas Emissions Reduction

C1.3 Urban Tree Canopy, Natural Areas, & Greenways

C1.4 Healthy Watersheds

C1.5 Water, Sewer, & Stormwater Services

C3.4 Food Security

C3.5 Emergency Management

C3.6 Recreation, Culture, & Wellness

C4.1 Truth & Reconciliation

C4.10 Waterfront Use & Protection

C1.3 URBAN TREE CANOPY, NATURAL AREAS, & GREENWAYS

Urban tree canopies, natural areas, and greenways are a fundamental part of the city's infrastructure and provide many benefits. They provide wildlife habitat; ecological services, including stormwater management and air and water quality improvements; reduction of urban heat island effects and climate resiliency; human health and safety; and community livability. The City now manages over 1,000 hectares of parkland, of which more than 70% is natural area with significant tree canopy and lands along watercourses. Expanding and maintaining a connected urban tree canopy, natural areas, and greenway network is essential to our ongoing community health and wellbeing.

Desired Outcomes

Natural and constructed infrastructure and landscapes that are adapting to climate change, increasing our resiliency, and being sustained through protection and management on both public and private lands.

Increased number and quality of trees, with enhanced ecological functions, throughout all parts of the city.

Continuation of Nanaimo's treed character and recreational networks through a strongly integrated system of connected parks, trails, open spaces, and habitat corridors.

Improved community understanding about the benefits of tree canopies, natural areas, and green infrastructure, such as shade provision, heat mitigation, ecosystem health, and connection to nature.

Policies

URBAN TREE CANOPY

C1.3.1 Protect and expand the city's tree canopy wherever possible to enhance its ecological, climate, and human health benefits, while meeting the objectives of the City's land use policies.

C1.3.2 Encourage street tree planting and other climate resilient landscaping in new and existing neighbourhoods and redevelopment sites.

C1.3.3 Promote, with programs and incentives, the retention and planting of trees on public and private land throughout the city.

C1.3.4 Enhance ecosystem biodiversity and resilience, and consider climate change, as well as food security, when replacing or planting new trees in public spaces.

C1.3.5 Encourage private landowners to retain trees that are not a hazard and to replant or plant new trees that support and enhance the treed character of the city.

C1.3.6 Discourage removal of trees purely for view enhancement.

C1.3.7 Provide information and education to raise community awareness on the importance of healthy urban trees.

C1.3.8 Promote pollinator friendly plants on public and private lands throughout the city.

NATURAL AREAS

C1.3.9 Seek to avoid activities that result in changes to ecological features such as steep slopes, watercourses, riparian areas, significant trees, and environmentally sensitive lands.

C1.3.10 Endeavour to increase, prioritize, and include the planting of fruit and nut trees in public spaces where hard infrastructure and safe transportation will not be impacted by falling fruit.

C1.3.11 Ensure appropriate restoration where riparian or other environmentally sensitive sites have been altered from their natural state, targeting a net gain of ecological values.

C1.3.12 Maintain existing treed areas and expand tree and vegetative cover on steep slope areas for the purpose of controlling erosion, enhancing ecological services, and reducing the visual impacts of development.

C1.3.13 As part of development applications, protect private lands with significant environmental, urban tree canopy, natural capital, or recreational value by means of tools such as covenants, eco-gifting, or land dedication.

C1.3.14 When planning for natural assets and park spaces, find creative solutions that protect ecological assets and functions and allow defined public access and amenities, while balancing watercourse, tree protection, and environmentally sensitive area regulations.

C1.3.15 Preserve ecosystem integrity by removing invasive species from natural areas, restoring disturbed ecologically sensitive areas with native and/or appropriate non-invasive vegetation, and through programs and partnerships that support joint stewardship and restoration.

C1.3.16 Continue to work with other agencies and interested community groups to study natural assets and biodiversity, and identify opportunities to increase natural values.

C1.3.17 Continue to acquire natural areas as parkland and continue to manage existing natural areas, features, and ecosystems within them so they adapt to and evolve with climate change.

GREENWAYS

C1.3.18 Work with other agencies and interested community groups to identify, promote, and implement greenways, including both habitat greenway systems focused on wildlife corridors and recreational greenway systems that allow for limited human activity, which may be combined in appropriate locations.

C1.3.19 To protect and enhance natural habitat, improve air quality, support wildlife, and allow for active transportation, continue to create an interconnected greenway network over time that protects and increases habitat connectivity across the city and into the surrounding landscape, including along lake and ocean waterfronts, watercourses, and slopes. Where environmental setbacks and constraints allow, support the development of environmentally sensitive trails, viewing points, and rest areas within greenways.

Integrated Policy Areas (view the below sections to see related policies)

C1.2 Climate Adaptation & Hazard Mitigation

C1.4 Healthy Watersheds

C1.8 Artificial Lighting & Dark Skies

C2.3 Recreational Trails

C4.9 Parkland & Park Amenity Management

C4.10 Waterfront Use & Protection

C5.6 Tourism

C1.4 HEALTHY WATERSHEDS

The health of the city's streams, lakes, wetlands, and waterfronts depends on the land and plants around them, and on the watersheds that feed them.

Desired Outcomes

A significant number, and wide array of, biologically diverse freshwater and saltwater ecosystems throughout the city that are preserved for future generations.

Restoration of areas that have been impacted by erosion related to past development.

Thoughtful integration of urban development and built and natural systems that protect and enhance the quality of the city's watersheds, even as the city densifies.

Policies

C1.4.1 Review and regularly update City design standards and regulations for public and private development and rainwater management systems, to support resilience to climate change impacts. This will include attention to cumulative water flows and quality at the watershed scale. Objectives include:

- » supporting summer base flows in watercourses and limiting in-stream or bank erosion related to high stormwater flows and volumes, by addressing the extent and scale of rainwater management infrastructure
- » maintaining environmental water quality standards by addressing erosion and sediment control and stormwater pollution risks
- » managing risks of flooding, including overland flow paths and relationships with sea level rise

C1.4.2 Incorporate best management practices for new and existing developments to support watershed health, such as pervious paving, rain gardens, bioswales, deep absorbent soils, green / blue roofs, rainwater capture or detention systems, or other best practices and emerging techniques.

C1.4.3 Protect and manage freshwater and saltwater shoreline areas to maintain the best possible hydrological functions.

C1.4.4 Work with adjacent jurisdictions including Snuneymuxw First Nation, the Regional District of Nanaimo, and other organizations to collaborate on areas of shared interest for watershed management including drinking water protection through the compliance of the *Drinking Water Protection Act and Regulation*.

Integrated Policy Areas (view the below sections to see related policies)



C1.2 Climate Adaptation & Hazard Mitigation

C1.3 Urban Tree Canopy, Natural Areas, & Greenways

C1.5 Water, Sewer, & Stormwater Services

C1.7 Brownfield Sites

C4.1 Truth & Reconciliation

C4.9 Parkland & Park Amenity Management

C4.10 Waterfront Use & Protection

C1.5 WATER, SEWER, & STORMWATER SERVICES

Provision of affordable and sustainable utility services is critical to the livability of a community. Thoughtful, compact urban growth and adoption of best practices for conservation and management helps to control costs of servicing; reduces pressure to increase taxes, servicing levies, and development cost charges; and frees up money for investment in other community services.

The City's role in servicing includes:

- **Drinking Water Provision:** The City owns and operates a water system, with supply provided by the South Nanaimo River watershed, located 20 km southwest of the city. Water is delivered to all customers through a system of dams, distribution mains, treatment facilities, reservoirs, and pumping stations. The City manages water supply so it can continue to serve a growing population and encourages conservation so that costs of expansion are managed.
- **Sewer Services:** The City is responsible for the collection and movement of sanitary sewage to the Regional District of Nanaimo's sewer trunk mains and wastewater treatment facilities.
- **Stormwater Services:** The City oversees infrastructure to manage runoff from rainfall within Nanaimo. Effective management of rainwater reduces flood risk and protects natural aquatic environments. With impacts of climate change contributing to more intense rainfall events, the City takes a forward looking view on stormwater management, seeking to integrate both built infrastructure and natural assets such as wetlands, ponds, and creeks in the system.

Desired Outcomes

A clean, safe, cost effective, resilient, and sustainable drinking water supply for all customers that supports continued growth, while maintaining environmental quality and accounting for climate change impacts.

Continued provision of an efficient sewer system to the urban areas of the city that meets public health and environmental standards and supports thoughtful urban growth.

An affordable, resilient stormwater system that integrates both built infrastructure and natural assets to provide flood protection, support healthy aquatic environments, and meet demands of climate change resiliency.

Sufficient capital and operating funds to ensure long term financial viability of city services and certainty regarding future development cost charges.

Innovations that support service delivery that is more cost effective, sustainable, and environmentally friendly, developed in partnership with other levels of government and organizations.

A strong link between growth and servicing capacity planning so that utility expansion and upgrades are strategic and efficient.

Policies

OVERALL

C1.5.1 Do not proceed with growth in areas with sewer, water, drainage, or transportation infrastructure capacity restrictions until there is confirmed funding and plans to address capacity shortfalls.

C1.5.2 Investigate and apply current climate science to ensure resilience of infrastructure through life cycle financial planning and sustainable maintenance.

C1.5.3 Make land use, planning, and capital investment decisions with a long term life cycle asset management perspective for the design, maintenance, and renewal of servicing infrastructure, including natural assets.

C1.5.4 Consider mitigation of air, noise, and light pollution associated with the provision of City infrastructure including parks, buildings, and facilities.

DRINKING WATER PROVISION

C1.5.5 Continue to participate in planning and monitoring land and water use in the region in conjunction with the other major water users and license holders to ensure the long term sustainable use and protection of its water source.

C1.5.6 Continue to advance the City's water conservation program.

WATER & SEWER SERVICES

C1.5.7 Plan for future expansion and upgrading of water and sewer services to reflect:

- » servicing Urban Centres based on their priority designation (see policy D4.3.7)
- » priority of servicing land within the Urban Containment Boundary (UCB), except lands designated low density residential or resource management
- » limiting new services outside the UCB

C1.5.8 Support the Regional District of Nanaimo's *Liquid Waste Management Plan* (LWMP). The City's sewage collection system will continue to evolve to support the principles, goals, and objectives of the LWMP.

C1.5.9 Continue to explore and implement ways to improve the efficiency of the liquid waste collection and treatment system with the Regional District of Nanaimo.

STORMWATER MANAGEMENT SERVICES

C1.5.10 Maintain watercourses used for storm drainage in a natural state and daylighted where practical.

C1.5.11 Continue to maintain and update a *Stormwater Management Policy*, along with engineering standards and specifications for stormwater management, to support the goals and desired outcomes of *City Plan*.

C1.5.12 Work with the Regional District of Nanaimo regarding stormwater management planning where drainage basins cross jurisdictional boundaries.

C1.5.13 Recognize the importance of integrated stormwater management planning for significant watercourses and their watersheds and support preparation of Drainage Master Plans for significant watercourses in Nanaimo.

C1.5.14 Recognize the integrated role of watercourses both as drainage and flood control systems and as ecosystems that provide valuable aquatic habitat.

C1.5.15 Acknowledge that overland flooding resulting from heavy rainfall may increase with climate change and seek to identify, enhance, and establish overland flood paths, drainage basins, and protected rights-of-ways on private property to reduce potential impacts.

C1.5.16 Recognize and support the role of natural assets in stormwater management and support the protection, enhancement, and maintenance of their function.

C1.5.17 To ensure sustainable infrastructure funding for storm drainage and natural assets, pursue a Stormwater Utility, rather than property taxes.

Integrated Policy Areas (view the below sections to see related policies)

C1.2 Climate Adaptation & Hazard Mitigation

C1.4 Healthy Watersheds

C1.6 Solid Waste Management

C2.1 Connected Communities

C3.2 Affordable Housing

C5.1 Economic Capital

C1.6 SOLID WASTE MANAGEMENT

Solid waste management is a collaborative process. The City is responsible for curbside compost, garbage, and recycling pickup, while the Regional District of Nanaimo is responsible for solid waste management and disposal, including the Regional Landfill site on Cedar Road. Private sector services also provide recycling drop-off depots and other services. Reduction in solid waste supports preservation of land, reduces greenhouse gas emissions, and provides other benefits.

Desired Outcomes

Effective and responsible solid waste, composting, and recycling collection, management, and disposal to meet community needs.

Progress towards zero waste throughout the full life cycle of production, consumption, recycling, and disposal to achieve local and regional waste management goals.

Support for the creation of circular economies which aim for maximum use of finite resources, transition to renewable resources, and recovery of materials and products to minimize waste generation.

Policies

PARTNERSHIPS

C1.6.1 Work with the Regional District of Nanaimo, Nanaimo residents, businesses, partners, and agencies to accelerate waste reduction and avoidance in support of regional goals.

C1.6.2 Work with appropriate government partners to change existing regulatory barriers that discourage the reuse of materials and promote material exchange networks and the re-engineering of recycled materials.

C1.6.3 Support the Regional District of Nanaimo's *Solid Waste Management Plan*.

C1.6.4 Work with similar local governments across the globe to develop and enhance circular economies.

ZERO WASTE

C1.6.5 Support eliminating organic matter sent to the Regional Landfill by 2030.

C1.6.6 Incorporate zero waste management and circular economy principles in the development of new buildings, landscapes, and neighbourhoods.

C1.6.7 Increase public awareness and participation in the zero waste mandate. Strengthen opportunities to refuse, reduce, reuse, and recycle by improving access to recycling, reuse, and composting opportunities and supporting programs for resource sharing and exploring redesign of product life cycles.

C1.6.8 Support waste diversion through improved reuse and recycling services for a diversity of materials.

C1.6.9 Set the fee structure for solid waste collection so it provides residents with an acceptable basic level of service at a sustainable cost, while encouraging users to reduce unnecessary waste.

C1.6.10 Provide incentives for users to pursue the "four R's" (refuse, reduce, reuse, recycle) as alternatives to waste disposal through City operated recycling services.

C1.6.11 Incorporate circular economy principles in the City's corporate policies and procurement practices.

C1.6.12 Encourage the adaptive reuse of buildings to help reduce construction waste.

C1.6.13 Support local material bans that align with regional, provincial, and federal initiatives.

C1.6.14 Encourage the use of natural and reused materials and support circular businesses.

Integrated Policy Areas (view the below sections to see related policies)



C1.1 Greenhouse Gas Emissions Reduction

C1.4 Healthy Watersheds

C1.5 Water, Sewer, & Stormwater Services

C4.6 Archaeology & Heritage

C5.2 Human, Social, & Environmental Capital

C5.4 Innovation & Technology

C1.7 BROWNFIELD SITES

Nanaimo has a number of brownfield sites throughout the community that are a legacy from the city's coal mining history, early industrial activities, and fossil fuel storage for transportation. Many sites are found in prime locations with significant development potential, but have sat idle for years as redevelopment is complicated by remediation costs, regulations, liability concerns, and other barriers. Redeveloping brownfields is a promising way to promote environmental, economic, and social health in Nanaimo and aligns with the Nanaimo Doughnut.

Desired Outcomes

Redevelopment of key brownfield sites in Nanaimo, generating significant social, environmental, and economic benefits.

Policies

C1.7.1 Stimulate and leverage private and public sector investment to promote remediation, rehabilitation, adaptive reuse, and overall improvement of brownfield sites throughout the city (e.g., consider creation of a Brownfield Redevelopment Incentive Program).

C1.7.2 Leverage financial opportunities from a range of stakeholders to support brownfield redevelopment.

C1.7.3 Continue to use City resources to demonstrate leadership in the remediation, rehabilitation, adaptive reuse, and overall improvement of brownfield sites throughout the city.

C1.7.4 Achieve appropriate permanent redevelopment or interim uses of brownfield sites throughout the city.

C1.7.5 Consider risks and public benefits of accepting land dedication of potentially contaminated sites.

Integrated Policy Areas (view the below sections to see related policies)

C1.4 Healthy Watersheds

C3.1 Community Safety & Security

C4.9 Parkland & Park Amenity Management

C5.5 Place Making & Investment Attraction

C1.8 ARTIFICIAL LIGHTING & DARK SKIES

Enjoyment of dark night skies is becoming increasingly challenging in Nanaimo due to light pollution from artificial lighting. Besides affecting views of the night sky, light pollution can impact ecosystems, wildlife, and quality of life. Careful consideration of the use of artificial lighting for streets, buildings, community spaces, and facilities can improve the quality of our urban environments, while also addressing community safety, quality of life, environmental health, and energy savings.

Desired Outcomes

Recognition of Nanaimo as a Dark Sky Community through public and private initiatives to protect dark sky views.

Effective and smart lighting on public and private lands that protects access to dark sky views while also directing light where it is needed for human safety.

Education of community and organizations on the environmental and quality of life benefits of dark skies and ways to avoid light pollution, increase safety, and save energy through lighting design and placement.

Policies

PARTNERSHIPS

C1.8.1 Work with neighbouring governments including Snuneymuxw First Nation, District of Lantzville, and the Regional District of Nanaimo; residents; businesses; partners; and agencies to build awareness and understanding of the benefits of protecting dark skies and identify collaborative strategies and actions.

URBAN LIGHTING

C1.8.2 Continue to balance community safety, energy, and dark sky preservation in the selection and installation of new and upgraded street lighting infrastructure.

C1.8.3 Continue to balance dark sky values with safety principles when building new or retrofitting existing City buildings and facilities.

C1.8.4 Continue to support dark sky principles balanced with safety considerations for new and upgraded buildings and developments.

PARKS, TRAILS, & NATURAL AREAS

C1.8.5 Work with community members and other interested parties to prioritize the designation of suitable City parks as Dark Sky Parks or Preserves.

C1.8.6 Recognize Dark Sky spaces as recreational amenities for community members and visitors.

C1.8.7 Work to establish a hierarchy of lighting for trails, parks, and natural areas to provide a range of user options that balance protection of dark skies and community safety.

Integrated Policy Areas (view the below sections to see related policies)



C1.3 Urban Tree Canopy, Natural Areas, & Greenways

C2.3 Recreational Trails

C2.4 Safe Mobility (Vision Zero)

C3.1 Community Safety & Security

C3.6 Recreation, Culture, & Wellness

C4.9 Parkland & Park Amenity Management



Tribal Journeys through Dodds Narrows

Image: Don Bonner



C2 CONNECTED NANAIMO: EQUITABLE ACCESS & MOBILITY

By being sweet to the pedestrian and the cyclist you hit five birds with one stone – you get a lively city, you get an attractive city, you get a safe city, you get a sustainable city, and you get a city that's good for your health. These are all things we are very concerned about at this time in history.

- Jan Gehl

A Connected Nanaimo allows people to easily access what matters to them. Everyone needs to be able to get around safely, equitably, and comfortably. Complete, compact neighbourhoods that provide daily needs closer to home support more walking, rolling, and cycling. A well linked multi-modal transportation system provides more choices for travelling through our city and beyond. A Connected Nanaimo means access and mobility for everyone.



WHY IS A CONNECTED NANAIMO IMPORTANT FOR OUR FUTURE?

As our population grows, more people will be moving around. Building bigger roads to accommodate more vehicle travel is costly and creates more assets to maintain. Making investments to enable more people to move on our existing roads is financially and environmentally beneficial. The responsible and sustainable approach makes the best use of what we have. To do this, alternative mobility options need to become more attractive than single-occupancy vehicles. Planning ahead to become a more complete and connected community that provides more choices to move, while reducing the distances we must go, increases livability, decreases pollution, enhances safety, and connects us to our destinations and to each other.





C2.1 Connected Communities

C2.2 Integrated Walk, Roll, Cycle, & Transit Network

C2.3 Recreational Trails

C2.4 Safe Mobility (Vision Zero)

C2.5 Complete Streets

View related background and maps on mobility in **Section D5 Mobility Network.**

INTEGRATION

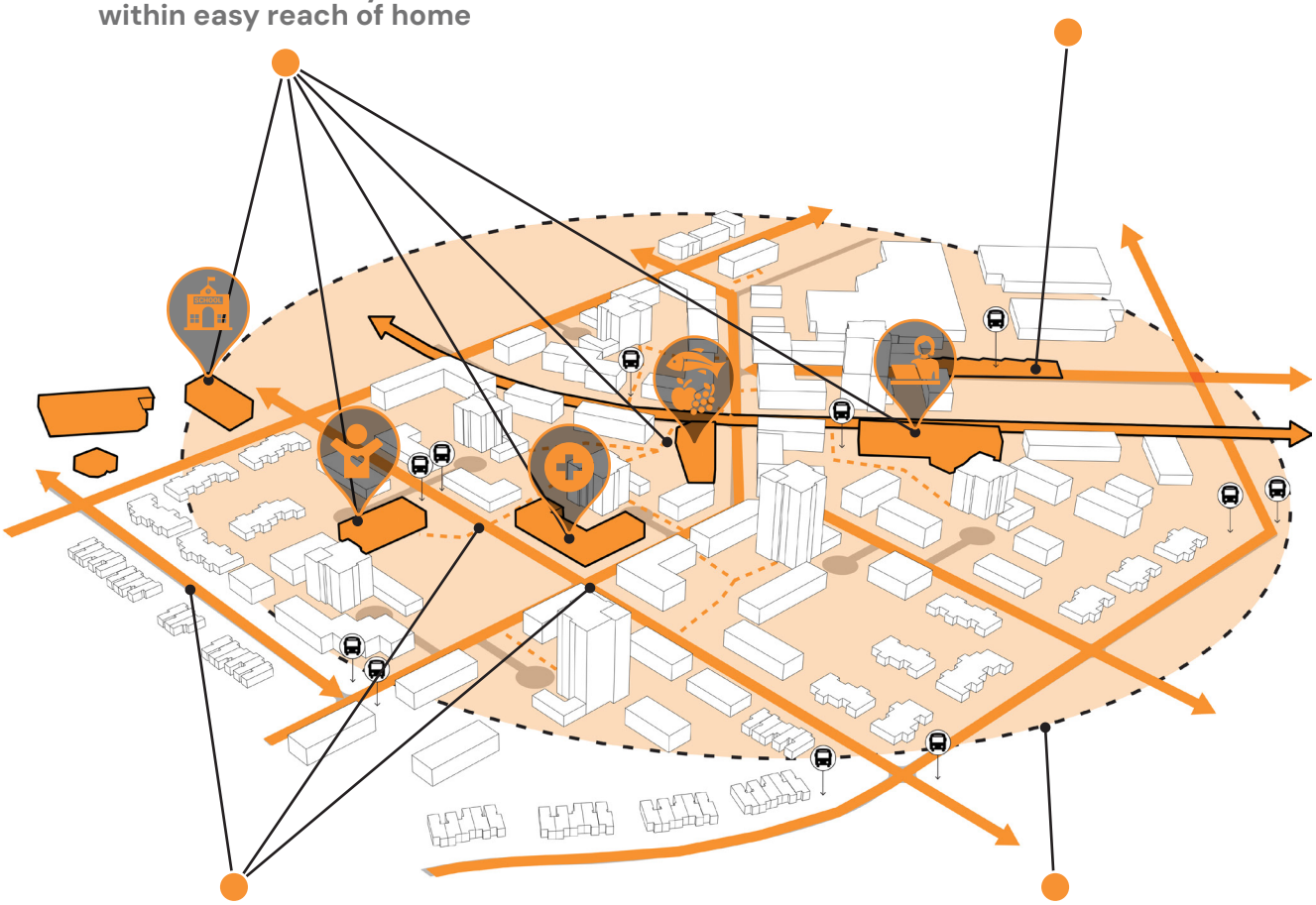
What does **A CONNECTED NANAIMO** look like in an **URBAN CENTRE**?

CAR-FREE DAILY NEEDS

Ability for residents who choose or must live car-free to access their daily needs within easy reach of home

TRANSIT EXCHANGE

An attractive, easy-to-reach transit exchange that links people between Urban Centres, along Corridors, and to the broader region



ACTIVE TRANSPORTATION NETWORK

Prioritized walking, rolling, cycling, and transit networks that are safe, attractive, and comfortable

WALKABLE BLOCKS

A fine grained and well connected street network in the Urban Centre with short blocks providing direct routes that are easy to navigate as a pedestrian



Dedicated safe cycle routes



Walking access to daily needs / car-free living

Image: Francois Hogue



Multi-modal streets



Walking networks



Transit exchange

Image: TriMet



Mid-block pedestrian routes

INTEGRATION

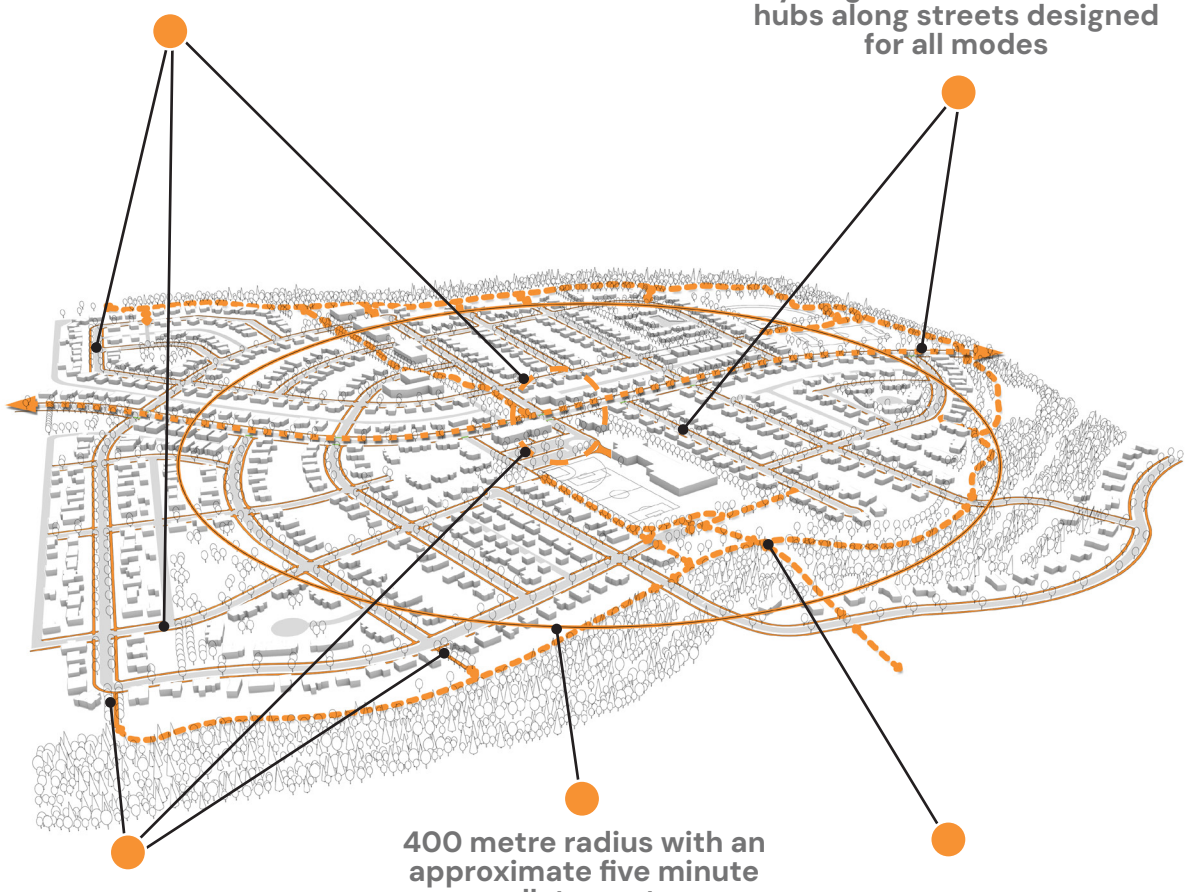
What does **A CONNECTED NANAIMO** look like in an **NEIGHBOURHOOD**?

TRANSIT

A central transit stop and potential for additional transit on-demand options

SAFE ROUTES TO SCHOOL AND HUBS

Safe walking, rolling, and cycling to schools and local hubs along streets designed for all modes



400 metre radius with an approximate five minute walk to centre

CONNECTIONS AND CROSSINGS

Walking, rolling, and cycling connections through dead-ends and cul-de-sacs, and at key intersections to provide direct access through the neighbourhood

TRAILS SYSTEM

Connected trails near nature for health, recreation, and wildfire buffers



Multi-modal streets



Safe walking routes

Image: Hogan



Slow streets

Image: SDOT



Nature trails



Pedestrian connections



Covered central transit stop

C2.1 CONNECTED COMMUNITIES

Complete communities are those that aim to meet the basic needs of all residents within easy access. Nearby access to everyday services like shops, restaurants, schools, parks, wellness facilities, and fresh, healthy food encourages less driving and more walking, rolling, and cycling, provided that these areas are well connected through a robust, multi-modal network.

Desired Outcomes

Alignment between land uses and mobility networks, with higher density land uses developing in Urban Centres and along Corridors where they are supported by frequent transit and increased walkability.

A fine grained street network that is comfortable and safe for all, especially vulnerable road users. Fine grained street networks have frequent cross streets and avoid long stretches of roads between intersections.

Behavioural changes, including reduction in average distance driven per person per day and reduction in household car ownership, that, in turn, help reduce vehicle emissions and other environmental impacts from transportation, as well as traffic congestion.

Policies

COMMUNITY MOVEMENT

C2.1.1 Prioritize walking, rolling, cycling, and transit routes in all Urban Centres (see policy D4.3.21).

C2.1.2 Ensure that new developments and redevelopments incorporate a fine grained, redundant street network that encourages walking, rolling, and cycling, augmented with active mobility connections via trails and parks.

C2.1.3 In rezoning, subdivision, and development permit approvals, seek to secure active mobility and trail routes through road dedication or statutory right-of-way where appropriate.

C2.1.4 Partner with other organizations like the School District and the Insurance Corporation of British Columbia to identify safe routes to school for walking, rolling, and cycling and encourage these options.

C2.1.5 Manage transportation demand to reduce vehicle emissions and other environmental impacts of transportation.

C2.1.6 Prioritize the placement of high quality "first kilometre / last kilometre" (start or end of trip) amenities to encourage active and sustainable modes of travel, including transit, walking, cycling, electric vehicles, CarShare, and other options.

C2.1.7 Manage parking city-wide with a focus on right sizing parking to continue fulfilling key needs including access, loading, and pick-up for businesses; accessible parking for people with mobility or family needs; and EV parking, while recognizing that an overabundance of cheap and convenient parking tends to increase vehicle use and reliance.

COMMERCIAL MOVEMENT

C2.1.8 Ensure the efficient movement of commercial goods and services.

C2.1.9 Support the Province in maintaining Route 19 as the primary regional route through Nanaimo.

C2.1.10 Support efforts to shift more commercial vehicles to use the Duke Point ferry terminal.

C2.1.11 Support public and private commercial ferry services for commercial goods movement between Vancouver Island and Metro Vancouver.

C2.1.12 Manage the road network in an efficient, cost effective manner.

Integrated Policy Areas (view the below sections to see related policies)



C1.1 Greenhouse Gas Emissions Reduction

C2.2 Integrated Walk, Roll, Cycle, & Transit Network

C2.3 Recreational Trails

C2.4 Safe Mobility (Vision Zero)

C2.5 Complete Streets

C4.3 Access for All

C5.1 Economic Capital

D4.3 Centres

D4.4 Corridors

D4.5 Neighbourhoods

C2.2 INTEGRATED WALK, ROLL, CYCLE, & TRANSIT NETWORK

To support climate mitigation, improve air quality, and manage traffic congestion, we must reduce our dependence on personal vehicles. A comprehensive, connected, and attractive network of walking, rolling, cycling, and transit routes is essential to making changes to our mobility habits.

Desired Outcomes

A well integrated walking, rolling, cycling, and transit network that is safe, comfortable, convenient, accessible, and enjoyable for persons of all ages and abilities.

An increase in the share of trips made using active modes in Nanaimo.

An increase in the share of trips made by transit in Nanaimo.

Policies

OVERALL

C2.2.1 Prioritize expansion and enhancement of walking, rolling, cycling, and transit routes to create an integrated mobility network.

C2.2.2 Prioritize implementation of Primary Active Mobility Routes as identified on *Schedule 3: Active Mobility & Primary Transit Network*, through capital projects, development, and other opportunities. Complete Secondary Active Mobility Routes as identified on *Schedule 3: Active Mobility & Primary Transit Network*, as opportunity allows.

C2.2.3 Include Primary Active Mobility Routes and transit connections in operational and maintenance planning.

C2.2.4 Incorporate features in the public realm that make it more attractive and comfortable to walk, roll, cycle, or use transit such as landscape buffers, wider sidewalks, rest areas, shade and shelter, and other amenities.

C2.2.5 Implement a comprehensive wayfinding strategy for walking, rolling, cycling, and transit, to support navigation by residents and visitors.

C2.2.6 Apply Crime Prevention Through Environmental Design (CPTED) principles to the design of walking, rolling, cycling, and transit facilities to increase user comfort and safety (e.g., weather protection, seating, and lighting).

C2.2.7 Continue to update active mobility facility and recreational trail standards in the *Manual of Engineering Standards and Specifications* (MOESS) to meet best practices and guidelines for design and management.

C2.2.8 Implement Transportation Demand Management programs to shift trips to non-automobile modes, reduce automobile trips and travel distances, and reduce parking demand.

ACTIVE MOBILITY

C2.2.9 Develop an active mobility network that makes walking, rolling, and cycling appealing for commuting, recreation, and tourism.

C2.2.10 Prioritize pedestrian facility improvements based on safety, demand, equity, and other factors.

C2.2.11 Implement new and upgraded pedestrian crossings to eliminate barriers to walking.

C2.2.12 Implement and maintain safe, accessible, and comfortable infrastructure for bicycles.

C2.2.13 Use low cost enhancement strategies to address gaps in lower priority (i.e., not Primary or Secondary) active mobility links.

C2.2.14 Provide convenient and secure bicycle parking in Urban Centres, along Corridors, and at key destinations, including parks.

C2.2.15 Support active mobility education and awareness efforts for motorists, pedestrians, and cyclists.

C2.2.16 Work with partners and the community to understand and reduce personal safety barriers to increase walking, rolling, and cycling for all people, particularly those who may feel more vulnerable due to gender, age, or other attributes.

C2.2.17 Establish appropriate levels of service to maintain the active mobility network and budget for sufficient operations and maintenance resources.

C2.2.18 Encourage retrofits within existing office, commercial, and medium / high density residential complexes to incorporate bicycle parking.

TRANSIT

C2.2.19 Work with the Regional District of Nanaimo and BC Transit to provide safe, reliable, and accessible transit service across the city, including rapid and frequent transit between Urban Centres and along Corridors, and connector routes that link transit service between Neighbourhoods and Urban Centres.

C2.2.20 Support programs to reduce financial and other barriers to using transit (e.g., transit passes, Upass programs).

C2.2.21 Support transit priority measures in partnership with BC Transit and the Ministry of Transportation and Infrastructure along Rapid and Frequent Transit routes where warranted.

C2.2.22 Prioritize transit improvements in Urban Centres, at community parks, and at other key destinations (e.g., hospital, university).

C2.2.23 Support improved transit integration with BC Ferries service at the Departure Bay and Duke Point ferry terminals.

OTHER CONNECTIONS

C2.2.24 Work with neighbouring jurisdictions when planning active mobility connections to support regional connectivity.

C2.2.25 *B6600.002* Preserve options for future mobility infrastructure, including transit, in the E&N Railway Corridor, and seek opportunities to provide clear connections from the E&N Railway Corridor to Urban Centres and transit exchanges.

C2.2.26 Work with the Regional District of Nanaimo, BC Transit, BC Ferries, Nanaimo Airport, and other transportation providers to integrate and connect land, marine, and air transportation modes and reduce reliance on personal vehicles when connecting between modes.

C2.2.27 Support BC Ferries to maintain the reliability, frequency, and affordability of ferry services to Metro Vancouver.

C2.2.28 Work with BC Ferries to encourage scheduling, fare technologies, and terminal improvements that reduce the impact of ferry traffic on Nanaimo's road network and neighbourhoods.

C2.2.29 Support efforts by the Nanaimo Airport to expand the number of daily flights and destinations served, and to improve flight reliability and passenger facilities.

C2.2.30 Continue to support and seek to increase connectivity to Vancouver by multiple modes of travel, integrated with multi-modal connections within the city.

Integrated Policy Areas (view the below sections to see related policies)

C1.1 Greenhouse Gas Emissions Reduction

C2.1 Connected Communities

C2.3 Recreational Trails

C2.4 Safe Mobility (Vision Zero)

C2.5 Complete Streets

C4.2 Equity & Inclusivity

C4.3 Access for All

C2.3 RECREATIONAL TRAILS

Trails are at the intersection of mobility and green space, supporting both recreation and transportation. A highly valued recreation amenity, a robust trails network can promote healthy lifestyles, offer mobility alternatives, support natural area protection, and enhance tourism and economic development.

Desired Outcomes

An extensive and accessible trails network that provides opportunities and various types of trails for all ages, abilities, and lifestyles.

Seamless connectivity between the active mobility and recreational trails networks, supporting broad access throughout the city.

High quality trail maintenance that keeps trail assets in good condition through the seasons and over time.

Policies

C2.3.1 Connect recreational trails to the Primary and Secondary Active Mobility Routes shown on *Schedule 3: Active Mobility & Primary Transit Network*, to support connected circuits and loops.

C2.3.2 Integrate recreational trails as part of the network that provides safe routes to destinations including schools, neighbourhood centres, and parks.

C2.3.3 Continue to expand the recreational trails network, linking to natural attractions and varied, year-round recreational and wellness opportunities.

C2.3.4 Integrate trail planning efforts to support access, enjoyment, and active lifestyles, while managing detrimental impacts on natural areas, waterways, sensitive habitats, tree health, steep slopes, and vegetation (see *Section C1.3 Urban Tree Canopy, Natural Areas, & Greenways*).

C2.3.5 Add recreational trails and active transportation routes in greenways where appropriate (see *Section C1.3 Urban Tree Canopy, Natural Areas, & Greenways*).

C2.3.6 Site and design recreational trails to support multiple objectives, including hazard mitigation (e.g., wildfire breaks, sea level rise protection), emergency access routes, and maintenance access.

C2.3.7 Enhance trail stewardship through strong partnership relations among all trail users, clubs, volunteers, First Nations, and other levels of government, and pursue actions to improve responsibility and reduce conflicts among trail users.

C2.3.8 Close and return redundant recreational trails to a natural state.

C2.3.9 Develop recreational trails to meet the *Manual of Engineering Standards and Specifications* (MOESS) where applicable, or to current trail standards, while meeting best practices.

C2.3.10 Design recreational trails to be safe, multi-use corridors that are accessible to a wide range of users with varied abilities. Provide universal access where appropriate and possible.

Integrated Policy Areas (view the below sections to see related policies)



C1.1 Greenhouse Gas Emissions Reduction

C1.2 Climate Adaptation & Hazard Mitigation

C1.3 Urban Tree Canopy, Natural Areas, & Greenways

C2.1 Connected Communities

C2.2 Integrated Walk, Roll, Cycle, & Transit Network

C3.5 Emergency Management

C3.6 Recreation, Culture, & Wellness

C4.3 Access for All

C4.9 Parkland & Park Amenity Management

C5.5 Place Making & Investment Attraction

C5.6 Tourism

C2.4 SAFE MOBILITY (VISION ZERO)

Safe mobility or Vision Zero means taking a proactive, preventative approach that prioritizes traffic safety as a public health issue. Vision Zero starts with the belief that everyone has the right to move safely in their community and seeks to enhance the design of our networks to improve the roadway environment and enhance traffic management systems to lessen the severity of crashes.

Desired Outcomes

Elimination of traffic fatalities and serious injuries on the city street network.

Safe, healthy, and equitable mobility for all persons within the city.

Policies

C2.4.1 Adopt a Vision Zero approach to safe mobility.

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

C2.4.3 Apply traffic calming measures and programs to address identified safety and livability issues.

C2.4.4 Prioritize safety improvements based on Walk Score, traffic speed, collisions, proximity to schools, traffic volume, land use, proximity to transit, and socio-economic factors.

C2.4.5 Use technology to proactively address safety issues within the transportation system.

Integrated Policy Areas (view the below sections to see related policies)

C2.2 Integrated Walk, Roll, Cycle, & Transit Network

C2.5 Complete Streets

C3.1 Community Safety & Security

C3.5 Emergency Management

C4.2 Equity & Inclusivity

C4.3 Access for All

C5.4 Innovation & Technology

C2.5 COMPLETE STREETS

Complete Streets move people, not only cars. They are designed and operated to enable safe and comfortable use for all, regardless of age or ability. They recognize that streets have different roles, functions, and characteristics depending on their context.

73% of participants in a 2020 Statistical Survey* identified increasing the feeling of safety from traffic when walking or cycling as an active mobility priority.

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

Streets and other mobility infrastructure safely accommodate all people and modes of travel in an attractive and comfortable setting.

Streets are planned and designed based on their adjacent land use so that transportation facilities align with the level and type of mobility anticipated.

Policies

C2.5.1 Incorporate Complete Street principles in road retrofits and new construction, supported by City standards, guidelines, and best practices.

C2.5.2 In road projects, include improvements to walking, rolling, cycling, transit, goods movement, and streetscapes and support a human scale environment.

C2.5.3 Require future development to implement street oriented design approaches that support vibrant and accessible streetscapes.

C2.5.4 Ensure access for all travel modes through the development process, prioritizing walking, cycling, transit, and goods movement.

C2.5.5 Maximize the use of the existing road right-of-way system before building new facilities or acquiring new lands.

C2.5.6 Work with the Ministry of Transportation and Infrastructure to operate and maintain a transportation network that supports the needs of the community and the region, and aligns mobility and land use goals.

Integrated Policy Areas (view the below sections to see related policies)



C1.1 Greenhouse Gas Emissions Reduction

C2.1 Connected Communities

C2.2 Integrated Walk, Roll, Cycle, & Transit Network

C2.4 Safe Mobility (Vision Zero)

C4.3 Access for All



Metral Drive Complete Street



C3

A HEALTHY NANAIMO: COMMUNITY WELLBEING & LIVABILITY

We expect too much of new buildings, and too little of ourselves.

– *Jane Jacobs*

A Healthy Nanaimo is about both the wellbeing of all our residents and the livability of our city. A healthy city means that all people have the opportunity to access and maintain a high standard of living – regardless of their life stage, family composition, abilities, or socio-economic status. Nanaimo envisions a city where a person can live an entire lifetime, finding comfort and happiness in a safe and secure community with access to affordable housing, recreation, culture, and wellness services, healthy food, parks, nature, and education. A Healthy Nanaimo is where people are securely housed, fed, and cared for. It is a city where we can all thrive.

WHY IS A HEALTHY NANAIMO IMPORTANT FOR OUR FUTURE?

When people are able to access the housing and services they need, they are better able to connect with others and be part of our city fabric. When residents face challenges finding suitable housing, getting nutritious food, or are experiencing homelessness, the health of our whole community is compromised. Working together to improve conditions for all residents to live their best lives is imperative to a Healthy Nanaimo.







C3.1 Community Safety & Security

C3.2 Affordable Housing

C3.3 Intergenerational Living

C3.4 Food Security

C3.5 Emergency Management

C3.6 Recreation, Culture, & Wellness



View related background and maps on community wellness in **Section D6 Parks, Recreation, Culture, & Wellness.**

INTEGRATION

What does **A HEALTHY NANAIMO** look like in an **URBAN CENTRE**?

DESTINATION WELLNESS HUB

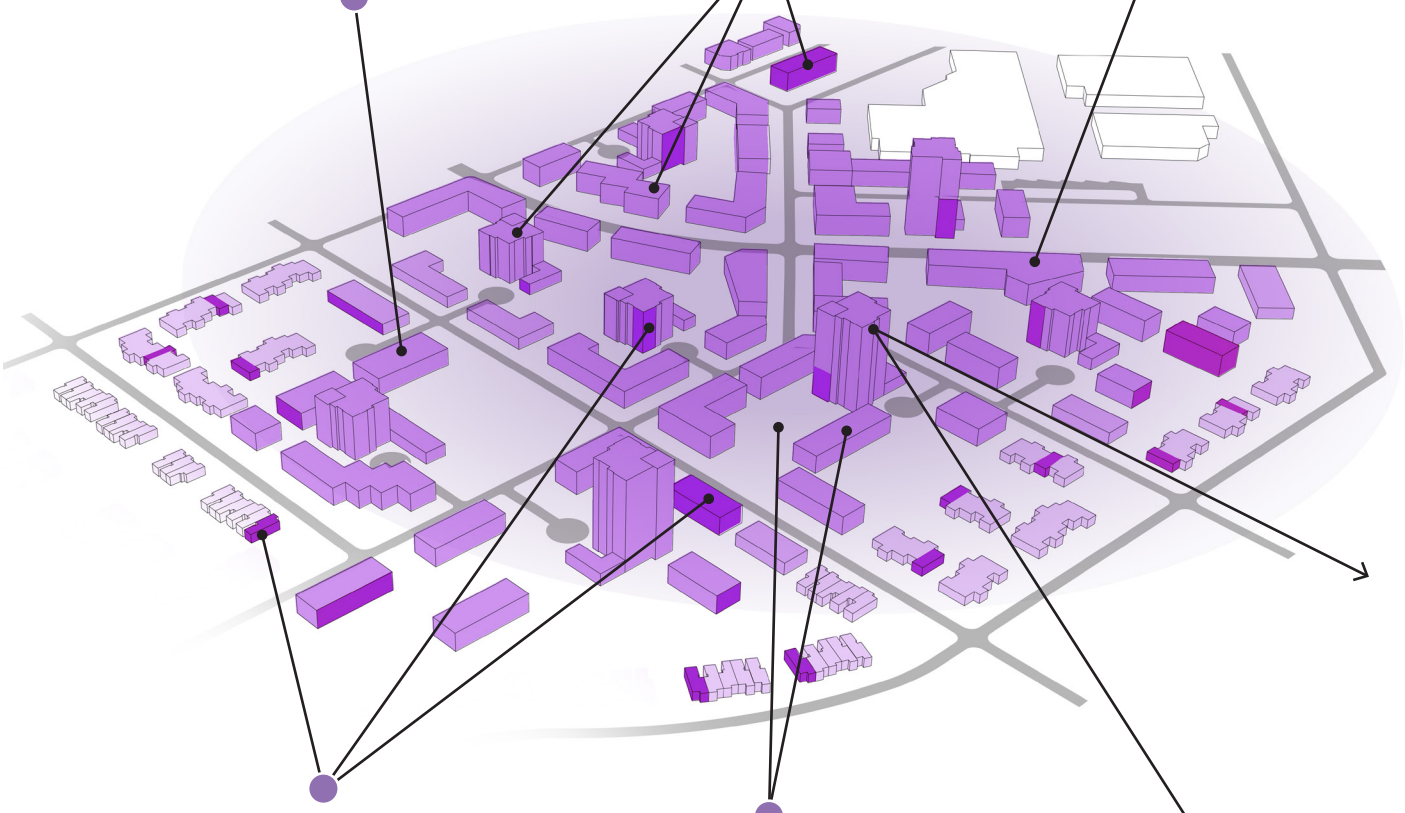
A wellness centre within walking distance of the core where people can access recreation, health programs, activities, and socialization

SPACES FOR FAMILIES

Varied sizes of units throughout the area that accommodate different types and compositions of families

FACILITIES FOR INTERGENERATIONAL LIVING

Schools, seniors facilities, child care spaces, and more that are combined to support intergenerational sharing of experiences



INTEGRATED AFFORDABLE AND SUPPORTIVE HOUSING OPTIONS

Collaborative creation of a broad range of affordable and supportive units and non-market housing options throughout the Urban Centre

SPACES FOR FOOD SYSTEMS

Opportunities in public spaces like parks, and private spaces like roof tops or courtyards, for residents to grow and access food

GENTLE HEIGHT TRANSITIONS FROM CORE TO PERIPHERY

Building heights that create a stepped transition from the Urban Centre core to adjacent lower height neighbourhoods



Nanaimo Aquatic Centre



Building heights stepping down towards neighbourhoods



Urban elementary school



Housing for all family types



Higher density housing with varied units and amenity spaces



Vibrant streetscapes

INTEGRATION

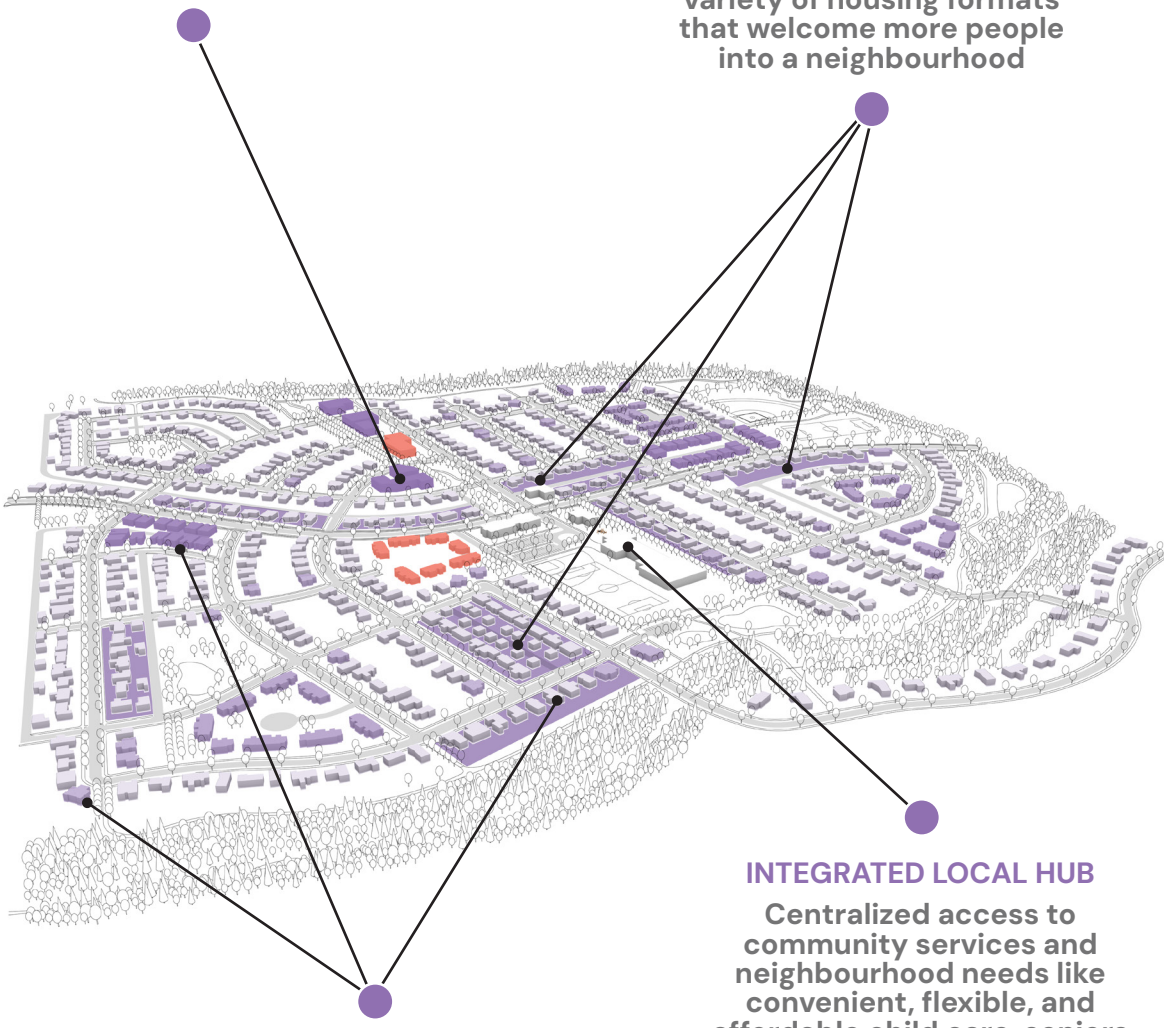
What does **A HEALTHY NANAIMO** look like in a **NEIGHBOURHOOD**?

LONG TERM OPTIONS

A broad range of housing options that allow people to age-in-place and live a lifetime in their neighbourhood

AFFORDABLE HOUSING

Integration of secondary suites, coach houses, and a variety of housing formats that welcome more people into a neighbourhood



INTEGRATED LOCAL HUB

Centralized access to community services and neighbourhood needs like convenient, flexible, and affordable child care, seniors activities, community gardens, and more, typically focused around a school at the heart of the neighbourhood

THOUGHTFUL INFILL

Infill, ranging from single-unit homes on small lots, to duplexes, to townhomes and low-rise apartments, adding housing options, while maintaining neighbourhood character


Activity opportunities for all


Neighbourhood community gardens


Intergenerational living


Thoughtful infill


Secondary suites


Access to child care

C3.1 COMMUNITY SAFETY & SECURITY

A healthy community is a safe community. Feeling safe and secure in your community is essential to having a high quality of life. Instances of social disorder like crime, harassment, and public drug activity negatively affect people's experiences and can erode feelings of safety and security. Because the root causes of social disorder are complex and varied, reaching long lasting positive outcomes will require shared and definitive action among all partners and all levels of government. The City is committed to our role in supporting visible, sustained progress towards a safe and secure Nanaimo for all.

69% of participants in a 2020 Statistical Survey* identified social challenges such as public drug use and crime as a top concern for the future of the city.

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

A caring, healthy, accessible, inclusive, and safe community that empowers its community members to realize their aspirations.

A high degree of perceived and actual public safety and security where all people can equitably live, work, play, create, and learn.

A safe Downtown with less instances of people encountering negative experiences in Downtown and throughout the community.

Programs and services that address root causes, reducing points of entry or re-entry to experiencing poverty, mental health challenges, substance use, criminal activity, and violence.

Continued use of best practices when reviewing design, land use, and space programming to consider community safety and security issues, including crime reduction, traffic safety, and emergency response.

A wealth of safe, equitable, and inclusive public spaces where everyone can be present without discrimination or harassment.

Safety and security in all parts of the city supporting a diversity of community members and businesses to thrive.

Policies

PLANNING, ENGAGEMENT, & STRATEGY

C3.1.1 Continue to enhance public safety and security, and enable the coordination and delivery of policing and fire services, by maintaining and regularly updating relevant plans, policies, and protocols.

C3.1.2 Promote public safety through sensible design and relationship building with community safety experts.

C3.1.3 Develop programs in conjunction with other service providers and senior levels of government to ensure support services are in place for residents in need of assistance.

C3.1.4 Continue to advocate for effective use of health resources, adequate funding, and appropriate programs to address the root causes and effects of mental health challenges and substance use disorders.

C3.1.5 Support initiatives and services that utilize evidence based practices for crime prevention and reduction such as community policing, restorative justice, community safety audits, and Neighbourhood Block Watches.

SAFE & EQUITABLE PUBLIC SPACES

SEE SECTION C4.3 ACCESS FOR ALL FOR RELATED POLICIES

C3.1.6 Apply an equity and inclusion lens to assessing Crime Prevention Through Environmental Design (CPTED) and consider the needs of users from all backgrounds to prevent exclusionary and discriminatory practices when assessing and enhancing public safety and security.

C3.1.7 Integrate features in public spaces that promote a welcoming sense of comfort, enjoyment, and protection for all, including marginalized and vulnerable populations.

COLLABORATION & COORDINATION

C3.1.8 Support multi-sectoral collaboration and coordination of crime prevention programs and initiatives that value diversity and address unique neighbourhood needs.

C3.1.9 Encourage and support innovative collaboration and coordination of different levels of government, agencies, schools, and not-for-profit organizations that improve early identification, screening, intervention, and supports to build resilience of children, youth, and their families to improve their social determinants of health that affect future challenges and risks including homelessness, mental health issues, substance use disorders, and interactions with the justice system.

C3.1.10 Encourage and support coordination of funding and actions by senior levels of government, health care providers, and not-for-profit organizations to improve health outreach and services to isolated, disadvantaged, and/or marginalized members of the community, including people experiencing homelessness, a disability, mental health issues, substance use disorders, recent immigrants, LGBTQ2S+, seniors, and youth.

C3.1.11 Work with First Nations, other levels of government, not-for-profit organizations, the business community, and others to develop innovative solutions and pilot projects to improve community wellbeing and address social challenges.

Integrated Policy Areas (view the below sections to see related policies)



C2.1 Connected Communities
C3.2 Affordable Housing
C3.4 Food Security
C3.5 Emergency Management
C3.6 Recreation, Culture, & Wellness
C4.1 Truth & Reconciliation
C4.2 Equity & Inclusivity
C4.9 Parkland & Park Amenity Management
C5.2 Human, Social, & Environmental Capital
D4.8 Green Spaces

C3.2 AFFORDABLE HOUSING

For Nanaimo to remain a great home to people of all income levels, it is critical to maintain a stock of affordable housing and create opportunities for new affordable homes. Affordable housing includes housing across the entire housing continuum from temporary shelter, to social or supportive housing, non-market housing, market rental, and homeownership.

45% of participants in a 2020 Statistical Survey* identified affordability of housing and daily needs as a top concern for the future of the city.

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

More affordable housing options of diverse types, tenures, affordability levels, and health supports to meet a variety of community needs.

Ongoing leadership in identifying and removing barriers to maintaining existing, and delivering new, affordable housing.

Equitably distributed affordable housing options across all residential areas.

Low to moderate income households continuing to succeed, even as housing prices and rental rates rise.

Affordable housing innovations supported through emerging regulatory tools, funding, and initiatives.

Strong community support and trust built through transparent and meaningful engagement on affordable housing.

Leveraging of external resource opportunities, including senior government funding, programs, partnerships, and incentives, to generate affordable housing options.

Policies

TOOLS

C3.2.1 Consider use of Residential Rental Tenure Zoning (RRTZ) to secure a portion or 100% of new residential development on selected sites for rental housing.

C3.2.2 Assess sites for affordable and supportive housing projects to identify those that will best meet the needs of the target population.

C3.2.3 Provide additional incentives to new residential development projects where a share of rental units are secured at below market rent levels, targeting low and moderate income households.

C3.2.4 Allow affordable and supportive housing in all designations that permit residential use and mixed-use. Consider permitting supportive housing in all light industrial designations where appropriate.

C3.2.5 Prioritize the use of City owned land for socially beneficial uses such as affordable and supportive housing, and seek opportunities to partner with agencies and organizations that support community wellbeing.

C3.2.6 Use incentives to encourage the development of affordable and accessible rental and owned housing units. Consider providing additional density, parking relaxations, development cost charge reductions, payment of legal fees, or other types of financial measures.

C3.2.7 Explore opportunities to secure a proportion of housing units as affordable through the rezoning process.

C3.2.8 Use the *Nanaimo Health and Housing Action Plan* (2020), *Affordable Housing Strategy* (2018), and Housing Assessments as updated, to guide the City such that all people in Nanaimo, regardless of their background, situation, or past experiences, are able to navigate and access a full spectrum of health and housing services.

FUNDING

C3.2.9 Continue to encourage and support investment from senior levels of government to develop and maintain adequate access to affordable and supportive housing through dedicated units, income support, and other methods.

C3.2.10 Use tax revenues from short term rental accommodation to support increased access to low income and special needs housing.

C3.2.11 Maintain a *Housing Legacy Reserve Fund* for cash-in-lieu contributions negotiated with developers through rezoning and make funds available for affordable and supportive housing across all areas of the city. Review the *Housing Legacy Reserve Fund Bylaw* on a regular basis to ensure the funds are meeting the diverse needs of residents.

C3.2.12 Develop a land acquisition and funding strategy to acquire sites for affordable and supportive housing.

PROTECTION OF EXISTING AFFORDABLE HOUSING

C3.2.13 Continue to support programs aimed at preventing net loss of rental housing units.

C3.2.14 Restrict strata conversion of existing residential rental buildings of four or more units when the rental vacancy rate falls below 3% in the city.

C3.2.15 Require tenant relocation plans as a condition of rezoning or redevelopment of existing mobile home parks and purpose built rental buildings of four or more units.

C3.2.16 Encourage retention or replacement of existing rental units as redevelopment occurs through tools that include rental only zoning and rental replacement obligations, housing agreements, or an equivalent cash-in-lieu contribution made to the City's *Housing Legacy Reserve Fund*.

C3.2.17 Restrict short term rental uses of residential housing to maximize the supply of residential units available for long term rental.

HOUSING OPTIONS

C3.2.18 Support development of projects with innovative and affordable forms of ownership or rent.

C3.2.19 Use housing agreements to secure different types of affordable and supportive units for the long term, including family-friendly, seniors, accessible, and adaptable units.

C3.2.20 Support development of accommodation and housing options to rapidly re-house those experiencing homelessness including shelters, transitional housing, and supportive housing.

C3.2.21 Encourage development of affordable, supportive seniors housing that provides adequate care, nutrition, safety, and socialization.

C3.2.22 Support amenity zoning programs that include family-sized units, particularly near schools. In appropriate locations, encourage developers to place family-sized and accessible units on the ground floor.

AMENITIES

C3.2.23 Encourage developers to incorporate amenity spaces that promote resident interaction and relationship building.

C3.2.24 Encourage integration of community-serving facilities within affordable housing projects, such as child / elder care spaces, health services, educational programs, and recreation and wellness programs.

C3.2.25 Recognize that required onsite parking increases housing costs and ensure that parking requirements consider the intended resident group of new affordable housing developments, as well as road safety implications, and accommodate parking variances where appropriate.

COLLABORATION

C3.2.26 Co-locate City facilities and affordable and supportive housing where appropriate. Explore partnerships with other levels of government and not-for-profit housing providers to facilitate development of new housing as part of City administration buildings, community centres, fire halls, or other City facilities.

C3.2.27 Work with the Province, Federal Government, First Nations, and other public / private / not-for-profit community partners to maintain and increase non-market housing options that serve a diversity of health and housing needs.

C3.2.28 Support coordination efforts to implement the *Health and Housing Action Plan* as updated.

C3.2.29 Explore opportunities to increase permanent supportive housing and transitional housing, rapid re-housing, shelter, detox treatment, and inpatient treatment beds with Island Health; BC Housing; provincial, federal, regional, and local government; private sector; and service provider partners.

C3.2.30 Work with the Regional District of Nanaimo, neighbouring First Nations, and local governments to address regional housing needs.

C3.2.31 B6600.002 The City encourages supportive housing to be evenly distributed throughout the City.

Integrated Policy Areas (view the below sections to see related policies)



C2.1 Connected Communities
C3.1 Community Safety & Security
C3.3 Intergenerational Living
C3.6 Recreation, Culture, & Wellness
C4.2 Equity & Inclusivity
C4.3 Access for All
C5.2 Human, Social, & Environmental Capital
D4.3 Centres
D4.4 Corridors
D4.5 Neighbourhoods
D4.6 Industrial Lands

C3.3 INTERGENERATIONAL LIVING

Intergenerational living means opportunities for residents to live, work, socialize, and enjoy leisure together in their neighbourhoods and community through all stages of their lives, from childhood and youth, through entry into the workforce, family development, and ultimately retirement and old age.

34% of participants in a 2020 Statistical Survey* identified the need to accommodate an aging population and more seniors living in the community as a top concern for the future of the city.

33% of participants in a 2020 Statistical Survey* identified accessible and affordable child care as a top priority.

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

Access to affordable child care spaces with a variety of options available across the city.

More accessible residential dwellings that offer adaptable or universally designed units for people of all ages and abilities.

Spaces and programs that encourage intergenerational sharing of experiences and invite all generations to be together.

Incentives that encourage incorporation of intergenerational features, services, and amenities into new development or redevelopment.

Integrated services and supports for all life stages, with an emphasis on supporting periods of transition.

Age-friendly, intergenerational considerations taken into account by City services, including decision making, communications, and engagement.

Policies

CHILDREN & YOUTH

C3.3.1 Support the provision of affordable child care spaces to meet community needs in appropriate areas of the city, specifically close to employment, schools, and residential areas.

C3.3.2 Encourage proactive approaches to supporting healthy and resilient children, youth, and families through access to City recreation programs (see *Section C3.6 Recreation, Culture, & Wellness*).

C3.3.3 Encourage and support an integrated service delivery approach across all levels of government and community organizations to meet the needs of children and youth, including those with higher vulnerabilities and special education needs.

C3.3.4 Support the integration of child care spaces at elementary school sites across the city.

INTERGENERATIONAL CONNECTION

C3.3.5 Promote the development of multi-unit housing which facilitates social interaction and intergenerational living.

C3.3.6 Support the location of new child care facilities; youth centres; public schools; recreation, culture and wellness centres; and seniors-oriented facilities and services in close proximity to each other and encourage joint programming and volunteer opportunities that build intergenerational understanding and connection (see *Section C3.6 Recreation, Culture, & Wellness*).

C3.3.7 Support built and natural environments that increase intergenerational interaction, exploration, and play.

AGING-IN-PLACE

C3.3.8 Explore requiring a minimum number of adaptable units for all new developments, including flexibility and options for different types of housing.

C3.3.9 Encourage development that meets Accessible BC standards.

C3.3.10 Consider higher adaptable unit requirements for seniors-oriented developments.

C3.3.11 Encourage use of universal design features and principles to create housing options for people of all ages and abilities and support aging-in-place (see *Section C4.3 Access for All*).

C3.3.12 Encourage the efforts of senior governments and community agencies to place greater emphasis on transition services between childhood and adolescence, and adolescence and adulthood, in order to ensure continuity of programming and services that support resilience across life stages, especially for vulnerable children and youth.

C3.3.13 Encourage options, programs, and services that facilitate active aging and aging-in-place. These can include parks, open spaces, recreation facilities, programs, health services, land uses, and housing options.

ENGAGEMENT & COMMUNICATIONS

C3.3.14 Ensure City communications and outreach is intergenerationally age-friendly (see *Section C4.4 Political Voice & Engagement*).

Integrated Policy Areas (view the below sections to see related policies)

C2.1 Connected Communities
C3.1 Community Safety & Security
C3.2 Affordable Housing
C3.6 Recreation, Culture, & Wellness
C4.2 Equity & Inclusivity
C4.3 Access for All
C4.4 Political Voice & Engagement
C5.2 Human, Social, & Environmental Capital
D4.3 Centres
D4.4 Corridors
D4.5 Neighbourhoods

C3.4 FOOD SECURITY

A food sovereign community is vital to health and wellness. All humans have the Right to Food. It builds resilience to emergencies, creates self and community reliance, supports equity and justice, generates positive economic activities, and promotes deeper community connections.



GROWING OUR FOOD SECURITY

In 2022, City owned lands were supporting:

7 community gardens

3 food forests

1.5 hectares of land to grow food

Desired Outcomes

Just and sustainable food systems that support self-determination, strengthen regional food systems, and recognize the importance of food from around the world.

Strong partnerships and relationships that support the creation, provision, distribution, and sharing of food between the City, Indigenous peoples, other levels of government, agencies, and local organizations.

Access to nourishing food for all residents, both in regular times and during emergency situations that impact people's access to food.

Healthy relationships to food that broaden understanding of food systems, support environments of choice, and invite residents' participation in food systems.

Policies

FOOD SECURITY

C3.4.1 Support and continue to advocate for food sovereignty and nutrition security for all residents.

C3.4.2 Engage and empower vulnerable populations in food systems planning processes.

C3.4.3 Support efforts and environments to address barriers to accessing safe, affordable, nutritious, and culturally appropriate food for all residents, and to educate and promote awareness of the relationship between food systems, health, and community impacts.

C3.4.4 Support efforts to educate and promote awareness of the relationship between food production, health, and community impacts.

PARTNERSHIPS

C3.4.5 Continue to collaborate and partner with community organizations to support food system activities on City owned land.

C3.4.6 Foster collaboration with the Regional District of Nanaimo, First Nations, and neighbouring local governments to address food security needs at a regional level.

C3.4.7 Support organizations that provide nourishing and culturally relevant food choices to all residents, including those affected by food injustice, emphasizing dignified food access.

C3.4.8 Encourage the use of circular economy principles and innovations to both reduce wasted food while increasing food security.

C3.4.9 Foster partnerships between the City, School District, and community groups for access to justice based and equitable food spaces.

C3.4.10 Foster partnerships between the City, School District, and community groups for programming and education related to culturally diverse food systems.

C3.4.11 Leverage opportunities to integrate food systems in new development projects and existing infrastructure adaptations.

C3.4.12 Acknowledge and recognize Indigenous treaty rights in accessing traditional foods, including protocols and approaches to food gathering and harvesting, and support protection and enhancement of food resources.

PUBLIC LAND & INFRASTRUCTURE

C3.4.13 Continue to support local food infrastructure on City owned lands, including farmers markets, urban farms, greenhouses, food forests, and community gardens.

C3.4.14 Continue to explore creative ways to safely integrate edible landscaping on public lands.

C3.4.15 Support installation of infrastructure required for food production in appropriate City owned locations (water supply, irrigation, soils, etc).

C3.4.16 Continue to work with partners to stock and protect local fish populations and habitat.

C3.4.17 Continue to provide and improve accessibility points to water bodies for fishing, harvesting, and launching.

C3.4.18 Continue to acquire parkland in locations that support the health and protection of water and food systems.

C3.4.19 When designing new or improving facilities and open spaces, create or improve environments that support chest / breastfeeding, in support of optimal infant health and food security for young children.

Integrated Policy Areas (view the below sections to see related policies)

C2.5 Complete Streets

C3.1 Community Safety & Security

C3.5 Emergency Management

C3.6 Recreation, Culture, & Wellness

C4.1 Truth & Reconciliation

C4.2 Equity & Inclusivity

C4.9 Parkland & Park Amenity Management

C5.2 Human, Social, & Environmental Capital

D4.8 Green Spaces

C3.5 EMERGENCY MANAGEMENT

Emergency Management is about building resilience in the community through preparedness and mitigation, and continually working at increasing our ability to respond and recover quickly and effectively in the event of an emergency.

Desired Outcomes

Strong coordination amongst all levels of government and agencies in planning and delivery of emergency management.

Reduction in risk to public and private property from major hazards, including an earthquake, extreme heat, or other hazard events.

Demonstrated emergency management leadership, including high seismic standards in new and upgraded facilities and infrastructure.

A culture of preparedness and resilience in City government, workplaces, households, and businesses across the community.

Policies

PLANNING

C3.5.1 Consider emergency management objectives, including preparedness, response, prevention, mitigation, and recovery, when developing and refining City plans, policies, bylaws, and works.

C3.5.2 Prepare to deal with known hazards and emerging threats, both natural and human caused, to limit the adverse impacts of events and effectively manage emergencies.

C3.5.3 Use an equity lens to support all community members when developing emergency plans.

C3.5.4 Consider emergency access and egress routes when planning and developing, including natural areas and park sites.

C3.5.5 Continue to use City facilities, buildings, and spaces as temporary sites for emergency management.

C3.5.6 Utilize *Hazard Risk and Vulnerability Assessments* and ensure identified hazards are considered in: organizational business continuity planning; land use and infrastructure plans; policies; bylaws; and decisions for maintenance, upgrades, and replacement of public and private property.

C3.5.7 Strengthen the City's capacity for emergency preparedness, response, and recovery by improving knowledge of hazards that have potential to impact land, buildings, and infrastructure.

C3.5.8 Continue to strengthen the resiliency of City buildings, structures, and infrastructure to seismic events through high standards and allocation of resources to support physical upgrades.

BUSINESS CONTINUITY

C3.5.9 Continue to maintain up to date business continuity plans and take actions to reinforce the resiliency of City service provision before, during, and after emergency events.

C3.5.10 Provide education and information to businesses, not-for-profit organizations, and other organizations advocating for business continuity plans to ensure maximum resiliency, response, and recovery of their services and operations during and after emergency events.

PARTNERSHIPS & COORDINATION

C3.5.11 Continue to work with the Regional District of Nanaimo, First Nations, senior levels of government, and other local partners to explore and implement opportunities to enhance mitigation, preparedness, response, and recovery to emergency events, and to coordinate effective emergency management in the region.

C3.5.12 Continue to work with Snuneymuxw First Nation to build mutual resilience and collaboration on emergency management including maintaining formal agreements and sharing training opportunities to prepare for, respond to, and recover from emergencies.

C3.5.13 Advocate to senior governments, public agencies, and utility providers to invest in physical and technological upgrades that increase resilience of infrastructure to major hazards.

C3.5.14 Work with industry partners to develop a best practice knowledge base for dealing with disasters.

COMMUNICATION

C3.5.15 Maintain a centralized warning system and continually work to improve communication methods to businesses and community members in the event of a potential emergency.

C3.5.16 Continue to maintain and promote accessible information materials on emergency preparedness to reach a wide diversity of community members.

C3.5.17 Educate and train as many community members and neighbourhoods as possible on emergency preparedness, self-reliance, and care for neighbours requiring support, to meet daily needs for food, water, energy, and other materials under emergency conditions.

Integrated Policy Areas (view the below sections to see related policies)



C1.2 Climate Adaptation & Hazard Mitigation
C1.5 Water, Sewer, & Stormwater Services
C2.5 Complete Streets
C3.1 Community Safety & Security
C3.4 Food Security
C3.6 Recreation, Culture, & Wellness
C4.2 Equity & Inclusivity
C4.4 Political Voice & Engagement
C4.9 Parkland & Park Amenity Management
C5.3 Business Development

C3.6 RECREATION, CULTURE, & WELLNESS

Everyone in Nanaimo should have access to supportive recreation, culture, and wellness services and the opportunity to engage in meaningful experiences that foster individual leisure and community wellbeing. We can choose physical, social, intellectual, creative, and spiritual pursuits that enhance our lives, our individual health, and our community as a whole.

PARTICIPATING IN RECREATION & WELLNESS



In a 2020 Statistical Survey*:

53% of participants reported having registered for a City led parks and recreation program in the past five years.

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

An active community with many physical and social recreation, culture, and wellness opportunities, supporting a strong community that embraces preventative health.

A strong focus on equity and inclusion, providing quality recreation and wellness services and experiences for all.

Supportive environments and a network that enables individual capacity through recreation and health promotion.

Programs and services continuing to evolve to provide for the changing needs and aspirations of community members over time.

High quality City facilities that meet growing demands and are inclusive, accessible, and sustainable, providing environments that support physical, mental, and emotional wellness.

People connecting to nature and to each other through recreation and active living opportunities in a variety of forms, amenities, programs, and services.

Policies

RECREATION & WELLNESS PROGRAMS & SERVICES

C3.6.1 Continue to provide recreation facilities and infrastructure to meet the demands of the community as it grows and that support overall recreation and wellness needs.

C3.6.2 Continue to evolve recreation programs and services to meet changing community needs and to address community diversity.

C3.6.3 Continue to deliver safe and enjoyable recreation and wellness programs and opportunities for residents of all ages, abilities, interests, and levels of mobility.

C3.6.4 Ensure recreation and wellness programming reflects the identity, values, practices, and heritage of all residents.

C3.6.5 Strive to make all recreation and wellness programs inclusive and accessible.

C3.6.6 Plan programs and services that take into account under-represented and vulnerable populations.

C3.6.7 Continue to improve and adapt programs to meet the needs of an aging population.

C3.6.8 Provide opportunities, amenities, and educational programs that encourage people to be active and participate in wellness, recreation, cultural, and environmental stewardship activities in parks, open spaces, and natural environments.

C3.6.9 Continue ongoing engagement with the community to understand evolving community needs and interests for recreation programs and services, and update programs and services to remain relevant.

C3.6.10 Identify and address barriers to programs for groups with lower participation in recreation and wellness activities.

C3.6.11 Reduce barriers to recreation services and participation by maintaining fair and equitable fees for programs and services, and ensure recreation passes and programming are accessible to all people.

C3.6.12 Encourage intergenerational programs that support lifelong participation in recreation.

C3.6.13 Provide opportunities and amenities for people to be active and participate in recreation and wellness activities on a drop-in basis.

C3.6.14 Educate community members on the health and wellness benefits of physical and social recreation.

C3.6.15 Continue to develop sponsorship strategies and policies that support recreation and wellness facilities and programming.

C3.6.16 Continue to work with First Nations on access to recreation and wellness facilities and services.

C3.6.17 Encourage and support community-led initiatives and events that support recreation and wellness.

C3.6.18 Develop and implement community engagement strategies with a focus on youth and their recreation and wellness needs.

RECREATION & WELLNESS FACILITIES, AMENITIES, & INFRASTRUCTURE

C3.6.19 Plan for community recreation and wellness facilities including:

- » indoor community centres (such as community spaces, arenas, aquatic facilities, youth space, gymnasiums, health centres, public schools, and university spaces)
- » outdoor recreation amenities (such as outdoor classrooms, courts, sport fields, spray parks, playgrounds, sport pitches, bike parks, and skateparks)

C3.6.20 When planning and designing new or upgraded indoor and outdoor City facilities, consider:

- » integration of uses with Island Health, the School District, Vancouver Island Regional Library, Vancouver Island University, the Regional District of Nanaimo, health providers, and other public and private services and organizations
- » innovation and emerging trends and best practices
- » accommodation of diverse and changing needs and interests
- » universal accessibility and design standards
- » a focus on multi-use facility design that supports a diverse range of recreation and wellness programs and services
- » use through all seasons
- » potential role in emergency management systems
- » climate mitigation commitments and sustainable building practices
- » integration of physical and mental health services
- » integration of healthy food options
- » integration of creative or artistic features, spaces, and/or public art
- » use of high quality design practices
- » geographical demographics and areas of need

C3.6.21 Building on the process and information gathered through the *City Plan - Nanaimo Relmagined* stakeholder and public engagement process, complete a needs assessment with recommendations for phased upgraded and additions of new indoor recreation facilities, including but not limited to:

- » aquatic facilities
- » ice sheets
- » gymnasium space
- » racket sports facilities
- » other sport and recreation needs

C3.6.22 Continue the phased implementation of the *Beban Park Master Plan* and the *Beban Park Facility Plan* with updates based on engagement from the *City Plan - Nanaimo Relmagined* process.

C3.6.23 Prepare for life cycle upgrades of key recreation facilities, including consideration for new spaces that reflect current trends and improvements for energy efficient and green buildings.

C3.6.24 Work with other levels of government, not-for-profit organizations, developers, and community groups to plan and fund indoor and outdoor facilities.

C3.6.25 Align facility and development planning to add new and updated facilities where they are most needed, such as the proposed South End Community Centre.

C3.6.26 Prioritize new facilities in under-serviced areas and aim to integrate recreational services within each Urban Centre (see *Section D4.3 Centres*).

C3.6.27 Plan City facilities to provide a welcoming atmosphere and support a sense of belonging.

C3.6.28 Manage existing facilities to incorporate upgrades that maintain safety, enhance accessibility, support ongoing relevance, and lengthen the lifespan of the facility.

RECREATION & COMMUNITY PARTNERSHIPS

C3.6.29 Continue to collaborate with community partners on the use and development of recreation and wellness, with the goal of maximizing benefits to all community members.

C3.6.30 Work with partners to secure spaces for programs that are distributed in an equitable manner by:

- establishing new City facilities in underserved locations
- working with partners such as the School District, Vancouver Island Regional Library, Vancouver Island University, Island Health, faith organizations, community organizations, and other groups to utilize existing spaces

C3.6.31 Collaborate with the private sector to offer a broad array of programs that meet evolving community needs for recreation and wellness, while limiting duplication or competition.

C3.6.32 Work with community partners in coordinated communication and marketing to increase public awareness of recreation and wellness programs, services, facilities, amenities, and infrastructure.

COMMUNITY SCHOOLS

C3.6.33 Support school sites in the Urban Centre, Corridor, and Neighbourhood Land Use designations (see *Section D4 Future Land Use Designations*).

C3.6.34 Continue to work with School District 68 to research, plan, and determine locations for future schools and identify co-development and use opportunities with parks, recreation, cultural, and wellness services.

C3.6.35 Review suitability of subdivision applications for future potential school use in areas where School District 68 has indicated a need for future school land.

C3.6.36 Where feasible, plan school sites as local hubs with integrated or adjacent neighbourhood level recreation and wellness services or amenities. Refer to the Local Hubs Concept in *Section D1.2 Integration Examples*.

C3.6.37 Continue to work with School District 68 to develop and support program partnerships and events.

HEALTH & WELLNESS SERVICES

C3.6.38 Encourage the provision of primary health care centres that deliver an integrated and coordinated approach to community health services.

C3.6.39 Advocate for the provision of adequate, coordinated health programs and services to meet community needs and strengthen the health of all community members.

C3.6.40 Collaborate with community partners across all sectors to address important issues around public health. Support efforts to achieve wellness in all dimensions of health, including physical, mental, and emotional wellness.

C3.6.41 Encourage the location of affordable and accessible health facilities, social services, child care, education, and health programs in areas well served by the transit system.

C3.6.42 Seek to coordinate transit and active transportation services and amenities in order to support equitable access to community and health programs, services, and City facilities.

C3.6.43 Encourage the Province and not-for-profit organizations to provide adequate residential treatment and supportive recovery housing for community members of all ages who would benefit from substance use support.

C3.6.44 Encourage the Province and not-for-profit organizations to shift social integration activities to ensure that those who are marginalized are connected to wider networks, beyond those from the social services sector, for instance, to sports leagues or professional networks.

C3.6.45 Encourage and support provincial and federal actions and investment in health services and facilities to meet demand for short and long term care facilities, as well as help address homelessness for people who need health supports to stay housed. This includes people with disabilities at all life stages, people with mental health and substance use disorders, and those with developmental and acquired brain injuries.

Integrated Policy Areas (view the below sections to see related policies)

C1.1 Greenhouse Gas Emissions Reduction
C2.1 Connected Communities
C3.1 Community Safety & Security
C3.3 Intergenerational Living
C4.2 Equity & Inclusivity
C4.3 Access for All
C4.9 Parkland & Park Amenity Management
C5.5 Place Making & Investment Attraction
C5.6 Tourism
D4.3 Centres
D4.4 Corridors
D4.5 Neighbourhoods



C4

AN EMPOWERED NANAIMO: RECONCILIATION, REPRESENTATION, & INCLUSION

You know, reconciliation at its centre is really about, for me, fundamentally two things. It is about respect and it is about love

- Natan Obed, President, Inuit Tapiriit Kanatami

An Empowered Nanaimo feels welcoming and safe to all those who choose this city as home. Together, we are actively making progress towards reconciliation. We are relearning the past, acknowledging the truth of past wrongs, and committing to working together respectfully and collaboratively towards a common future. An Empowered Nanaimo honours and celebrates the long and rich history and living culture of the First peoples on whose Traditional Territories our city is situated.

Our differences are what makes our community interesting, innovative, and vital. An Empowered Nanaimo is about being an inclusive and accessible community. One that provides equitable opportunities for all to enjoy and participate in community activities and spaces, including our parks and waterfronts; recreation, cultural and heritage facilities; and programs. Inclusion involves hearing each voice in civic life – through effective engagement and public process – where everyone has an opportunity to contribute and see themselves as part of our city's story and future. By embracing diversity, we can find what unifies our community spirit.

WHY IS AN EMPOWERED NANAIMO IMPORTANT FOR OUR FUTURE?

Everyone deserves a chance to live their best life and feel like they belong. Nanaimo aspires to be the kind of community that provides these opportunities for all. When citizens feel safe, can meet their basic needs, and have found their place and voice in the community, they can learn, grow, share, and celebrate together. Empowered people, in turn, are reflected in our community pride, character, and identity.









C4.1 Truth & Reconciliation

C4.2 Equity & Inclusivity

C4.3 Access for All

C4.4 Political Voice & Engagement

C4.5 Culture

C4.6 Archaeology & Heritage

C4.7 Public Art Projects & Programs

C4.8 Community Events, Festivals, Tournaments, & Gatherings

C4.9 Parkland & Park Amenity Management

C4.10 Waterfront Use & Protection

View related background and maps on parks and culture in **Section D6 Parks, Recreation, Culture, & Wellness.**

INTEGRATION

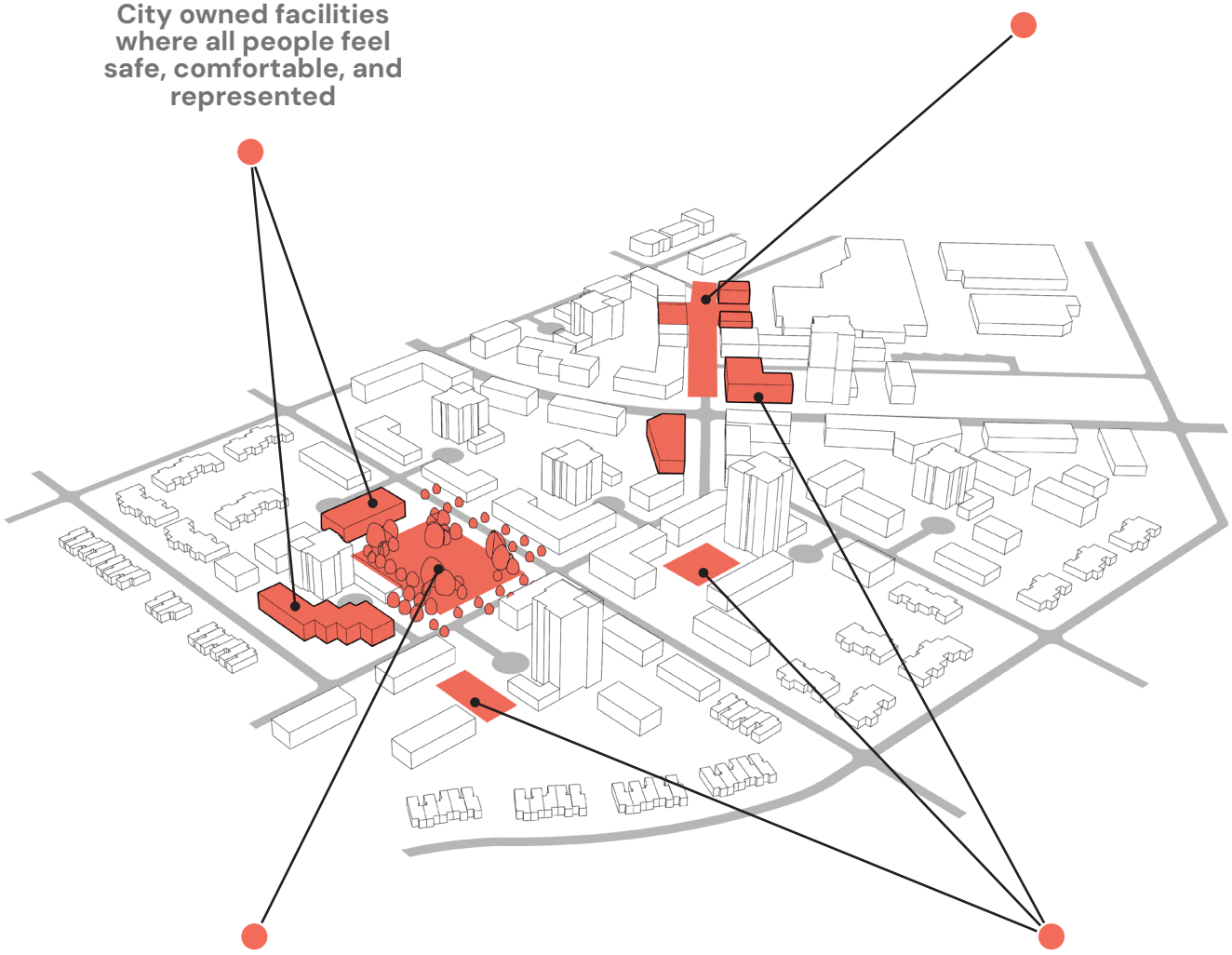
What does **AN EMPOWERED NANAIMO** look like in an **URBAN CENTRE**?

CULTURAL HUBS

A lively and vibrant atmosphere supported by public plazas, visible arts, outdoor markets, and performance spaces

INCLUSIVE & WELCOMING SPACES

City owned facilities where all people feel safe, comfortable, and represented



DESTINATION PARK

A large greenspace within a short walk for all residents, creating a hub for social activity, relaxation, and access to green and nature

CELEBRATION

Events that invite the entire community to come together in celebration and play



Tsumkwaut (Deborah Good) Snuneymuxw, drummer and singer, leader of the Foot Prints of the Wolf, performing a traditional song at the Port Theatre



Outdoor street markets / events



Playful public art



Destination park



Youth programming



Community connection

INTEGRATION

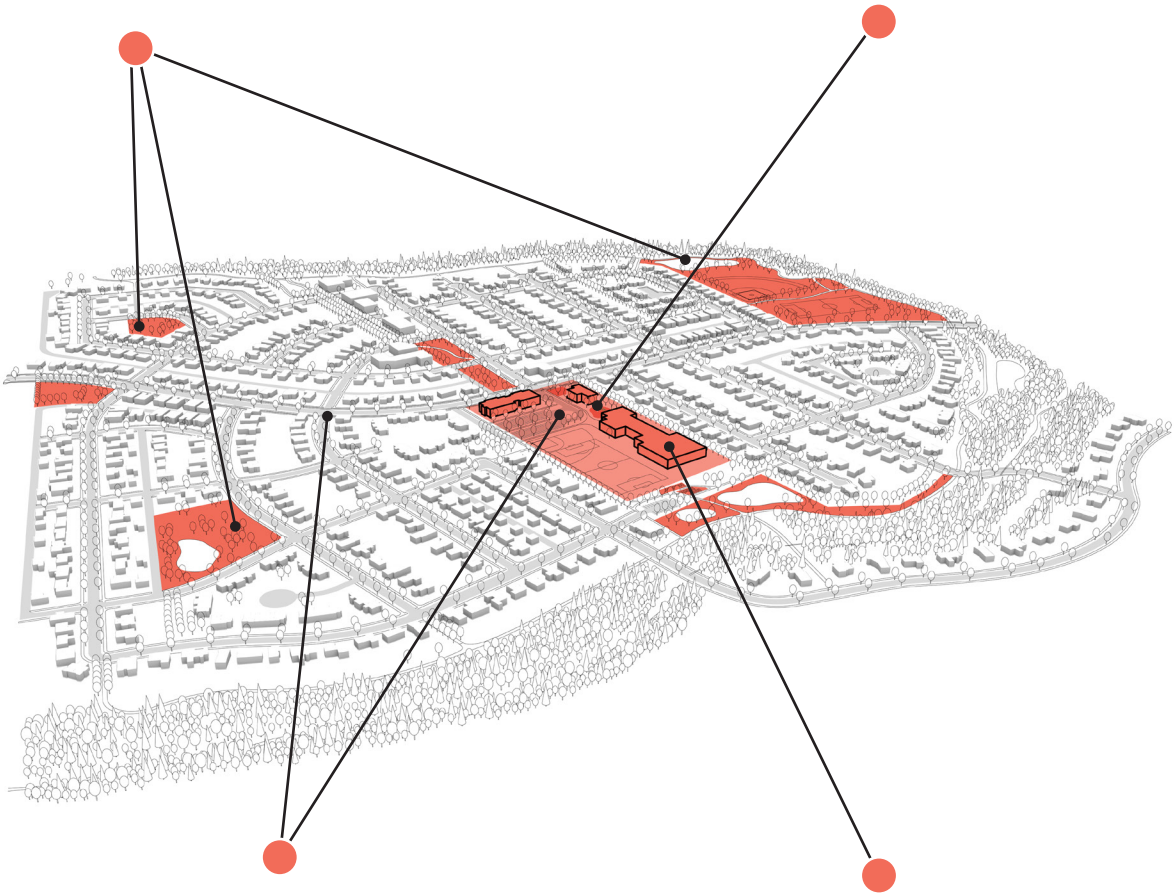
What does **AN EMPOWERED NANAIMO** look like in a Neighbourhood?

NEIGHBOURHOOD PARKS

Access to local play and outdoor recreation destinations within easy walk for most residents

LOCAL HUBS

Evolution of a neighbourhood "heart" centred around a local elementary school for daycare, small scale daily needs, and joint use recreation and culture facilities

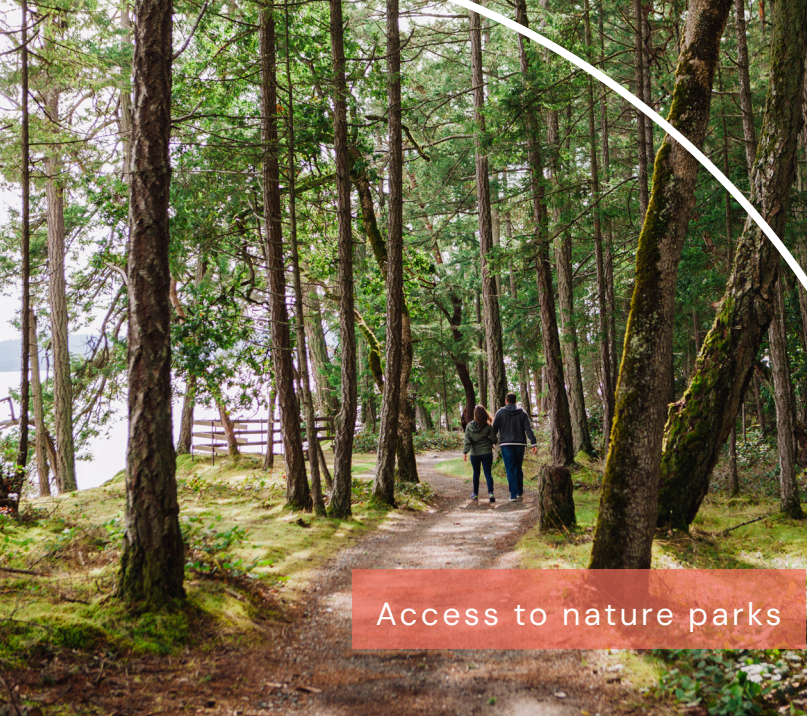


ACCESSIBLE SPACES & PLACES

Universal accessibility throughout the community supporting inclusive access for all

CENTRAL SCHOOL LOCATION

Elementary school or similar community facility central to the neighbourhood


Access to nature parks


Music events in the park


Neighbourhood parks


Accessible places and spaces


Arts and cultural programming


Access to waterfront areas



Elder Lolly Good,
Snuneymuxw

C4.1 TRUTH & RECONCILIATION

We respectfully acknowledge that the city boundary lies within the Traditional Territory of Snuneymuxw First Nation who have many significant ancestral village sites throughout the city including Stlilnup (Departure Bay) and Sxwuyum (Millstone River). We recognize the Snuneymuxw Treaty of 1854, a trade and commerce treaty that forever and always preserves and protects Snuneymuxw villages, waters, enclosed fields, harvesting and gathering sites, and the right to hunt and fish as formerly.

We are committed to the hard work of advancing Truth and Reconciliation through government-to-government relations and protocols. This includes working together, in a good way with First Nations leadership, to continue acknowledging and respecting their long standing relationship with these lands and addressing inequities and intergenerational impacts of colonial systems experienced by Indigenous peoples in Nanaimo. Through these government-to-government relations and protocols, we will strive to strengthen positive and constructive relations that respect and raise up Snuneymuxw Government and their Mustimuxw (peoples).

Desired Outcomes

The City of Nanaimo acknowledges that ongoing planning and land development occurs on the Traditional Territory of Snuneymuxw First Nation.

Respectful relations between City of Nanaimo and First Nations governments with a focus on relationship building as a key component of fostering strong government-to-government relationships.

A fully inclusive community that supports the equity, health, and wellbeing of community members of diverse cultural backgrounds, especially those who identify as Indigenous.

Recognition of the guiding principles of the Truth and Reconciliation Commission's (TRC) *94 Calls to Action*, the United Nations *Declaration on the Rights of Indigenous Peoples* (UNDRIP), and the Government of British Columbia's *Declaration on the Rights of Indigenous Peoples Act* (DRIPA) in all areas where the City has impact or influence.

Improved community cohesion and Indigenous belonging through education and awareness of the culture and strengths of Canada's Indigenous peoples with a focus on the First Nations whose Territories the city boundary lies within, and taking ongoing actions to address and heal the impacts of colonialism and racism.

Policies

AWARENESS, EDUCATION, & EQUITY

C4.1.1 Recognize and work to implement the guiding principles of the TRC *Calls to Action*, UNDRIP, and DRIPA in all areas where the City has impact or influence.

C4.1.2 Continue to provide learning opportunities for City Staff and community members on the history of Indigenous peoples in Canada with special focus on the First Nations whose Territories the city boundary lies within. This includes the history and legacy of residential schools, hospitals, and other colonial systems, the United Nations *Declaration on the Rights of Indigenous Peoples*, Treaties, and Indigenous rights.

C4.1.3 Contribute any City records to First Nations and the National Centre for Truth and Reconciliation that are relevant to the history and legacy of the Indian residential school system and hospitals in Nanaimo.

C4.1.4 Work with First Nations and other government partners to support and encourage partnerships and initiatives that improve the health and wellbeing of all Indigenous community members, including those represented by the Métis Nation, Inuit, and other Urban Indigenous peoples.

C4.1.5 Continue to work collaboratively with First Nations and other partner organizations to establish culturally sensitive opportunities to honour all the children lost through the residential school system and support healing for survivors and their families.

GOVERNMENT-TO-GOVERNMENT RELATIONS

C4.1.6 Engage government-to-government with Snuneymuxw First Nation in accordance with protocol agreements as well as guidance for local governments under the Truth and Reconciliation Commission's (TRC) *94 Calls to Action*, the United Nations *Declaration on the Rights of Indigenous Peoples* (UNDRIP), and the Government of British Columbia's *Declaration on the Rights of Indigenous Peoples Act* (DRIPA). This includes upholding the following guiding principles committed to by the City of Nanaimo and Snuneymuxw First Nation in the *2019 Renewed Protocol Agreement*:

(a) Act in an open, good faith, and transparent manner toward one another

(b) Nurture trust and collaboration between one another to create confidence in the renewed relationship that will further certainty and reliance of the Nanaimo region on the government-to-government relationship between the Parties

(c) Mutual recognition and respect for each other, specifically Snuneymuxw's connection to Snuneymuxw Territory including the spiritual and cultural importance of Snuneymuxw values and way of life

(d) Adopt a "solutions oriented" approach in all work together through the creation of a shared vision of greater prosperity and wellbeing for all residents of the Nanaimo region

(e) Act consistent with the Draft Principles [of the Protocol Agreement]

(f) Advance understanding of the rights, obligations, needs, and challenges of one another

C4.1.7 Continue to collaborate on referral processes with Snuneymuxw First Nation to more efficiently and effectively address City land use planning and decisions that impact Snuneymuxw interests, including treaty rights.

C4.1.8 Consider collaboration on Traditional Land Use Planning and Studies to support improving City land use planning and decision making processes.

C4.1.9 Recognize the importance of Snuneymuxw village sites as identified in the Treaty of 1854 and encourage efforts by the Crown to return land or compensate for losses.

C4.1.10 Work with Snuneymuxw First Nation, the Provincial Government, and the Regional District of Nanaimo to investigate opportunities for Snuneymuxw Mustimuxw (peoples) to participate in City elections.

C4.1.11 Continue to support collaborative agreements between the City, Snuneymuxw, and other levels of government including the School District, the Regional District of Nanaimo, Nanaimo Port Authority, and BC Housing.

C4.1.12 Recognize the overlapping interests and jurisdiction between the City of Nanaimo, Snuneymuxw First Nation, and the Regional District of Nanaimo, and consider tripartite government-to-government agreements to facilitate stronger collaboration and cooperation to achieve reconciliation and other shared interests.

C4.1.13 Recognize and acknowledge the Traditional Territories of First Nations at the start of public meetings and events.

C4.1.14 Continue to collaborate with First Nations governments on projects of mutual environmental, economic, social, and cultural interest on their Traditional Territories.

C4.1.15 Encourage and support First Nations government, and as appropriate, other Indigenous representation on committees, task forces, and tables addressing topics of mutual interest.

C4.1.16 Partner with First Nations to increase their visible presence and recognize their Traditional Territories through a variety of projects, including signage, place-naming, art, incorporation of Hul'qumi'num language into public spaces, communications materials, and other ideas.

C4.1.17 Ensure approval by First Nations governments prior to starting any public art, culture, or heritage projects with Indigenous content to be located in City owned spaces on their Traditional Territories.

Integrated Policy Areas (view the below sections to see related policies)



C3.4 Food Security
C4.2 Equity & Inclusivity
C4.5 Culture
C4.6 Archaeology & Heritage
C4.7 Public Art Projects & Programs
C4.8 Community Events, Festivals, Tournaments, & Gatherings
C4.9 Parkland & Park Amenity Management
C4.10 Waterfront Use & Protection
C5.3 Business Development
C5.5 Place Making & Investment Attraction
C5.6 Tourism

C4.2 EQUITY & INCLUSIVITY

Equity recognizes that each person has different circumstances and allocates resources and opportunities to support more positive outcomes for all regardless of age, ability, gender, sexual orientation, faith practice, ancestry, or background. By identifying inequities and targeting investment in prevention and intervention, the wellbeing and inclusion of the diversity of people that make up our entire community can be enhanced, creating a city that puts people first and supports a sense of belonging.

Desired Outcomes

An inclusive Nanaimo that provides opportunities for active involvement and prosperity for all; welcomes contributions of all members; facilitates participation and social interaction across cultures, genders, orientations, ages, and abilities; and recognizes and fosters respect for diversity as per the Province's *Accessibility BC Act*.

Environments and spaces across all areas of the city that are diverse and vibrant for the enjoyment of all residents.

Celebration of diverse cultures and a community that is welcoming, inclusive, and accepting of all cultures.

Equitable access to services, programs, and facilities for all residents.

Continued City leadership by receiving training; sharing resources and knowledge; and applying an equity, gender, diversity, and inclusion lens in City initiatives and decision making.

Policies

C4.2.1 Create a welcoming, inclusive atmosphere in City owned facilities where all people feel safe, comfortable, and represented.

C4.2.2 Incorporate an equity lens into land use planning decisions across Nanaimo.

C4.2.3 Encourage an equitable distribution of community amenities, social services, facilities, and mobility across the city, to support the diverse needs of residents.

C4.2.4 Strive to reduce financial barriers to community spaces, programs, and services for community members with lower incomes.

C4.2.5 Encourage development of accessible and inclusive public spaces and buildings through universal design principles, and the provision of accessible and inclusive amenities and infrastructure for all ages, abilities, and genders.

C4.2.6 Create and adapt programming and facilities to support respectful and inclusive services for all people.

C4.2.7 Design all new washroom facilities, and retrofit existing facilities, where possible, to include universal and gender neutral spaces.

C4.2.8 Encourage diversity awareness and build a culture of compassion for people of all cultures, genders, orientations, ages, and abilities.

C4.2.9 Support and welcome newcomers to settle in Nanaimo and encourage their awareness, understanding, and respect for First Nations governments and Mustimuxw (peoples) and other Indigenous peoples.

C4.2.10 Encourage programs that create employment opportunities and link diverse and under represented groups to those opportunities.

Integrated Policy Areas (view the below sections to see related policies)



C2.2 Integrated Walk, Roll, Cycle, & Transit Network

C3.6 Recreation, Culture, & Wellness

C4.1 Truth & Reconciliation

C4.3 Access for All

C4.5 Culture

C5.2 Human, Social, & Environmental Capital

C4.3 ACCESS FOR ALL

The ability to freely and fully access and experience a community affects individual wellbeing. The City is committed to improving accessibility for all, by identifying, removing, and preventing barriers that limit access to services, amenities, and public life. Access is vital for all residents to have an equitable and enjoyable experience of what Nanaimo has to offer.

COMMUNITY ACCESSIBILITY INPUT*

In 2020, meetings with accessibility stakeholders revealed areas for improvement:

- Downtown
- Playgrounds and parks
- Availability of transit (handyDART and scheduled transit)
- Street crossings and sidewalks
- More places to live where daily needs are within easy access for a person with physical disabilities

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

There are many ways for people of all ages and abilities to move freely throughout the city and without barriers.

People of all ages, genders, abilities, and income levels have easy access to services and spaces without barriers.

Policies

ADMINISTRATIVE

C4.3.1 Continue to provide accessible meeting space for in person Council and Committee meetings as well as access to online live streamed and recorded options with closed captioning.

C4.3.2 Ensure that online communications are adapted to reduce barriers for a range of audio-visual accessibility needs.

C4.3.3 As requested, offer access to City services online, via phone, or in person, to support a person's specific accessibility needs using a range of existing and emerging technologies, including use of video relay services to support those with hearing or speech disabilities.

C4.3.4 Where applicable, include an "accessibility lens" to Council reports and consultant reports delivered to City Staff and Council.

C4.3.5 Continue to address and remove barriers to employment consistent with BC's *Human Rights Code*.

C4.3.6 Where possible, ensure that all or most owned or leased City facilities meet accessibility requirements in the latest version of the *BC Building Code*.

C4.3.7 Ensure that new City facilities and buildings, including major renovations, meet universal accessibility standards.

C4.3.8 Include universal design principles in City plans, policies, designs, standards, programs, and services that consider the needs of all people, including those with physical, sensory, and cognitive disabilities.

PARKS & RECREATION FACILITIES

SEE SECTIONS C3.6 RECREATION, CULTURE, & WELLNESS AND C4.9 PARKLAND & PARK AMENITY MANAGEMENT FOR RELATED POLICIES

C4.3.9 Provide opportunities for all people to pursue healthy, active, and social lifestyles through a range of inclusive, accessible, and affordable events, festivals, parks, recreational facilities, cultural facilities, and programs.

C4.3.10 Ensure that public spaces are available and accessible to all members of the community where possible.

C4.3.11 Continue to increase the provision of accessible play equipment and park amenities.

C4.3.12 Where possible, provide safe, clean, and accessible washroom facilities, including change tables for children and adults, throughout the city to enhance public space experiences for all.

C4.3.13 Provide universal access to parks, open spaces, and outdoor recreation opportunities. Where universal access is not possible in natural areas, prioritize meaningful opportunities for people of all abilities to participate in areas where universal accessibility is feasible.

RECREATION PROGRAMS

SEE SECTION C3.6 RECREATION, CULTURE, & WELLNESS FOR RELATED POLICIES

C4.3.14 Strive to make all City parks, recreation, and culture programs as inclusive and accessible as possible for all ages and abilities.

C4.3.15 Continue to provide a variety of inclusive and barrier-free activities that support different age groups including seniors and youth.

C4.3.16 Continue to offer adaptive sport options, working with partners and organizations, wherever possible.

C4.3.17 Continue to partner with social clubs to provide meeting space for people with disabilities.

C4.3.18 Continue to use Physical Literacy as a method of programming for youth to teach and adapt skills needed to learn purposeful physical pursuits.

C4.3.19 Continue to incorporate accessibility and inclusiveness into recreational programs through adaptability and instruction.

LAND USE & DEVELOPMENT

C4.3.20 Encourage private home owners, landlords, developers, and not-for-profit housing providers to build new or update existing buildings and spaces to meet adaptable and accessibility standards.

C4.3.21 Encourage and consider incentives for private developers and not-for-profit housing organizations to develop and maintain a percentage of adaptable and accessible housing rental units in new or existing market and affordable developments.

C4.3.22 Enable seniors to age-in-place by supporting alternative housing and care options, such as adapting existing housing to be accessible, supporting in-law or secondary suites, encouraging shared or co-housing opportunities, and enabling at-home care opportunities.

MOBILITY & TRANSPORTATION

C4.3.23 Continue to support Regional District of Nanaimo and BC Transit efforts to maintain and improve accessibility to public transit through bus design.

C4.3.24 Ensure that the design of new or upgraded public transit infrastructure (e.g., transit shelters, exchanges, etc.) considers accessibility for all users, particularly those serving rapid and frequent transit routes.

C4.3.25 Work to reduce transportation barriers to City owned facilities and City run programs.

C4.3.26 Where possible, exceed minimum requirements for universal accessibility for parking access and design standards.

C4.3.27 Work with community partners to develop universally accessible trails where appropriate, and provide information about trail conditions and barriers at the trailheads and online.

Integrated Policy Areas (view the below sections to see related policies)

C2.1 Connected Communities

C2.2 Integrated Walk, Roll, Cycle, & Transit Network

C2.5 Complete Streets

C3.2 Affordable Housing

C3.3 Intergenerational Living

C3.6 Recreation, Culture, & Wellness

C4.2 Equity & Inclusivity

C4.4 Political Voice & Engagement

C4.9 Parkland & Park Amenity Management

C4.10 Waterfront Use & Protection

C4.4 POLITICAL VOICE & ENGAGEMENT

An informed and aware community who can participate in political processes; share opinions, ideas, and feedback; and exercise rights and responsibilities effectively is indispensable for strengthening the quality of our community.

Desired Outcomes

An informed and aware community that can meaningfully participate in City processes and shape city decisions.

Opportunities for all people to express their voice on community matters important to them.

City leadership is actively listening to the diverse voices in the community.

Space for representation that reflects the diverse population of Nanaimo so that decision making, planning, policy development, and creation of procedures considers a broad range of perspectives that are representative of community diversity.

Respectful and kind conversations that allow for differing opinions while demonstrating respect for others.

Policies

C4.4.1 Ensure that all people have opportunities to be engaged in City matters and processes by offering a range of accessible engagement tools and methods that encourage representative and diverse feedback from areas of the city affected by a potential action and/or city-wide demographics as appropriate.

C4.4.2 Support and leverage engagement of children, youth, and their families and incorporate their voices into the development of City initiatives, programs, planning, and policies that serve and affect them, by continuing to work collaboratively with schools, institutions of higher learning, and others.

C4.4.3 Use statistically-valid engagement methods where representative community opinions are very important.

C4.4.4 Ensure groups that may be under-represented in engagement, including children and youth; elders; those with physical, sensory, or cognitive disabilities and their supporters; and vulnerable or marginalized people, have opportunities to provide input into City services, programs, and policy development.

C4.4.5 Engage with a broad range of community members and organizations who offer diverse perspectives, interests, and solutions on emerging issues and opportunities, including residents, businesses, not-for-profit organizations, major institutions, and other levels of government.

C4.4.6 Integrate participant feedback questions into engagement processes to obtain input on the process and tools used, and identify improvements for future engagement.

C4.4.7 Focus community engagement to allow participants to provide feedback that brings the most value, and that recognizes their experiences and community knowledge.

C4.4.8 Clearly identify the scope and purpose of community engagement so participants understand what they are being engaged on, and their level of influence on decisions.

C4.4.9 Consider findings of community engagement alongside technical analysis and expert knowledge.

Integrated Policy Areas (view the below sections to see related policies)



C3.3 Intergenerational Living

C4.2 Equity & Inclusivity

E1.1 Area Plans

E1.2 Neighbourhood Plans & Community Engagement

C4.5 CULTURE

Culture connects us and defines us as a community. It is about our history, our values, and our beliefs. It evolves over time. Our culture is what makes our city unique, distinctive, and vibrant and is why people love where they live. Creativity, innovation, arts, and culture are at the heart of a thriving Nanaimo.

PARTICIPATING IN CULTURE



In a 2020 Statistical Survey*:

84% of participants reported having attended an event or activity at a City owned arts and culture facility in the past five years.

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

Culture is recognized as a significant contributor to the city's quality of life, and residents of all ages, abilities, and backgrounds can participate, express themselves, and find belonging.

First Nations culture is celebrated and honoured to strengthen recognition and understanding of their Traditional Territories and presence.

The culture of all people of Nanaimo is celebrated and shared in a way that encourages residents and visitors to experience the diversity of our city.

Nanaimo has excellent cultural places, spaces, and facilities that are welcoming, accessible, vibrant, and memorable.

Residents and visitors encounter art and culture in public places throughout the city as part of their daily experiences.

Nanaimo's cultural identity is widely recognized and is a source of economic prosperity, supported by strategic investment, celebration, marketing, and partnerships.

Policies

SPACES & PLACES

C4.5.1 Regularly partner with First Nations to increase the visibility and recognition of their Traditional Territories and ongoing presence through collaborative projects including art, signage, place-naming, and other ideas.

C4.5.2 Establish flexible and innovative cultural facilities that anticipate and enable a wide range of cultural programs and can accommodate a variety of production, exhibition, and performance experiences.

C4.5.3 Make arts and culture visible and accessible throughout the city, in each of the designated Urban Centres, with a special focus on Downtown.

C4.5.4 Continue to facilitate the growth of the Downtown as a cultural area by:

- » locating new or redeveloping facilities suited for cultural purposes in the area
- » encouraging property owners to include spaces that support arts and culture (e.g., live / work spaces, studio spaces, etc.)

C4.5.5 Provide spaces for arts and culture programming within City owned facilities.

C4.5.6 Work to increase cultural investment through regular capital and operating budgeting processes.

C4.5.7 Support and encourage street entertainment as part of vibrant streets and waterfront areas, and supporting a lively visitor experience.

C4.5.8 Consider opportunities to integrate cultural elements into community improvement and renewal projects.

C4.5.9 Maintain existing cultural infrastructure and support planning for enhanced facilities.

EXPERIENCES

C4.5.10 Recognize and promote the role that culture and the creative sector play in the community with respect to community identity and quality of life.

C4.5.11 Foster equitable opportunities for all community members of different ages, abilities, and backgrounds to create, engage, experience, and contribute to Nanaimo's arts and culture.

COLLABORATION

C4.5.12 Collaborate with partners to identify cultural planning and development opportunities.

C4.5.13 Continue to support community led arts and culture programs, including annual funding to assist groups in the production and delivery of arts and cultural activity.

C4.5.14 Work with First Nations governments, the School District, and other community based organizations to support and promote opportunities for underserved groups to participate in cultural activities.

C4.5.15 Work with partners to establish creative hubs that provide a range of spaces and resources to support artists and arts organizations.

C4.5.16 Support collaboration with, and between, arts and culture organizations, businesses, and other agencies to increase opportunities for working together to share resources and build capacity within organizations.

C4.5.17 Pursue public and private partnerships for community events and festivals, cultural facility development, and cultural programs.

Integrated Policy Areas (view the below sections to see related policies)



C2.1 Connected Communities
C3.6 Recreation, Culture, & Wellness
C4.1 Truth & Reconciliation
C4.2 Equity & Inclusivity
C4.6 Archaeology & Heritage
C4.7 Public Art Projects & Programs
C4.8 Community Events, Festivals, Tournaments, & Gatherings
C4.10 Waterfront Use & Protection
C5.5 Place Making & Investment Attraction
C5.6 Tourism
D4.3 Centres

C4.6 ARCHAEOLOGY & HERITAGE

Natural, cultural, and built heritage tell stories of the richness of our past and create a sense of place, belonging, and pride for First Nations (whose Territories the city is located on) and all Nanaimo residents. This past is reflected in archaeological sites, First Nations cultural heritage sites, cultural landscapes, historically significant buildings and structures, traditions, and more. Heritage conservation seeks to maintain and share information about these reminders of the past so that people can exchange knowledge, learn about, and understand how the past has contributed to who we are today.

Desired Outcomes

Tangible, or physical, heritage resources, are identified and protected from impacts that could destroy their heritage attributes, including archaeological sites, First Nations cultural heritage sites, cultural landscapes, buildings, and structures.

Intangible, or non-physical, heritage resources are safeguarded and passed from generation to generation, including oral traditions, performing arts, social practices, knowledge, and craftsmanship.

First Nations cultural heritage is recognized and protected in keeping with their protocols.

Heritage resources, both tangible and intangible, continue to support a distinct community identity and contribute to community prosperity and quality of life for all.

Residents and visitors are aware of, and support, ongoing protection of heritage resources, both tangible and intangible.

Policies

HERITAGE PROTECTION

C4.6.1 Protect archaeological features located on lands owned by the City by avoiding archaeological features wherever feasible, or through appropriate mitigation measures if avoidance is not possible.

C4.6.2 Work with First Nations to identify and collaborate on updates to the Province's *Archaeological Overview Assessment* information for Nanaimo.

C4.6.3 Work with Snuneymuxw First Nation to identify and understand sites of special cultural and traditional significance in order to support future designation of heritage conservation areas.

C4.6.4 Maintain and enhance City owned heritage assets and consider protecting sites of high historical or archaeological value through future parkland acquisition.

C4.6.5 Maintain a comprehensive *Heritage Conservation Program* to accomplish the following:

- » integrate heritage considerations into the City's development approval process
- » maintain a community heritage register of buildings, structures, and sites that have heritage value
- » work with First Nations and others to identify and recognize areas of cultural and heritage significance
- » continue to celebrate Nanaimo's unique, authentic, and culturally diverse history and connection to the past
- » encourage the protection of individual heritage properties using heritage conservation covenants, heritage revitalization agreements, heritage impact assessments, financial assistance, incentives, or other available tools

C4.6.6 Recognize the Newcastle neighbourhood as the original location of an important Snuneymuxw village, as well as containing built heritage sites dating back to when the City of Nanaimo was established.

C4.6.7 Recognize Downtown as the location of the greatest concentration of built heritage sites dating back to when the city was established and continue to provide long term protection for the Downtown–Fitzwilliam Street Corridor through a *Heritage Conservation Area*.

C4.6.8 Broaden the focus of heritage to include areas beyond Downtown.

HERITAGE OBSERVANCE

C4.6.9 Work with First Nations to raise the visibility of their history and connection with the land, particularly on public sites within the city.

C4.6.10 Continue to support the Nanaimo Museum, Nanaimo Military Museum, and Nanaimo Community Archives, and encourage their efforts to support reconciliation initiatives involving First Nations.

C4.6.11 Better define "heritage," "culture," and "who we are" as a city so people know what these terms mean. Unify and reconcile our story based on the perspectives of First Nations Mustimuxw (peoples), with all residents understanding our evolution as a city (including the long, rich history of First Nations, impacts of colonialism, and smaller communities now forming Nanaimo).

C4.6.12 Feature more cultural history and diversity in the Nanaimo story and heritage interpretive materials, with a special focus on First Nations, while also including more recent Chinese, Italian, and other communities.

C4.6.13 Move heritage beyond places such as museums and galleries and into settings where people can interact with it, for example, in parks, at festivals, or in commercial areas.

COMMUNICATIONS

C4.6.14 Increase public awareness, understanding, and appreciation of Nanaimo's heritage through the continued use of promotional and educational materials such as interpretive signage, online information, and brochures.

C4.6.15 Work with First Nations to ensure that existing and new interpretive signs and other heritage information reflect their stories and identify areas and information they wish to highlight to the community and visitors.

C4.6.16 Expand interpretive signage and other promotional materials for historic parts of the city, including in parks, along trails, and at the waterfront to inform and educate users about the natural environment, First Nations history and presence, and Nanaimo's more recent history.

C4.6.17 Connect heritage to the present by using new technologies for information sharing; highlighting heritage resources in public spaces; and encouraging heritage based programming, storytelling, and performance.

Integrated Policy Areas (view the below sections to see related policies)

C1.3 Urban Tree Canopy, Natural Areas, & Greenways

C4.1 Truth & Reconciliation

C4.5 Culture

C4.7 Public Art Projects & Programs

C4.8 Community Events, Festivals, Tournaments, & Gatherings

C4.9 Parkland & Park Amenity Management

C4.10 Waterfront Use & Protection

C5.5 Place Making & Investment Attraction

C5.6 Tourism

C4.7 PUBLIC ART PROJECTS & PROGRAMS

Public art enhances a community and supports powerful place making experiences. Public art is a cultural contribution that fuels imagination, sparks curiosity and critical thinking, and offers a unique reflection of place and people, contributing to character and a shared sense of identity.

49% of participants in a 2020 Statistical Survey* identified "public spaces enriched by art" as a priority for the future of Nanaimo.

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

Public art is accessible and integrated into the experience of the community, stimulating creativity, learning, and a powerful city identity.

Indigenous art is visible in public spaces throughout the community, endorsed by First Nations Governments, and created through collaborations with local First Nations artists.

Policies

C4.7.1 Regularly review and update best practices for realizing art in public spaces.

C4.7.2 Recognize that public art is situated at the intersection of public life, cultural ideas, and the social conditions of our time. Encourage public art projects and programming to:

- support reconciliation through protocol agreements and processes with local First Nations
- create memorable spaces and experiences
- provide a sense of place and celebration
- be a point of community pride
- reflect the environment and history of the community
- create a better understanding and appreciation of cultures and communities with a special focus on local First Nations
- employ sustainable practices and enhance the environment and community resiliency
- contribute to equitable public spaces by reflecting and engaging artists from a wide range of cultures, demographics, experiences, and orientations
- be accessible and freely available to everyone throughout the community to experience and enjoy
- help define the nature of our community for residents and visitors

C4.7.3 Integrate public art and public realm improvement projects in the development or renovation of civic infrastructure, including streets, buildings, and parks.

C4.7.4 Encourage incorporation of public art within new development or redeveloped private lands, especially in Urban Centre and Corridor land use designations.

C4.7.5 Ensure approval by local First Nations governments prior to starting any City public art, culture, or heritage projects with First Nations or other Indigenous content to be located on their Traditional Territories.

C4.7.6 Regularly seek opportunities to work with local First Nations artists.

C4.7.7 Consider integration of public art of various scales in the design and construction of City owned sites that are being improved by parks, recreation, and culture or other City departments as part of their capital plans.

C4.7.8 Incorporate public art into trails and unexpected places.

C4.7.9 Foster neighbourhood identity by supporting community driven art projects.

Integrated Policy Areas (view the below sections to see related policies)

C2.3 Recreational Trails

C3.6 Recreation, Culture, & Wellness

C4.1 Truth & Reconciliation

C4.5 Culture

C4.9 Parkland & Park Amenity Management

C4.10 Waterfront Use & Protection

C5.2 Human, Social, & Environmental Capital

C5.5 Place Making & Investment Attraction

C5.6 Tourism

D4.3 Centres

D4.4 Corridors

C4.8 COMMUNITY EVENTS, FESTIVALS, TOURNAMENTS, & GATHERINGS

Community events, festivals, tournaments, and gatherings are an essential part of how we celebrate who we are as a city and a people. Celebrating our diversity and showcasing our local cultural resources, artistic talents, and community pride to both residents and visitors through events, festivals, tournaments, and gatherings, builds a higher quality of life, a stronger economy, and a more connected and socially inclusive Nanaimo.

SUPPORT FOR EVENTS

In a 2020 Statistical Survey*:

- Participants identified outdoor venues for live performances and festivals as something Nanaimo could use more of
- **34%** of participants indicated that more special events are a programming priority

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

A wide array of experiences, events, and celebrations that advance reconciliation and build understanding about community diversity through celebration, sport, culture, art, music, writing, performance, and more.

An animated and lively public realm with public spaces that are well used for community gatherings, both formal and informal, and special events.

An open invitation to all members of the community to access and participate in events, festivals, tournaments, and gatherings.

Strong community pride and sense of place supported by events and community gatherings that offer free, family oriented, inter-generational opportunities.

Policies

C4.8.1 Continue to work with First Nations to support the development of venues and co-hosting of local, regional, provincial, and national sporting and cultural events.

C4.8.2 Continue to host, permit, and support festivals, celebrations, sporting events, and other events in public spaces.

C4.8.3 Integrate space for events and gatherings as part of each of the city's designated Urban Centres with a special focus on the Downtown.

C4.8.4 Support the image of Downtown as Nanaimo's cultural area by continuing to host, and encouraging partners and community organizations to host, events in the Downtown.

C4.8.5 Through partnerships, continue to develop sport and special event facilities that provide opportunities to meet community wellness needs, as well as sport tourism objectives.

C4.8.6 When planning and designing facilities and public spaces, integrate flexible space that can serve as venues for community events and gatherings through all seasons.

C4.8.7 Continue to support development of and improvements to the Sport Zone / Stadium District to host a variety of sporting events, tournaments, and other community events.

C4.8.8 Support event and festival organizations to provide interesting, vibrant, and timely events and festivals throughout the year.

C4.8.9 Host and support events that celebrate Nanaimo's diverse cultures.

C4.8.10 Seek to activate public rights-of-way through innovative measures like closures to traffic, widening of pedestrian and amenity areas, and other measures that create formal and informal gathering spaces.

C4.8.11 Continue providing financial support to assist groups in the production and delivery of community events and gatherings.

C4.8.12 Invest in and support new and revitalized events, festivals, tournaments, and gatherings – especially those in the shoulder and off-seasons.

C4.8.13 Provide logistical support to events, festivals, tournaments, and gatherings – especially those in the shoulder and off-seasons.

C4.8.14 Facilitate, support, and encourage off-site parking / shuttle opportunities, as well as transit, for large events and festivals in public spaces.

Integrated Policy Areas (view the below sections to see related policies)



C2.1 Connected Communities
C2.5 Complete Streets
C3.6 Recreation, Culture, & Wellness
C4.1 Truth & Reconciliation
C4.5 Culture
C4.6 Archaeology & Heritage
C4.9 Parkland & Park Amenity Management
C4.10 Waterfront Use & Protection
C5.5 Place Making & Investment Attraction
C5.6 Tourism
D4.3 Centres

C4.9 PARKLAND & PARK AMENITY MANAGEMENT

Parks, open spaces, and park amenities are essential to a high quality of life for local residents. Strategic expansion of park spaces, alongside development and management of existing assets and park infrastructure, will support continued opportunities for people to connect with nature, with the community, and with one another.

In a 2020 Statistical Survey*:

91% of participants identified access to nature, parks, and open spaces as one of the top things they love about Nanaimo.

65% of participants rated protecting our natural environment as one of their top priorities for the future of parks.

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

Parks, open spaces, and amenities that continue to meet the needs of a growing, diversifying, and evolving Nanaimo population.

Effective co-management of parks of significance to First Nations.

An abundance of protected natural parkland, beautiful open spaces, amenities, outdoor recreation infrastructure, and green linkages, that celebrate our unique landscapes and help people connect to nature.

A reputation of having a world class parks, amenities, and open space system that is one of the key reasons people choose to live in or visit Nanaimo.

Multi-functional parks spaces that support our city's wellness goals and integrate green infrastructure and stormwater management, biodiversity, urban tree canopy, and climate resiliency alongside engaging recreational experiences.

Parks that are dynamic city-wide and regional destinations for year round recreation, wellness, events, and relaxation, supporting community health and wellbeing.

Policies

FOR PARKS & OPEN SPACE LAND USE DESIGNATION POLICIES, SEE SECTION D4.8

ACQUISITION

C4.9.1 Use an equity lens when considering acquisition and development of parks so that all residents have access to parkland and park amenities.

C4.9.2 Seek to provide public park space within a safe five minute walk of all residents whenever possible.

C4.9.3 Continue to implement strategies to acquire properties for parks that achieve multiple community objectives, including:

- » waterfront and shoreline access (marine and freshwater)
- » preservation of natural areas, wildlife corridors, food systems (i.e., growing, harvesting, and fishing), significant tree stands, and significant environmentally sensitive features, including rare plants and riparian areas
- » protection of special features, including archaeological, heritage, and cultural features
- » connection of existing park spaces to form linked greenways
- » accommodation of green infrastructure components
- » provision of recreation and wellness amenities (i.e., built facilities like playgrounds, sports fields, outdoor classrooms, courts, dog off-leash areas, covered spaces, picnic shelters, disc golf, etc.)
- » multiple values in the provision of sport and recreation facilities including evolving sport needs, reconciliation objectives, sport support amenities, intergenerational use, accessibility, tournament needs, gatherings, and special events
- » appropriate location within the community they serve, with strong road frontage and public access
- » bridging and connecting neighbourhoods

C4.9.4 Continue to work with the School District to co-locate park spaces and future school sites to support shared use of outdoor and indoor amenities and development of local hubs (see *policy D4.5.5*).

C4.9.5 Integrate parks, open spaces, and gathering spaces into planned developments to create places for culture, public rest, recreation, and access to diverse wellness amenities.

C4.9.6 Prioritize incorporation of park space within all Urban Centres.

C4.9.7 Consider opportunities to increase funds available to support active protection and management of ecologically valued areas and park spaces (see *policy D4.3.11*).

PARK DEVELOPMENT

C4.9.8 When developing public use and recreational amenities in parks, consider the following:

- » protection of environmentally sensitive areas
- » appropriate level of public access based on the sensitivity of the lands
- » protection and/or restoration of wildlife and habitat corridors wherever possible
- » protection of existing archaeological, heritage, and cultural features
- » integration of recreational, active mobility, and other public uses that are compatible with existing park features and environment
- » limiting development of amenities to previously disturbed areas wherever possible
- » maintenance of public views
- » maintenance of urban tree canopy values
- » creation of complementary relationships among uses and retaining adequate buffers between non-complementary uses

C4.9.9 Design parks and open spaces with the overall goal of creating safe, inclusive, and accessible places for all ages and abilities.

C4.9.10 Consider all season use of park spaces, incorporating amenities that support outdoor gatherings and recreation in all weather.

C4.9.11 Provide opportunities for the community to visually and physically connect with nature in park spaces.

C4.9.12 Ensure that parks intended for public use are visible and easy to access, with consideration for connection via active mobility and trail linkages.

C4.9.13 Provide public access to lands with recreational values beyond the city boundary through integrated planning; collaboration with First Nations, the Regional District of Nanaimo, and other neighbouring communities; and provision of parks and trails in key locations.

PLANNING & MANAGEMENT

C4.9.14 Partner with First Nations, the Regional District of Nanaimo, the School District, Vancouver Island University, and others to co-manage parks identified as mutual priorities.

C4.9.15 Coordinate appropriate increases in operational, maintenance, and life cycle costs with park acquisition and capital improvements to preserve the value of park investments.

C4.9.16 Encourage appropriate integration and buffering between park spaces and adjacent land uses to balance passive surveillance and privacy of adjacent properties and provide attractive park edges.

C4.9.17 Ensure that parks function as a key part of a linked and connected publicly accessible space network that also includes road rights-of-way, public infrastructure, accessible open spaces, and other spaces with public access.

C4.9.18 Ensure that park designations, adjacent access routes, level of service and amenity, and operations and maintenance are matched to support the function of the park.

C4.9.19 Assign appropriate park zoning (i.e., PRC 1, 2, or 3) to meet current and future expected uses of a park and maintenance expectations.

C4.9.20 Provide universal accessibility in parks, open spaces, and outdoor recreation areas wherever possible. Where universal access is not possible in natural areas, meaningful opportunities for people of all abilities to participate in areas where universal accessibility can be provided will be prioritized.

C4.9.21 Manage park landscaping, natural vegetation, and treed areas to adapt and be resilient to the impacts of climate change, and where appropriate, manage to mitigate risk of wildfire, wind storms, flooding, and other extreme weather events.

FLEXIBLE USE & ADAPTATION

C4.9.22 Continue to review the parkland inventory and usage and seek opportunities for adaptation and creative uses of underutilized spaces.

C4.9.23 Seek to maximize the use of sport field and court amenities through design and development of adaptable and flexible facilities that support new and emerging sport trends while continuing to support traditional uses.

C4.9.24 Design hardscape spaces, including plazas and parking areas, to be adaptable and supportive of varied uses including, but not limited to, parking, informal sport, and other recreational and cultural activities, and events.

Integrated Policy Areas (view the below sections to see related policies)



C4.10 WATERFRONT USE & PROTECTION

Waterfronts are magical places of life, natural resources, and beauty. With approximately 270 km of saltwater and freshwater shorelines, Nanaimo is a water city. Not only are we a harbour city next to the Salish Sea, freshwater is all around us in lakes, marshes, and streams. As a community, we strongly value our waterfronts and are working to protect sensitive environments, while supporting access and enjoyment for all.

In a 2020 Statistical Survey*:

74% of participants identified beautiful waterfronts as one of the top things they love about Nanaimo.

66% of participants rated providing good public access to lakes and oceanfront as one of their top priorities for the future of parks.

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

Desired Outcomes

A high quality, accessible, and continuous Waterfront Walkway from Departure Bay Beach to the Nanaimo River Estuary that respects and reflects Snuneymuxw interests and values.

Visual and physical access to thriving freshwater and marine waterfront areas for public use and enjoyment.

Balanced use of waterfront areas to integrate environmental protection, Snuneymuxw and other First Nations cultural uses, marine use and employment, and public access and enjoyment.

Resilient waterfronts that can adapt to our changing climate.

Policies

FOR WATERFRONT LAND USE DESIGNATION POLICIES, SEE SECTION D4.7

WATERFRONT WALKWAY

C4.10.1 Endeavor to create an uninterrupted Waterfront Walkway from Departure Bay Beach to the northerly extent of the Nanaimo River Estuary by:

- working with Snuneymuxw First Nation, the Nanaimo Port Authority, British Columbia Ferry Services Inc. (BC Ferries), and other partners to identify routes for safe and enjoyable access
- working with Snuneymuxw First Nation, the BC Ministry of Environment, and Federal Department of Fisheries and Oceans to determine the most environmentally responsible methods of constructing the Waterfront Walkway in sensitive areas
- negotiating with existing land owners and occupiers along the waterfront for the necessary agreements and rights-of-ways

C4.10.2 Seek opportunities, as conditions of development, to widen the existing Waterfront Walkway.

C4.10.3 Continue to collaborate with the Nanaimo Port Authority and other partners to ensure the Waterfront Walkway is seamless for public use and maintained to high levels of service.

C4.10.4 Add amenities and infrastructure to make the Waterfront Walkway more comfortable and enjoyable for all.

C4.10.5 Consider the following in the design of new or upgraded sections of the Waterfront Walkway:

- enhancement of adjacent marine and terrestrial habitat values
- respect for Snuneymuxw's interests when locating the Walkway near their residential lands
- opportunities to maximize use and enjoyment of the Walkway, including provision of facilities that support public comfort such as washrooms, lighting, and seating
- quality and character considerations that recognize the important role of the Walkway in the city
- unifying design elements and features that enhance the visual identity and connectivity of the Walkway
- opportunities to connect with and support adjacent commercial activity
- animation with public art, cultural celebration, history, and heritage presentation and interpretation with a special focus on Snuneymuxw art and culture
- continuous, linked access, including in locations where the Walkway moves away from the water
- promotion of outdoor fitness, recreation, and social connectivity
- increasing opportunities to access and touch the water and shoreline

WATERFRONT EXPERIENCE

C4.10.6 Prioritize waterfront lands, both freshwater and marine, for future parkland acquisition and improvements.

C4.10.7 Seek to provide public waterfront access and/or viewpoints and seating areas (where grades do not permit access) every 500 metres where possible throughout the city.

C4.10.8 Continue enhancing waterfront experiences throughout the community through beach and waterfront park amenity upgrades.

C4.10.9 Provide, encourage, and support programs and services that allow residents and visitors to experience Nanaimo's waterfront areas.

C4.10.10 Protect views and provide wayfinding that supports awareness about water access points and the Waterfront Walkway.

C4.10.11 Provide, expand, and maintain a variety of locations and amenities that support public waterfront access for activities including, but not limited to, boating, diving, launching, paddling, swimming, and fishing.

ENVIRONMENTAL PROTECTION

C4.10.12 Balance economic and recreational use of waterfront areas with protection and enhancement of natural foreshore habitat for fish and other aquatic life.

C4.10.13 Manage public access to and within waterfront natural areas and waterfront hazard lands. Work with partners to monitor, protect, and restore aquatic and sensitive environments.

C4.10.14 Consider exploring options for marine park and/or preservation areas in collaboration with community partners and other levels of government.

C4.10.15 Seek opportunities to convert, purchase, exchange, or create statutory rights-of-way on private lands that support protection or enhancement of waterfront areas.

C4.10.16 Collaborate with stewardship groups to restore public waterfront areas.

CLIMATE RESILIENCE

C4.10.17 Consider climate resiliency when designing and building public and private improvements, amenities, or developments near lakes, watercourses, and marine shorelines.

C4.10.18 Incorporate sea level rise recommendations into future public and private improvements, amenities, and developments in areas potentially affected by sea level rise.

Integrated Policy Areas (view the below sections to see related policies)

C1.2 Climate Adaptation & Hazard Mitigation

C1.3 Urban Tree Canopy, Natural Areas, & Greenways

C1.4 Healthy Watersheds

C2.1 Connected Communities

C2.3 Recreational Trails

C3.6 Recreation, Culture, & Wellness

C4.1 Truth & Reconciliation

C4.3 Access for All

C4.6 Archaeology & Heritage

C4.9 Parkland & Park Amenity Management

C5.5 Place Making & Investment Attraction

D4.7 Waterfront



C5

A PROSPEROUS NANAIMO: THRIVING & RESILIENT ECONOMY

Our vision for the future is Nanaimo being THE city of choice – a vibrant, globally connected gathering place at the forefront of innovation in economic and community development.

A Prosperous Nanaimo is about leveraging the city's strategic assets, growing a sustainable economy, and enhancing the exceptional quality of life by providing leadership, a culture of collaboration, and resources for growing investment and innovative practices in community development. Enabling homegrown ideas, talent, and enterprises, while welcoming new people and energy from around the world, will advance our city's prosperity. It involves harnessing our unique assets, generating interest and investment, and building upon what makes our city special. A Prosperous Nanaimo is known as a great place to live, to work, and to experience.









WHY IS A PROSPEROUS NANAIMO IMPORTANT FOR OUR FUTURE?

There is a strong link between economic prosperity and quality of life, which together create a healthy community. A strong economy provides jobs for residents and a tax base that supports excellent services and amenities that contribute to our community livability. A Prosperous Nanaimo benefits everyone who lives, works, does business in, or receives services in Nanaimo.

C5.1 Economic Capital

C5.2 Human, Social, & Environmental Capital

C5.3 Business Development

C5.4 Innovation & Technology

C5.5 Place Making & Investment Attraction

C5.6 Tourism

INTEGRATION

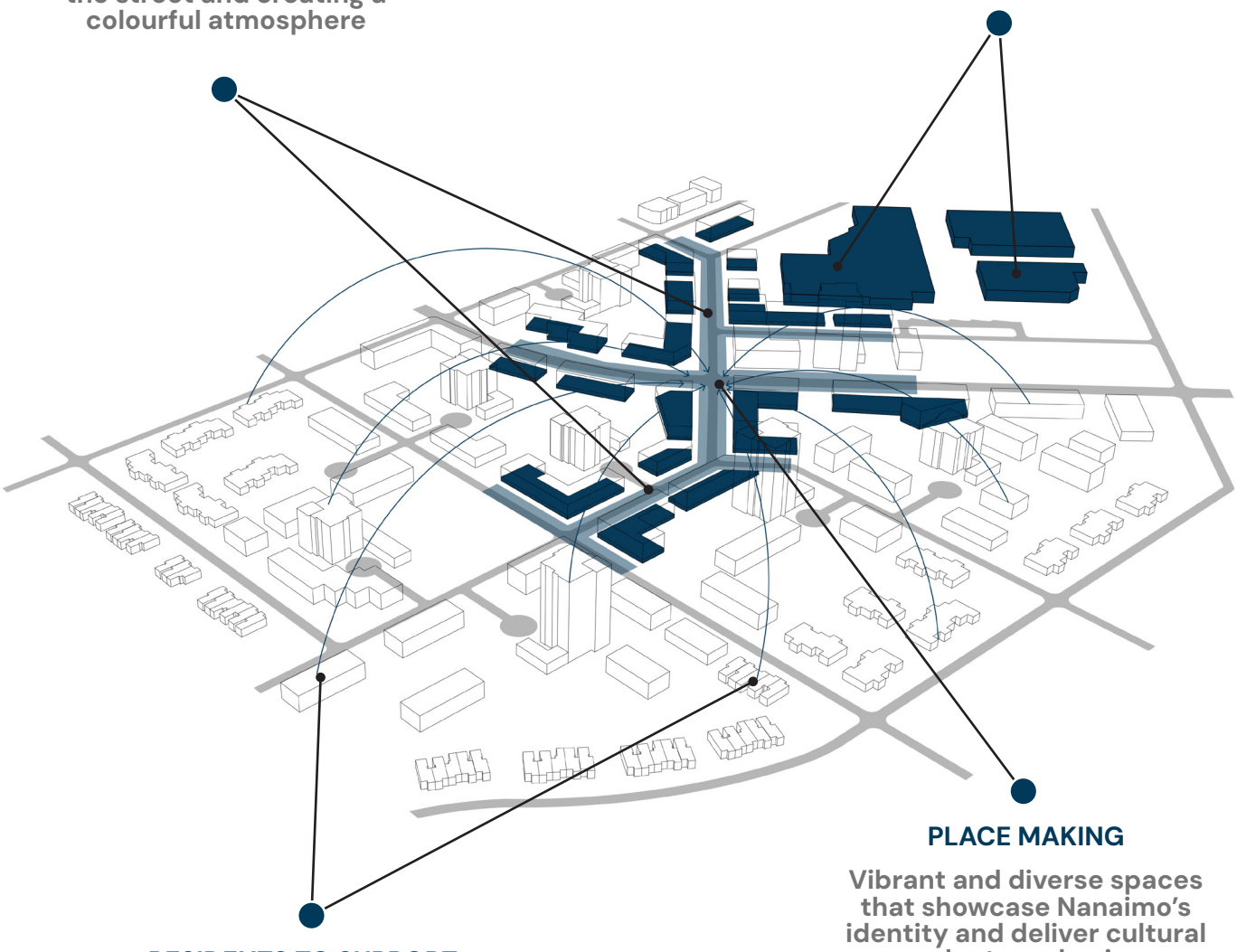
What does **A PROSPEROUS NANAIMO** look like in an **URBAN CENTRE**?

VIBRANT RETAIL STREETS

Beautiful shopping streets faced with active ground floor uses like dining and shopping, with patios and goods spilling out onto the street and creating a colourful atmosphere

EMPLOYMENT MAGNET

A strong magnet like a key civic, commercial, or institutional destination that provides many jobs and draws people to the Urban Centre



PLACE MAKING

Vibrant and diverse spaces that showcase Nanaimo's identity and deliver cultural products and unique experiences for residents and visitors

RESIDENTS TO SUPPORT LOCAL BUSINESSES

Many residents living within and close to the Urban Centre, supporting its businesses alongside others that visit from elsewhere in the city, region, and beyond



Outdoor dining



Vibrant retail streets



Hospital Campus - employment magnet

Image: Google



University - employment magnet

Image: Google



Regional destination

Image: Wortley



Local residents to support businesses

INTEGRATION

What does **A PROSPEROUS NANAIMO** look like in a **NEIGHBOURHOOD**?

LOCAL HUBS AT THE HEART OF NEIGHBOURHOODS

Partnerships with the School District to combine access to education with community amenities, wellness, culture, and programs

LOCAL SERVICES

Local-scale services in Neighbourhood Centres or local hubs that are easily accessible to nearby residents



CELEBRATION OF COMMUNITY ASSETS

Preservation, enhancement, and awareness of the natural, recreational, wellness, cultural, historic, and social assets that set neighbourhoods apart and contribute to their unique identity

HOME BASED EMPLOYMENT OPPORTUNITIES

Compatible, home based businesses and work-from-home options across neighbourhoods



Homes and jobs for youth



Home based businesses



Successful neighbourhood businesses



Social connection and pride of place



Broadband connectivity supporting work-from-home options

Image: deldevries



Neighbourhood volunteerism

C5.1 ECONOMIC CAPITAL

Planning ahead for what our economy needs allows us to attract investment. Economic capital, including core assets like infrastructure and land, are critical inputs for building productive capacity.

Desired Outcomes

Quality physical infrastructure that supports a diversified economy, including infrastructure that supports training talent, global market access, telecommunications, and amenities that make the city a place where people want to live and work.

Policies

C5.1.1 Provide and leverage quality infrastructure through communication of City plans and priorities to developers and investors, and by leveraging city assets with other public and private infrastructure.

C5.1.2 Create and maintain ten year community infrastructure plans.

C5.1.3 Coordinate utility infrastructure upgrades with transportation and/or parks improvements to minimize disruption and optimize community investments.

C5.1.4 Revitalize the Downtown core and the waterfront.

C5.1.5 Maintain an adequate supply of appropriately zoned land to support existing business expansion and new business operations.

C5.1.6 Advocate and provide support for creation of a Health Care Centre of Excellence in Nanaimo.

C5.1.7 Support becoming the transportation, cargo, and logistics hub of Vancouver Island. Expand, enhance, and maintain physical transportation links that connect businesses to their markets; enable the efficient movement of people, goods, and services; and can adapt to emerging transportation trends.

C5.1.8 Endeavour to reflect the land use designations in *City Plan* in determining the demands and priorities for use of Development Cost Charges (DCCs) funds in capital project planning.

C5.1.9 Review and update DCCs on a regular and ongoing basis (generally every five years), and involve input from stakeholders and the public.

C5.1.10 Seek to achieve equitable distribution of DCCs between existing and future residents to offset the costs associated with new development.

C5.1.11 Include comprehensive servicing planning, capital and life cycle planning, and costing as part of Area Planning processes for Urban Centres (see *policy D4.3.8*).

C5.1.12 Prioritize servicing investments to align with the development of Urban Centres based on their priority hierarchy (see *policy D4.3.7*).

Integrated Policy Areas (view the below sections to see related policies)

C1.5 Water, Sewer, & Stormwater Services

C2.5 Complete Streets

C3.1 Community Safety & Security

C3.6 Recreation, Culture, & Wellness

C4.10 Waterfront Use & Protection

C5.5 Place Making & Investment Attraction

D4.3 Centres

D4.6 Industrial Lands

D4.7 Waterfront

C5.2 HUMAN, SOCIAL, & ENVIRONMENTAL CAPITAL

People are the heart of a healthy economy. Human capital embraces skills and talent development, while social and environmental capital includes partnerships in community development such as health and housing and green business.

Desired Outcomes

A skilled and talented workforce that meets the changing needs of regional industry sectors.

A circular economy that promotes business opportunities towards a net-zero carbon future.

An inclusive workforce that provides many opportunities for marginalized groups facing social, physical, and equity challenges to participate in training and employment.

Policies

C5.2.1 Increase retention of existing talent and attract new talent to meet various industry sector needs.

C5.2.2 To enhance human capital, ensure the workforce is being trained to fill the jobs of today and the future, by facilitating greater integration of education and training institutions with the various industry sectors.

C5.2.3 Nurture strategic partnerships with community, social, sport, recreational, wellness, cultural, and environmental organizations and provide support for collaborative initiatives.

C5.2.4 Recognize the importance of child care in economic health, recruiting workers, and supporting a diverse workforce. Encourage child care to be included in places of employment and shared child care facilities between employers.

C5.2.5 Support business opportunities for a "green" economy including green energy generation and promotion of energy conservation.

C5.2.6 Support the development of the circular economy in Nanaimo to build on the principles of Doughnut Economics.

Integrated Policy Areas (view the below sections to see related policies)



C1.1 Greenhouse Gas Emissions Reduction

C1.2 Climate Adaptation & Hazard Mitigation

C1.6 Solid Waste Management

C3.3 Intergenerational Living

C3.6 Recreation, Culture, & Wellness

C5.3 Business Development

C5.5 Place Making & Investment Attraction

D4.6 Industrial Lands

C5.3 BUSINESS DEVELOPMENT

Business development targets retention, expansion, and entrepreneurship as pathways to growing a sustainable local economy that respects the environment, helps meet our social needs, and supports thriving businesses throughout the community.

Desired Outcomes

A strong local economy that supports entrepreneurs, retains and expands existing businesses, and attracts new businesses, in order to keep pace with the needs of our growing population.

A business friendly environment that welcomes and supports business.

Policies

C5.3.1 Enhance business development by supporting new entrepreneurs and through business retention and expansion. In business attraction initiatives, focus on economic driver industries.

C5.3.2 Provide comprehensive research products on demography and economy to enable informed policy and investment decisions.

C5.3.3 Identify and promote trade and export opportunities.

C5.3.4 Ensure that Nanaimo is competitive relative to other business locations in British Columbia.

C5.3.5 Work collaboratively with First Nations to identify areas of joint action and economic development initiatives that bring shared prosperity.

C5.3.6 Build understanding among business, political, and community leaders about the value of sustainable economic development in building a prosperous and healthy community.

C5.3.7 Facilitate communication with, and between, businesses to help them achieve their goals.

C5.3.8 Support economic emergency preparedness by assisting businesses with response and recovery.

Integrated Policy Areas (view the below sections to see related policies)

C3.5 Emergency Management

C4.1 Truth & Reconciliation

C4.4 Political Voice & Engagement

C5.1 Economic Capital

C5.4 Innovation & Technology

C5.5 Place Making & Investment Attraction

C5.4 INNOVATION & TECHNOLOGY

Capitalizing on Nanaimo's existing base of technology companies, as well as leveraging technology to unlock potential in other sectors of the community, helps position Nanaimo as a leader, attracting new business opportunities and talent.

Desired Outcomes

A strong technology sector that encourages research and development in high technology industries.

Recognition as a "Smart City" that puts data and digital technology to work to make better decisions and improve quality of life for residents.

Policies

C5.4.1 Build robust connectivity to expand technology-led development. Prioritize the Downtown as a fiber optic infrastructure area, followed by the University and Hospital Urban Centres.

C5.4.2 Promote and support equitable and affordable access to the internet for all parts of the community.

C5.4.3 Bring together entrepreneurs, universities, government agencies, innovation labs, and influencers to coordinate growth of the technology sector (often referred to as the technology ecosystem). Utilize innovation in the technology sector to strengthen and grow all other sectors of the economy.

C5.4.4 Encourage further development of the technology sector by strengthening the physical and personal connections between technology companies.

C5.4.5 Leverage existing technology companies to broker and bridge programs for cluster development in the technology sector.

C5.4.6 Build and support initiatives that take advantage of Information and Communication Technologies (ICT) in order to solve urban challenges and achieve greater efficiency and sustainability.

Integrated Policy Areas (view the below sections to see related policies)



C1.1 Greenhouse Gas Emissions Reduction

C1.2 Climate Adaptation & Hazard Mitigation

C1.6 Solid Waste Management

C4.2 Equity & Inclusivity

C5.1 Economic Capital

C5.2 Human, Social, & Environmental Capital

C5.3 Business Development

C5.5 Place Making & Investment Attraction

D4.3 Centres

C5.5 PLACE MAKING & INVESTMENT ATTRACTION

Nanaimo is a special place. Place making and attraction requires us to have a welcoming business climate and opportunities for investors to create jobs and prosperity for Nanaimo. We need to communicate this broadly by promoting Nanaimo to residents and the wider investment community. Entrepreneurs, investors, and innovators will drive growth in the future.

Desired Outcomes

An image as THE city of choice – a vibrant, globally connected gathering place at the forefront of innovation.

A strong reputation both inside and outside the community – within the community, increased pride as a place to live and work, and outside the community, a reputation as an attractive and supportive place to live and invest.

Preservation, enhancement, and celebration of Nanaimo's unique features that contribute to quality of life for people and businesses, including assets like the waterfront, Downtown, arts and culture scene, natural areas, recreational opportunities, and more.

Collaboration with First Nations on place making initiatives that acknowledge and celebrate their Traditional Territories and cultural values.

Policies

C5.5.1 Enhance and promote a vibrant and diverse Downtown.

C5.5.2 Create and maintain public access to Nanaimo's waterfront and encourage its use.

C5.5.3 Invest strategically in public, wellness, and cultural amenities, services, natural areas, and open spaces that give Nanaimo a unique identity while retaining availability, choice, and access for residents and visitors.

C5.5.4 Partner with First Nations on projects that support place making and investment, including Indigenous tourism businesses, cultural and sporting events, public space design features, signage, art, and other ideas.

C5.5.5 Support businesses involved in the production, marketing, and/or delivery of artistic or cultural products such as art, music, theatre, festivals, and special events. Build community pride and awareness of Nanaimo's history, accomplishments, assets, and unique character.

C5.5.6 Reinforce a positive view of Nanaimo among the local population.

C5.5.7 Develop and implement a corporate communication strategy for promoting the "Nanaimo brand" outside the region. Market Nanaimo to be attractive to residents, talent, and investment.

C5.5.8 Ensure that new or updated public and private built environments are high quality, visually appealing, and communicate pride and sense of place.

C5.5.9 Host and support community events that celebrate Nanaimo's diverse cultures and heritages.

C5.5.10 Market Nanaimo as a creative city in order to facilitate the growth and economic benefit of arts and culture in Nanaimo.

Integrated Policy Areas (view the below sections to see related policies)

C1.3 Urban Tree Canopy, Natural Areas, & Greenways

C2.3 Recreational Trails

C4.1 Truth & Reconciliation

C4.5 Culture

C4.6 Archaeology & Heritage

C4.7 Public Art Projects & Programs

C4.8 Community Events, Festivals, Tournaments, & Gatherings

C4.9 Parkland & Park Amenity Management

C4.10 Waterfront Use & Protection

C5.3 Business Development

C5.6 Tourism

C5.6 TOURISM

Tourism, in its many forms, is an important part of our local and regional economy, inviting visitors from across Canada and around the world. Welcoming visitors allows others to share in the unique character and experience of Nanaimo, helps raise the profile of our city, and supports our prosperity.

Desired Outcomes

Our "tourism products" and assets are preserved, enhanced, developed, and showcased, making Nanaimo a desirable place to visit.

Nanaimo is regarded as a unique and premier tourism destination with many people coming to experience our city and its numerous attractions.

Policies

C5.6.1 Partner with other organizations on comprehensive destination development plans and include investment in visitor-facing infrastructure, capitalizing on leisure, sport, eco-tourism, and business tourism opportunities throughout the community.

C5.6.2 Work with community partners to develop Nanaimo's tourism marketing brands.

C5.6.3 Promote Nanaimo as destination for leisure, sport, eco-tourism, and business tourism by highlighting and developing our natural, historical, cultural, and recreational assets.

C5.6.4 Promote the development of Indigenous led tourism opportunities and experiences through partnerships with First Nations and others.

C5.6.5 Build our reputation as a waterfront destination and continue featuring Nanaimo's waterfront in our tourism initiatives.

C5.6.6 Encourage sufficient supply of high quality accommodation.

C5.6.7 Collaborate with partners to promote food and culinary tourism as part of the cultural experience of Nanaimo.

Integrated Policy Areas (view the below sections to see related policies)



C3.6 Recreation, Culture, & Wellness

C2.3 Recreational Trails

C4.1 Truth & Reconciliation

C4.5 Culture

C4.6 Archaeology & Heritage

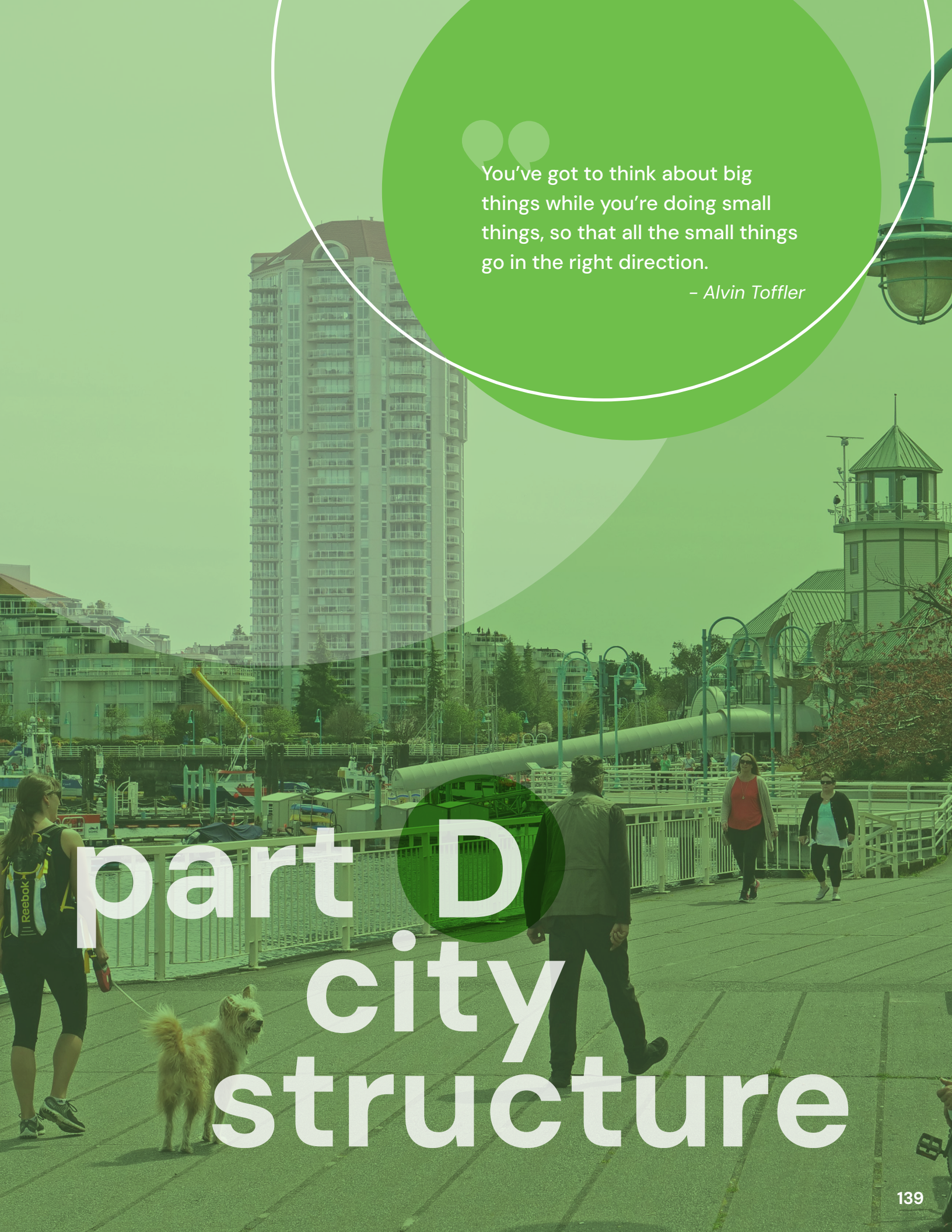
C4.7 Public Art Projects & Programs

C4.8 Community Events, Festivals, Tournaments, & Gatherings

C4.9 Parkland & Park Amenity Management

C4.10 Waterfront Use & Protection

C5.5 Place Making & Investment Attraction



> You've got to think about big things while you're doing small things, so that all the small things go in the right direction.
>
> *- Alvin Toffler*

part D city structure



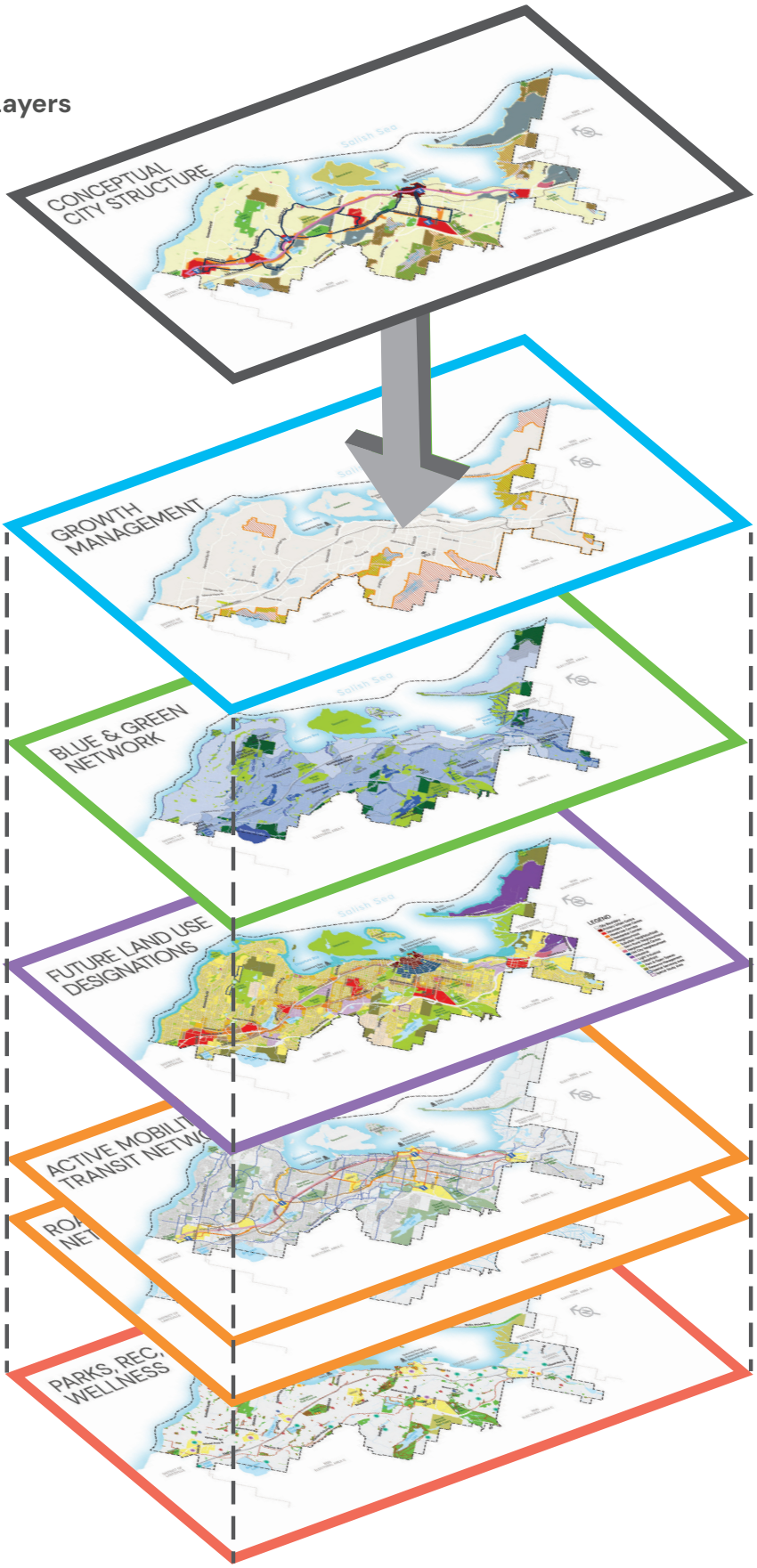
D1 AN INTEGRATED STRUCTURE

Land use = mobility = climate action = environmental protection. A city is a linked system where all networks must work together.

D1.1 CONCEPTUAL CITY STRUCTURE

Our **Conceptual City Structure** is our physical growth plan that puts our framework and goals into action. As we plan for an additional 40,000 people to come to Nanaimo in the next 25 years, we need to consider where they will live and work, how they will get around, and how we can allow growth, while at the same time continuing to support our blue and green networks in an increasingly urban environment. By creating an integrated city-wide system that layers these key networks, we are able to harmonize and create efficiency in our city.

Figure 11: Conceptual City Structure Layers



FIVE LAYERS

Growth Management is how we separate urban and rural areas, helping to focus growth in a way that creates complete communities, while protecting sensitive natural areas and productive lands.

Go to Section D2

The **Blue & Green Network** provides places for nature to thrive. The network includes both urban and natural areas and provides spaces that connects Nanaimo to the natural landscapes beyond.

Go to Section D3

The **Future Land Use Designations** guide how and where we will focus places for living, working, and experiencing Nanaimo. It is how we allocate space within the city to create a vibrant and sustainable mix of uses.

Go to Section D4

The **Mobility Network** indicates how we will meet the transportation needs of an increasing population and shift to a network that prioritizes a broad range of sustainable transportation options.

Go to Section D5

The **Parks, Recreation, Culture, & Wellness Plan** indicates where we will invest in growing critical amenities that support our community wellbeing and quality of life.

Go to Section D6

AN INTEGRATED CITY CONCEPT

The principles of an integrated city include transitioning density between higher and lower density areas and focusing residential and employment density near transit and Urban Centres. The pattern highlighted in the diagram below illustrates how key elements of the five layers shown in Figure 11 (previous page) – Growth Management, Blue & Green Network, Future Land Use Designations, Mobility Network, and Parks, Recreation, Culture, & Wellness Plan – combine to reinforce an integrated vision for Nanaimo's future.

Figure 12: Conceptual City Structure

Map is for illustrative purposes only. Refer to the Schedules for official maps on each component of the integrated plan.

Legend & Notes

NOTE: The diagram below is illustrative, providing a high level overview of how key elements of *City Plan* fit together. It is not intended for official planning purposes. Each layer is described in more detail in this section of *City Plan*. Refer to the Schedules for official maps.

GROWTH MANAGEMENT

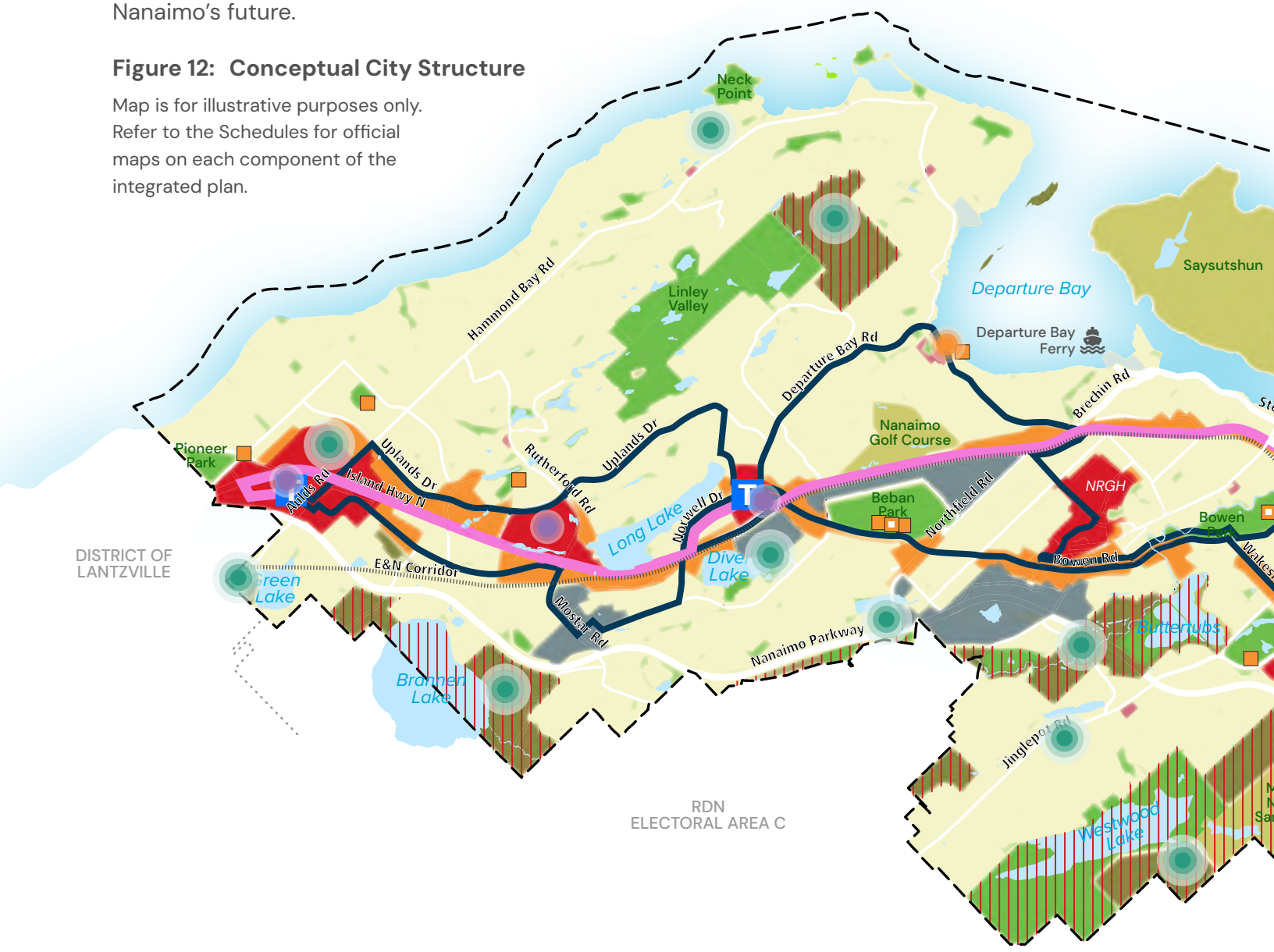
Go to Section D2

- City of Nanaimo Boundary
- Lands Outside Urban Containment Boundary (UCB)

BLUE & GREEN NETWORK

Go to Section D3

- Water Bodies / Streams
- Resource Management Area



FUTURE LAND USE DESIGNATIONS

Go to Section D4

- Primary Urban Centre / Highest Density Area
- Secondary Urban Centre / High Density Area
- Corridor / Moderate Density Area
- Neighbourhood Centre / Moderate to Low Density Area
- Lowest Density Residential Area
- Industrial / Employment Area

MOBILITY NETWORK

Go to Section D5

- Future Transit Exchange
- Bus Rapid Transit (BRT) Line
- Bus Frequent Transit (BFT) Line

PARKS, REC, CULTURE, & WELLNESS PLAN

Go to Section D6

- Existing City owned Parks
- Existing Parks & Open Space owned by Others
- Existing Recreation, Culture, & Wellness Facility
- Future Upgraded Recreation, Culture, & Wellness Facility
- New Recreation, Culture, & Wellness Facility Priority Area
- New Urban Centre Park, Recreation, Culture, & Wellness Priority Area
- New Park or Amenity Space Priority Area



D1.2 INTEGRATION EXAMPLES

The following diagrams illustrate the integration of Nanaimo's city structure and our policy directions. While the examples illustrate two key land uses, Urban Centres and Neighbourhoods, the principles of integration are common to all land uses.

Integrated Urban Centres

Integrated Urban Centres are intended to have the city's highest density and mix of land uses, working towards creating a critical mass of housing, employment, services, and civic activities that support a vibrant and active urban character. Urban Centres also serve as mobility hubs, and are integral to our transit and transportation network. To attract residents and be sustainable, Urban Centres need to be energy efficient, beautiful, and practical, delivering a range of housing, employment, and mobility options; cultural services; and public spaces to support many lifestyles.

COMMON URBAN CENTRE FEATURES – see Figure 14

1. A vibrant shopping area with shops and services along a pedestrian oriented street
2. An institutional, commercial, or civic employment magnet
3. A central transit hub connecting to other Urban Centres and regional destinations
4. Multi-modal streets that prioritize walking, rolling, and cycling
5. A community recreation and wellness destination
6. An urban school site, integrated with community facilities
7. A destination green space for rest, access to nature, and community gathering
8. Plazas and open spaces that integrate cultural and art elements
9. Green infrastructure including stormwater ponds, green roofs, and efficient buildings
10. A robust tree canopy
11. Buildings that step down between the Urban Centre and adjacent Neighbourhoods

Figure 13: Integrated Urban Centre Section

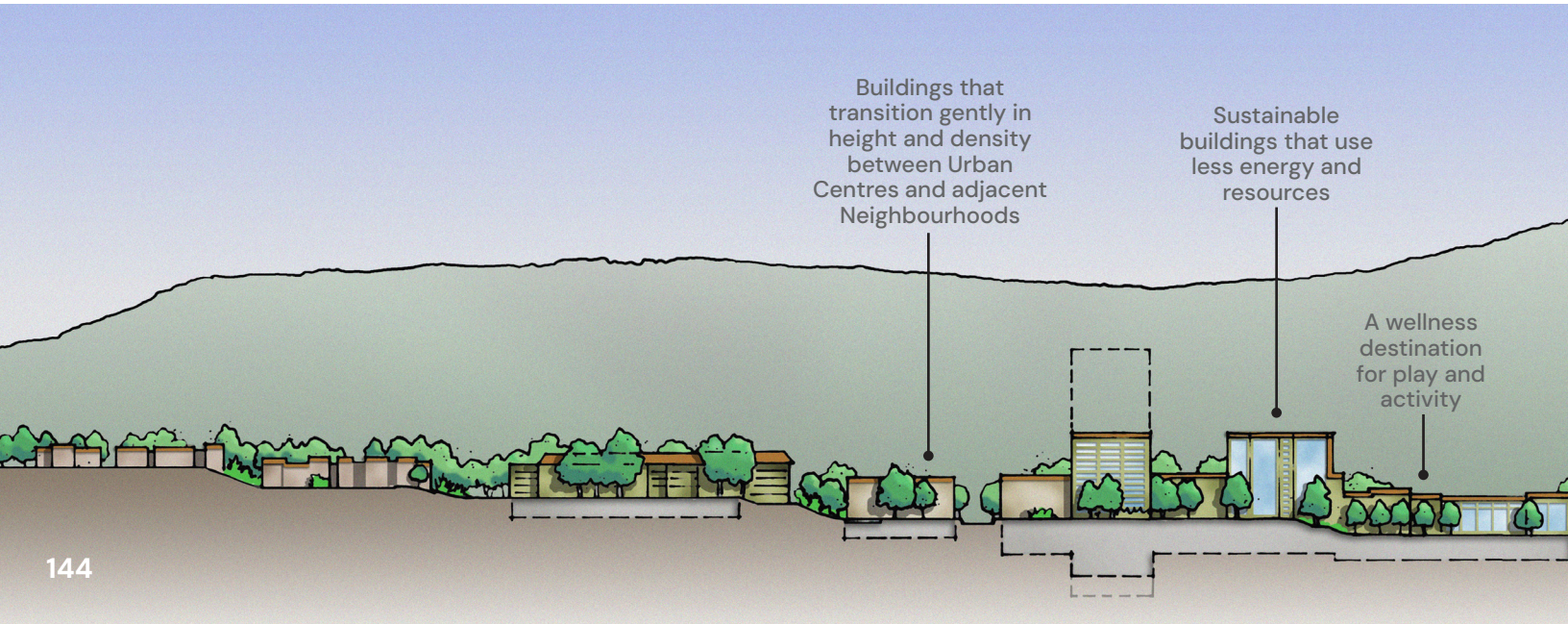
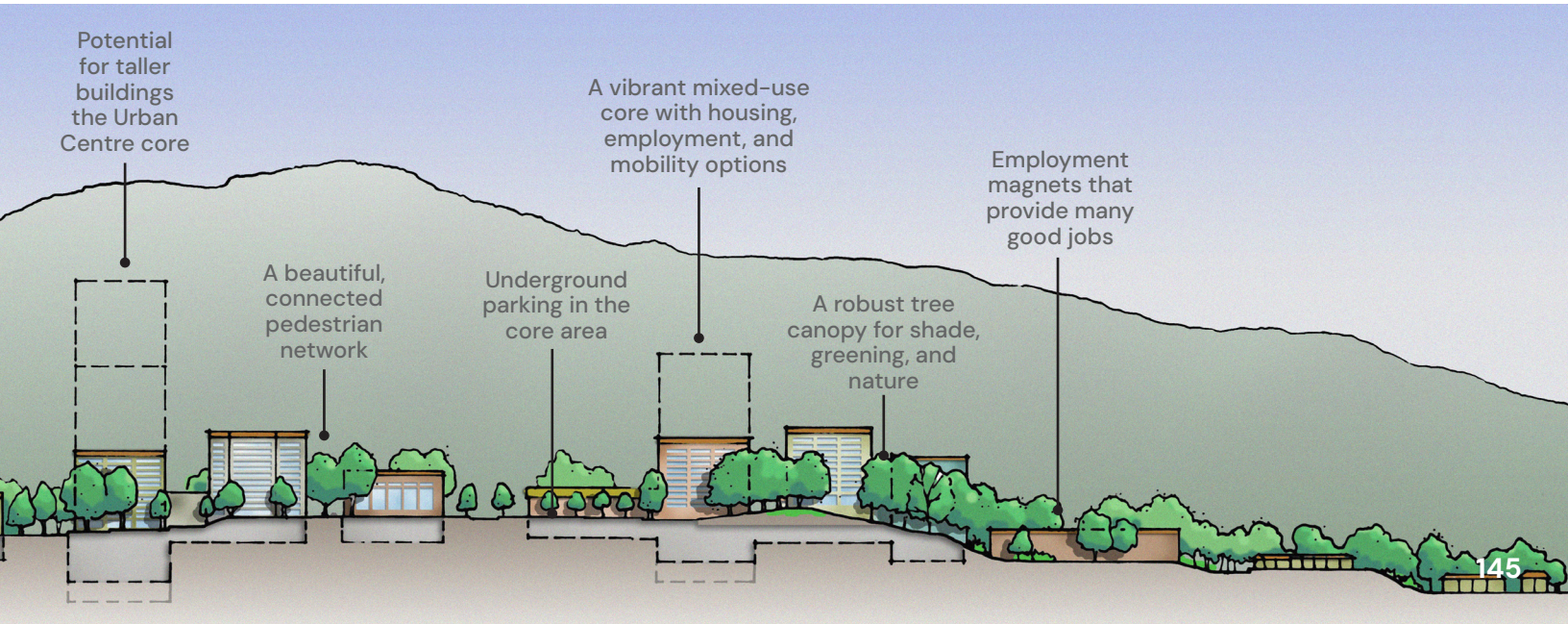


Figure 14: Integrated Urban Centre Sketch



INTEGRATED GOALS: URBAN CENTRES

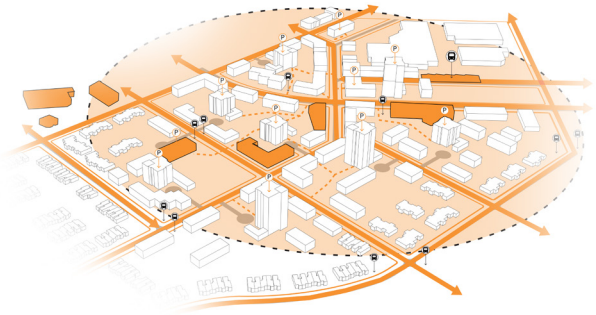
A GREEN NANAIMO:
RESILIENT& REGENERATIVE ECOSYSTEMS

See policies in Section C1



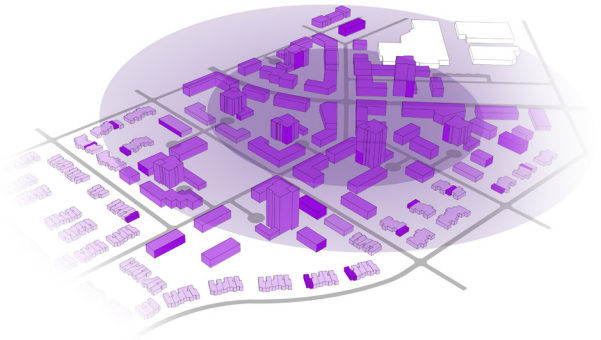
A CONNECTED NANAIMO:
EQUITABLE ACCESS & MOBILITY

See policies in Section C2



A HEALTHY NANAIMO:
COMMUNITY WELLBEING & LIVABILITY

See policies in Section C3



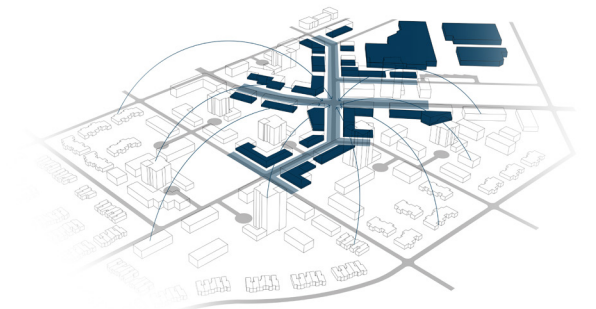
AN EMPOWERED NANAIMO:
RECONCILIATION, REPRESENTATION, & INCLUSION

See policies in Section C4



A PROSPEROUS NANAIMO:
THRIVING & RESILIENT ECONOMY

See policies in Section C5



WHAT IS IN AN URBAN CENTRE?



Green infrastructure that mimics natural systems



Sustainable buildings that use less energy and resources



A robust tree canopy for shade, greening, and nature



Absorbent landscapes like green roofs



Ability to access daily needs close to home



A beautiful, connected pedestrian network



Multi-modal and inclusive streets



An attractive and efficient transit hub



A vibrant and busy mixed core with housing and jobs



Varied housing options for all socio-economic levels



Buildings that transition gently to adjacent neighbourhoods



Accessible and convenient community services



A community wellness destination for play and activity



A destination green space for rest and relaxation



Spaces and features that celebrate art and culture



Social activities and celebrations that bring people together



A busy shopping street with shops at ground level



Many residents living nearby and supporting local businesses



Employment magnets that provide good jobs



Place making that attracts interest

Integrated Neighbourhoods

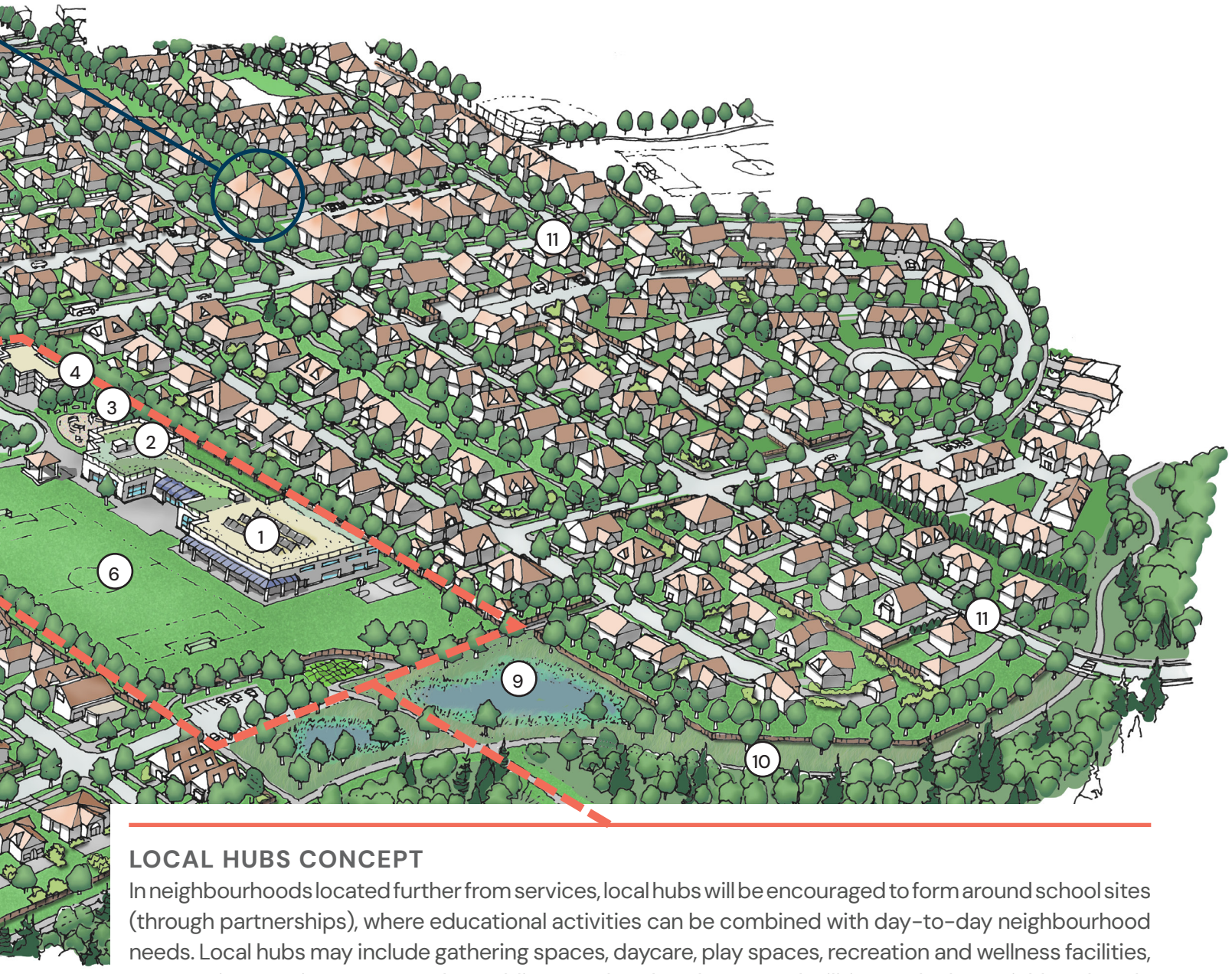
Nanaimo's Neighbourhoods will be places for living with a focus on community connection. While it is expected that some growth and redevelopment will occur in neighbourhoods, it is anticipated they will remain low density with fewer services than Urban Centres and Corridors.

Figure 15: Integrated Neighbourhood Sketch & Typical Land Uses



COMMON NEIGHBOURHOOD FEATURES – see Figure 15

1. School with Joint Use Community Wellbeing Facilities
2. Daycare
3. School / Neighbourhood Play Area
4. Potential Small Scale Local Tenants (e.g., corner store, cafe, medical)
5. Parking Area with Joint School / Community Use (e.g., potential bike / vehicle co-op)
6. Joint Use Playing Field and Park Space
7. Central Transit Stop
8. Community Greenway / Neighbourhood Parkland
9. Stormwater Ponds
10. Forest or Stream Buffer with Trail Connection
11. Multi-Modal Mobility Collector Street



LOCAL HUBS CONCEPT

In neighbourhoods located further from services, local hubs will be encouraged to form around school sites (through partnerships), where educational activities can be combined with day-to-day neighbourhood needs. Local hubs may include gathering spaces, daycare, play spaces, recreation and wellness facilities, community meeting spaces, cafes, public art, cultural performance facilities, and other neighbourhood-scale activities. These local hubs are envisioned to fill an existing gap in neighbourhood-scale services and support more people in neighbourhoods having better access to daily needs.

INTEGRATED GOALS: NEIGHBOURHOODS

A GREEN NANAIMO:
RESILIENT& REGENERATIVE ECOSYSTEMS

See policies in Section C1



A CONNECTED NANAIMO:
EQUITABLE ACCESS & MOBILITY

See policies in Section C2



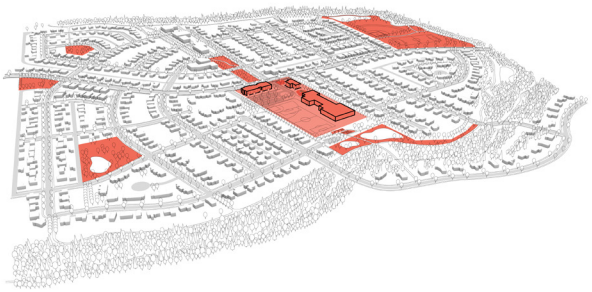
A HEALTHY NANAIMO:
COMMUNITY WELLBEING & LIVABILITY

See policies in Section C3



AN EMPOWERED NANAIMO:
RECONCILIATION, REPRESENTATION, & INCLUSION

See policies in Section C4



A PROSPEROUS NANAIMO:
THRIVING & RESILIENT ECONOMY

See policies in Section C5



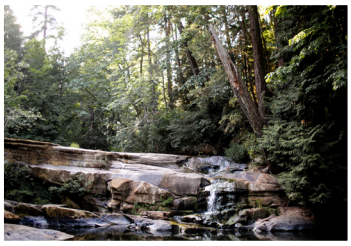
WHAT IS IN A NEIGHBOURHOOD?



Stormwater detention and absorbent landscapes for watershed health



Tree canopy for shade, CO_2 sequestration, and beauty



Protection of environmentally sensitive and green areas



Climate resilience preparation for heat, fire, drought, and flood risks



Safe routes to school for all modes of transportation



Connected trails near nature



Central transit stop and possible on-demand options



Routes that connect through cul-de-sacs and dead ends



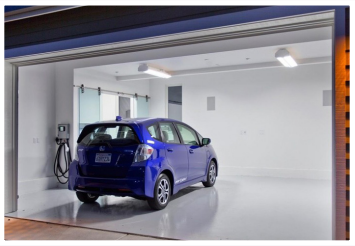
Intergenerational living and ability to age-in-place



Some higher density in areas connected to services and transit



Integration of small scale infill and coach houses



New development / retrofits that support GHG reduction targets



Spaces for local play and outdoor recreation



Nearby daycare and preschool options



Combined school and park spaces that support community



Social activities that bring residents together



Local services accessible to residents



Integration of compatible home based employment





Partnerships with the School District to support community programming, recreation, wellness, and culture opportunities



D2 GROWTH MANAGEMENT

> Now is the opportunity to dial back this unfettered urban sprawl. Vancouver Island ain't getting any bigger, so stop using land we don't need to use yet.
>
> *– REIMAGINE NANAIMO participant*

D2.1 CITY BOUNDARY & URBAN CONTAINMENT BOUNDARY

A City Boundary and Urban Containment Boundary (UCB) are tools that help focus growth and development to defined areas (both regionally and within the city) so our city is efficiently serviced and supports complete, compact communities while protecting ecologically valuable and productive lands beyond.

Desired Outcomes

A clear separation between urban and rural land uses, through the City Boundary and Urban Containment Boundary (UCB).

Strategic growth combined with efficient servicing, transportation, and amenities inside the City Boundary and UCB, while protecting lands with natural, agricultural, or ecological values outside.

Policies

D2.1.1 The City Boundary and Urban Containment Boundary are shown in *Schedule 1: City Boundary & Urban Containment Boundary* and illustrated on Figure 16.

D2.1.2 The City will complete a City Boundary review to identify potential adjustments to reflect current land use and future needs, including consideration of the Regional District of Nanaimo's *Regional Growth Strategy* (RGS), and senior government treaty negotiations with First Nations. The review may look at areas to both add or remove.

D2.1.3 Consider revisions to the UCB every three years starting from *City Plan* adoption, or as part of a major review of *City Plan* or the Regional District of Nanaimo's *Regional Growth Strategy*, or senior government treaty settlements with First Nations.

D2.1.4 Consider future changes to the UCB based on the following:

- in the case of land proposed for inclusion inside the UCB, the land is not in the Agricultural Land Reserve or the Forest Land Reserve
- the City deems there is a community need to move the City Boundary or UCB to either include land from outside the boundary or exclude land from inside the boundary
- the inclusion or exclusion of land inside the UCB, on balance, contributes towards the goals of the Regional District of Nanaimo's *Regional Growth Strategy*

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

D2.1.6 For areas within the City Boundary that are located outside the UCB, no new community water or community services will be extended to those lands, except for health or environmental reasons.

D2.1.7 The City will consider the supply of water services to adjacent communities beyond city boundaries, subject to servicing agreements and approvals as needed from the Province.

Legend & Notes

City of Nanaimo Boundary (aligns with Regional District of Nanaimo Growth Containment Boundary)

Urban Containment Boundary (UCB)

Land Outside the UCB

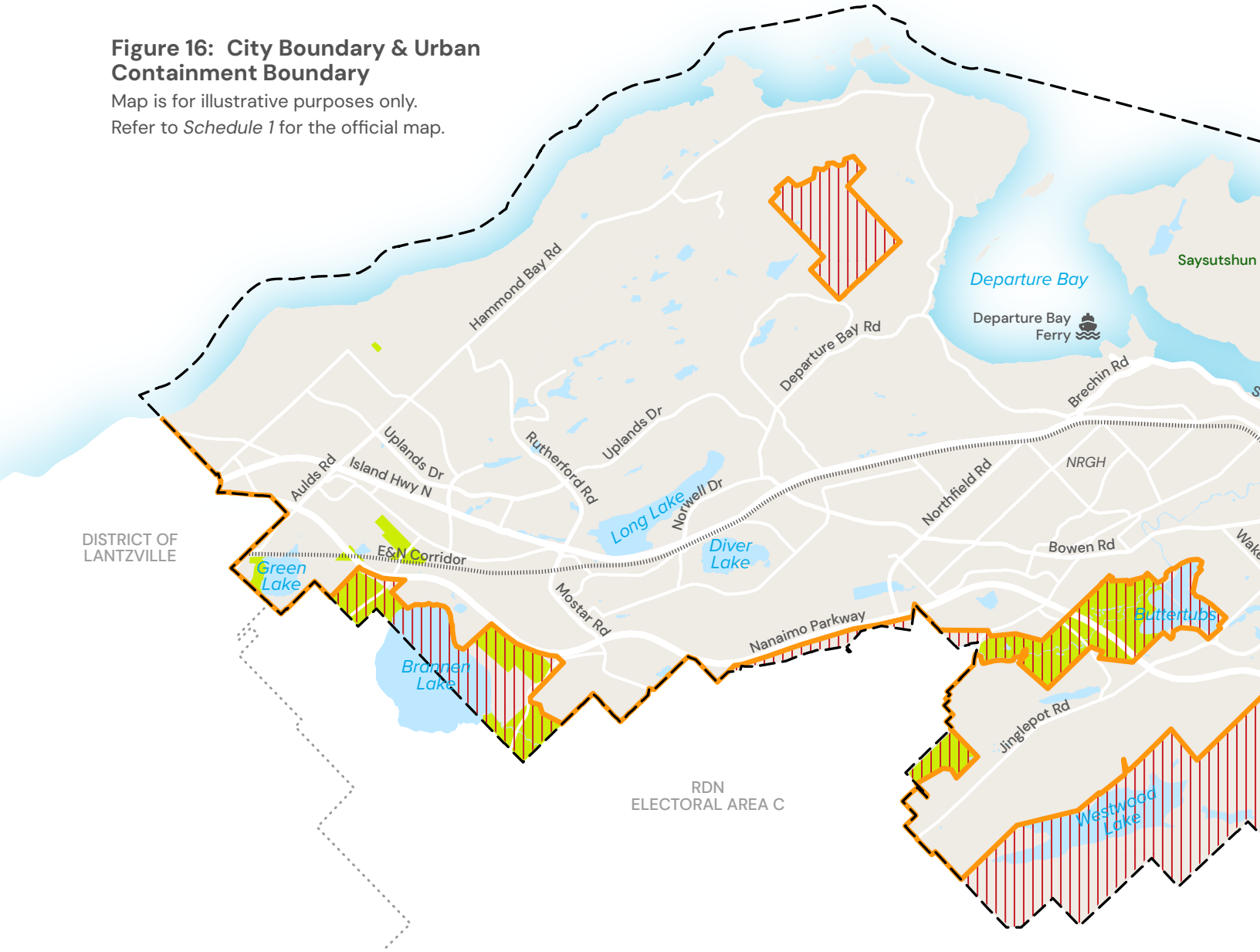
Lands outside the UCB do not allow for urban development and will not have community services like water and sewer extended to them (see *policy D2.1.6*)

Agricultural Land Reserve (ALR)

View policies for ALR

D4.8
Green Spaces

Figure 16: City Boundary & Urban Containment Boundary
Map is for illustrative purposes only.
Refer to *Schedule 1* for the official map.



BENEFITS OF A UCB

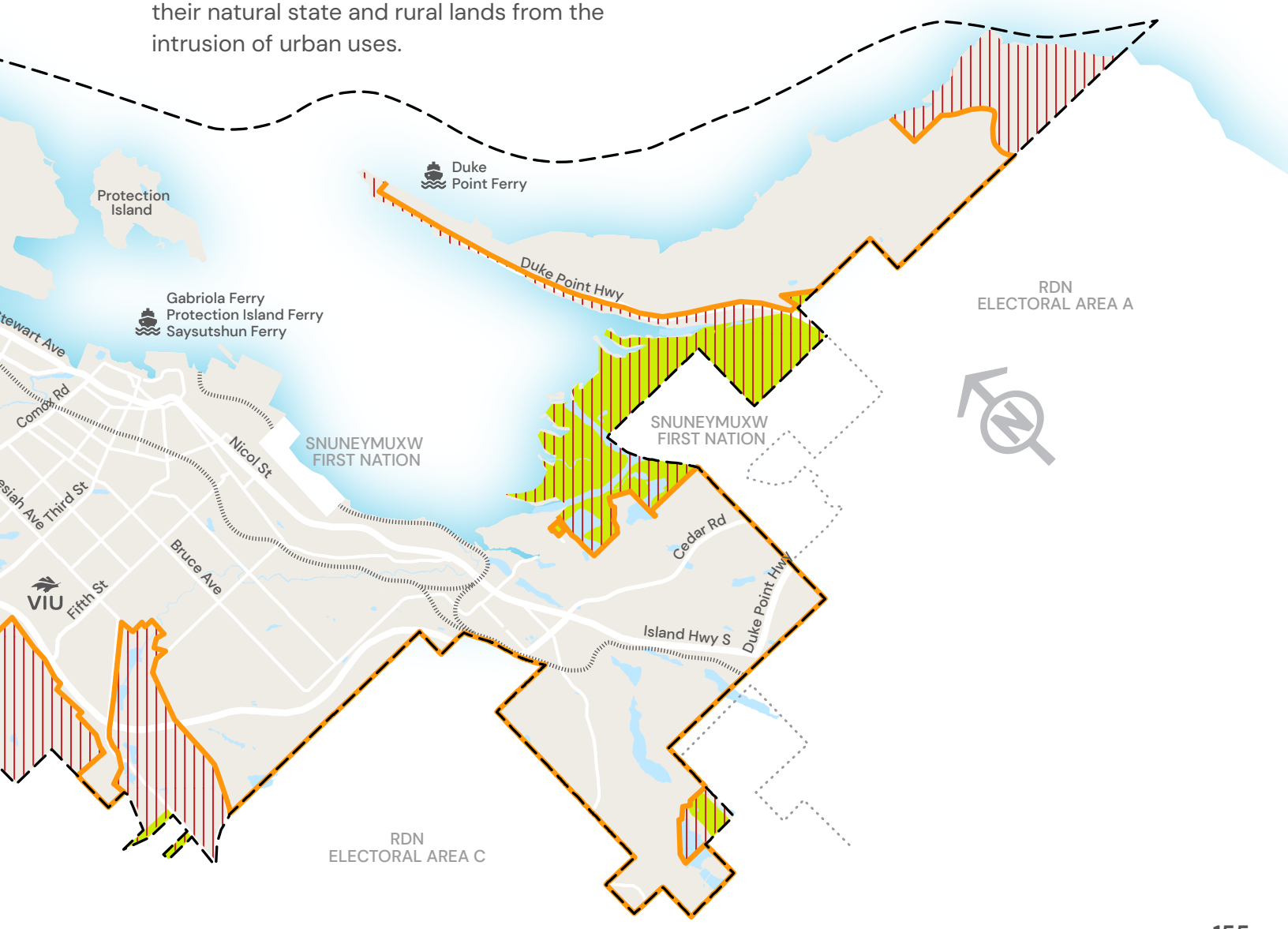
- Directs the majority of future growth towards urban areas in order to help achieve the sustainability goals of both *City Plan* and the Regional District of Nanaimo's *Regional Growth Strategy*.
- Supports efficient use of roads, sewer, water, and storm services and provides cost savings as new development can use existing infrastructure and community services like schools and hospitals.
- Encourages a development pattern and population density that supports more viable public transit and walking, rolling, and cycling facilities.
- Protects environmentally sensitive areas in their natural state and rural lands from the intrusion of urban uses.

ESTABLISHMENT OF NANAIMO'S UCB

The City of Nanaimo has worked to contain urban growth since the late 1980s and continues to encourage development and redevelopment of lands within a defined Urban Containment Boundary (UCB).

There is enough serviced land, either vacant or underutilized, within Nanaimo's UCB to accommodate projected demands for housing to 2046 and commercial and industrial lands until 2041.

The UCB helps to focus growth in areas where urban uses make sense from social, economic, and environmental perspectives. In the regional context, Nanaimo is a key hub for urban growth.





D3 BLUE & GREEN NETWORK

Sustainable development is the pathway to the future we want for all. It offers a framework to generate economic growth, achieve social justice, exercise environmental stewardship, and strengthen governance.

– Ban Ki-Moon

D3.1 OVERVIEW

The Blue and Green Network sustains us, provides places for nature to thrive and people to recharge, and supports our adaptation to a changing climate. In a city, a Blue and Green Network is necessarily integrated with the built environment through parks, water bodies and waterways, watersheds, greenways, and urban tree canopy. It includes both urban and natural areas and provides habitat that connects the city to the natural landscapes beyond.

In early decades of development, Nanaimo's natural environment was modified by human activity and urbanization. In recent decades, the community has been working to protect its blue and green network through use of progressive Development Permit Areas (DPAs); updated engineering and building code standards; strategic park acquisitions and restoration projects; tree protection and planting; and integration of green infrastructure.

There is a need to reinforce and raise awareness of this stewardship. Healthy ecosystems within Nanaimo play a broader role in a healthy region and beyond. By integrating a Blue and Green Network layer into *City Plan*, we are signalling the importance of these networks as part of a healthy Nanaimo.

The Blue and Green Network is focused on habitat values and ecosystem services within our environment – waterfronts, lakes, watercourses, forests, tree canopy, and the sponge of absorbent soils and vegetation cover within developed areas. We will strive to manage urban development and redevelopment in ways that sustain or restore ecosystem functions, even as urban density increases in some areas.

A key driver for continuing to integrate our Blue and Green Network is climate change adaptation. Although local and world efforts on greenhouse gas (GHG) emissions reduction are critical and urgent, there are impacts of climate change coming nevertheless. As our city and the climate changes, our goal is to protect both urban development and ecosystem functions with integrated adaptation strategies. The Blue and Green Network plays a fundamental role in this adaptation.



Figure 17: The Impact of Climate Change in Nanaimo
Source: Integral with Tamsin Mills Resilience Consulting, 2020. City of Nanaimo *Climate Change Resilience Strategy*.

CHANGES IN TEMPERATURE

- Warmer temperatures across all seasons
- Higher hottest day temperatures (~35°C)
- Double the number of days above 25°C
- Warmer winters with more frost free days

WHAT ARE THE CHALLENGES?

- Changes to species' natural ranges, increased invasive species, and drought stress on natural systems
- Human health impacts including heat-related illness and smoke inhalation from wildfires
- Increased pressure on our water supply and food production
- Increased heating and cooling demands, impacting energy costs and emissions

CHANGES IN PRECIPITATION

- More days of rainfall in every season except summer
- More intense rainfall and storm events and more precipitation overall on rainy days
- Less winter snowfall
- Longer and more frequent summer dry spells

WHAT ARE THE CHALLENGES?

- Erosion, slope instability / risk of landslides, and increased sedimentation of aquatic habitats
- Challenges to the stormwater system, localized flooding, and river flood risk
- Summer drought, impacting agriculture and local food supply
- Less water in rivers, impacting fish habitat

PREPARING FOR MORE WATER

A critical and cost intensive adaptation effort will be preparing for more extreme storms and flooding. The policies in *City Plan* support:

- Continuation of current stormwater management practices, including requirements for new development to retain runoff to pre-development levels and forward looking approaches to consider how storms will impact our community in the future
- Broad adoption of rainwater best management practices including deeper soils, rain gardens, pervious paving, and onsite storage, in new development or redevelopment, and in retrofitting of existing developed areas
- Planning for overland flow paths during storm events that minimize risk and damage to property
- Preparation for Sea Level Rise impacts in low lying parts of the community, including Departure Bay, Downtown, and Protection Island
- Preparation for slope stability impacts due to shoreline erosion and saturation
- See **Section C1 A Green Nanaimo: Resilient & Regenerative Ecosystems**

INCREASED FREQUENCY & SEVERITY OF EXTREME EVENTS

- Increased wildfire risk
- More frequent and intense wind and rain events
- Increased snow and ice in winter

WHAT ARE THE CHALLENGES?

- Human health impacts including wildfire smoke inhalation, public safety during storms, and mental health impacts
- Increased demands and costs for emergency operations
- Damage to power, water, or other key networks such as communication

SEA LEVEL RISE

- Higher sea levels (up to 0.5 m by 2050)
- King tides and storm surge coinciding with sea level rise, causing coastal and river flooding

WHAT ARE THE CHALLENGES?

- Damage to buildings and infrastructure, and interruption of services
- Shoreline erosion affecting vulnerable slopes
- Loss of low lying waterside lands
- Damage to archaeological and First Nations cultural sites and resources

PREPARING FOR MORE HEAT

The policies in *City Plan* support:

- Green building policies that support energy efficient building and site design to adapt to hotter temperatures
- Continuation of Nanaimo's open streams policy to avoid further piping of watercourses
- Restoration of streamside riparian areas and values
- Protection of existing trees and planting of new trees throughout the city for shading, habitat, and reduction of heat-island effects
- Implementation of wildfire protection planning and measures
- Water conservation strategies and planning ahead for long term drinking water supply
- Preparation of extreme weather strategies
- See **Section C1 A Green Nanaimo: Resilient & Regenerative Ecosystems**

Legend & Notes

City of Nanaimo Boundary

WATERSHEDS

Piped Systems

Piped watersheds flow to the shoreline through piped storm drain networks

Surface Streams

Surface stream watersheds flow to the shoreline through open watercourses

View policies for watersheds:

C1.4 Healthy Watersheds

C1.5 Water, Sewer, & Stormwater Services

SENSITIVE AREAS

Riparian Areas

Areas that border streams, lakes, and wetlands that link water to land

Sensitive Ecosystems

Rare, ecologically fragile, or at-risk ecosystems

View policies for sensitive areas:

C1.3 Urban Tree Canopy, Natural Areas, & Greenways

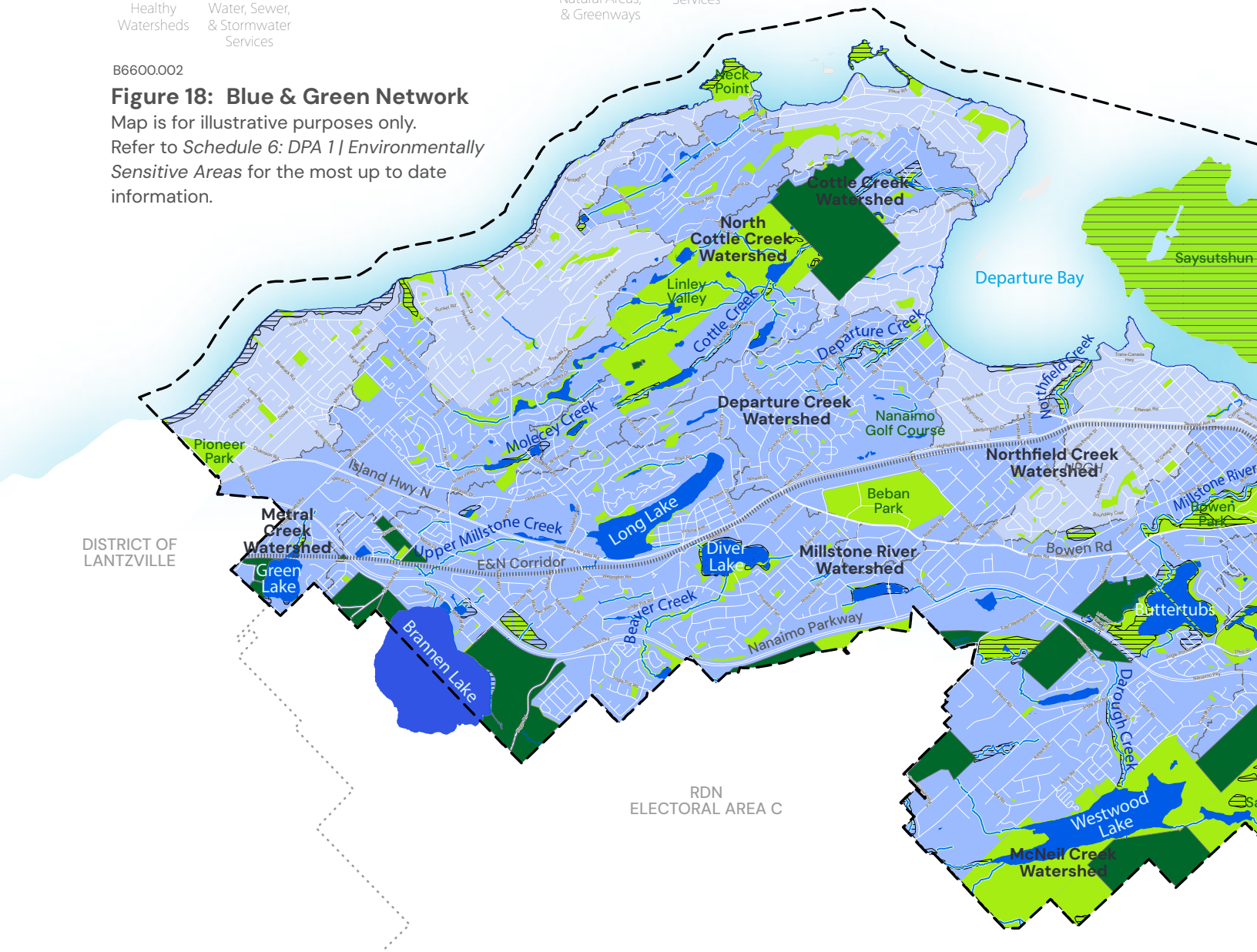
C1.5 Water, Sewer, & Stormwater Services

DPA 1 | Environmentally Sensitive Areas

B6600.002

Figure 18: Blue & Green Network

Map is for illustrative purposes only. Refer to *Schedule 6: DPA 1 | Environmentally Sensitive Areas* for the most up to date information.



WATER BODIES

Lakes

Freshwater resources that provide ecological and recreation values

Watercourses

Open streams and channels which have ecological values and form part of the stormwater management network

Harbour & Foreshore

Harbour and foreshore areas are where land and ocean meet, providing rich ecological environments

View policies for water bodies:

C1.4 Healthy Watersheds

C1.5 Water, Sewer, & Stormwater Services

C4.10 Waterfront Use & Protection

D4.7 Waterfront

DPA 3 | Sea Level Rise

RELATED LAND USES

FOR ALL LAND USE DESIGNATIONS, SEE SECTION D4

Parks & Open Space

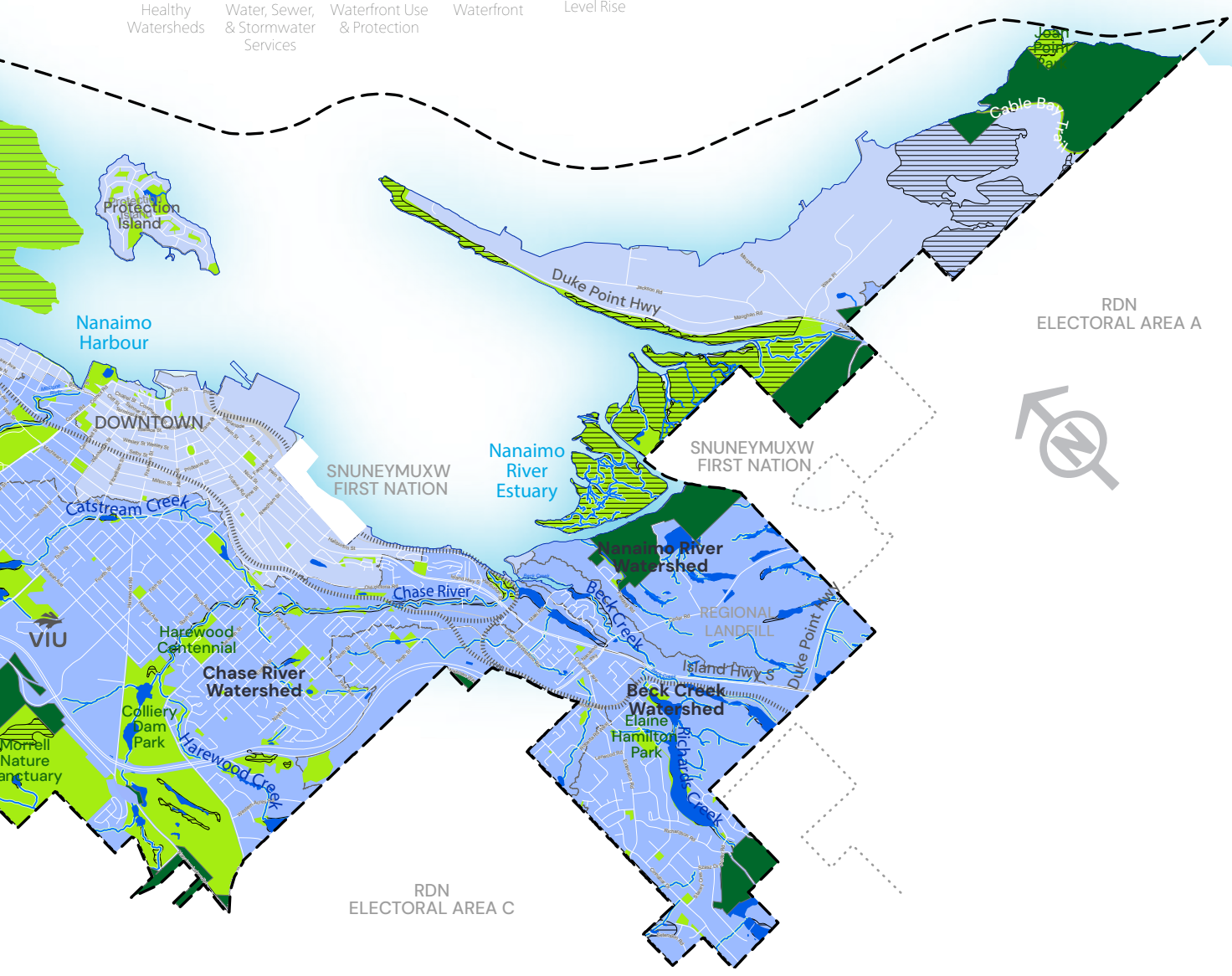
Lands designated as parks and open space often protect water bodies and sensitive areas

Resource Management

Lands designated Resource Management can include environmentally sensitive areas and limit urban development

View policies for related land use designations:

D4.8 Green Spaces





D4 FUTURE LAND USE DESIGNATIONS

You can't rely on bringing people downtown, you have to put them there.

- Jane Jacobs

D4.1 OVERVIEW

Great cities aren't created by accident; they are created through thoughtful plans and intentional actions. Nanaimo's Future Land Use Designations provide a framework to guide how future development can fit together to create vibrant and diverse areas for living, working, and experiencing our city.

The Future Land Use Designations, which are based on the Conceptual City Structure shown in Figure 11, illustrate how growth will be accommodated within Nanaimo's current boundary. The Future Land Use Designations are organized to provide room to revitalize and reimagine, while continuing to keep the best aspects of our city alive. Future Land Use Designations consider the Regional District of Nanaimo 2020 *Regional Housing Needs Report* and the City of Nanaimo 2020 *Population, Housing and Employment Projections*.

This means creating a thoughtful city pattern for future development that allocates space for higher densities and an expanded range of services, while at the same time continuing to strategically support lower density areas.

In the past, Nanaimo's growth stretched in a linear pattern through physical expansion and outward growth. *City Plan - Nanaimo Relmagined* focuses on "growing in" and reinvesting in our existing city to revitalize, renew, and reconnect.

City Plan builds on Nanaimo's previous Official Community Plan to support land uses that embrace Nanaimo's existing structure, while filling gaps to create a more regenerative city. The Future Land Use Designations are comprised of a mix of land uses, with varying forms and functions, that work together to create complete and equitable areas. Figure 19 provides a summary of the high level land use categories.

Figure 19: Future Land Use Designations at a Glance



D4.3
Centres

Centres are areas that support high density residential and mixed-uses, with the highest degree of walkability and concentrations of population; employment; services; and recreational, cultural, and wellness amenities.



D4.4
Corridors

Corridors connect Urban Centres along major transportation routes, support medium density residential and mixed-uses, and are places for living and commerce anchored by the mobility network.



D4.5
Neighbourhoods

Neighbourhoods continue to support lower density residential housing options, with local-scale services.



D4.6
Industrial Lands

Industrial Lands support a diverse employment base and strengthen our prosperity.



D4.7
Waterfront

Waterfront Lands respect the important relationship between city and waterfront, with context specific land uses adjacent to different sections of Nanaimo's waterfront.



D4.8
Green Spaces

Green Spaces maintain and strengthen our natural character and productive lands, and provide opportunities for recreation and wellness.

Legend & Notes

City of Nanaimo Boundary

CENTRES
SEE SECTION **D4.3**

- Primary Urban Centre
- Secondary Urban Centre
- Neighbourhood Centre

NEIGHBOURHOODS
SEE SECTION **D4.5**

- Neighbourhood
- Suburban Neighbourhood
- Old City Neighbourhood
- Semi-Rural Neighbourhood

INDUSTRIAL LANDS
SEE SECTION **D4.6**

- Industrial
- Light Industrial

CORRIDORS
SEE SECTION **D4.4**

- Mixed-Use Corridor
- Residential Corridor

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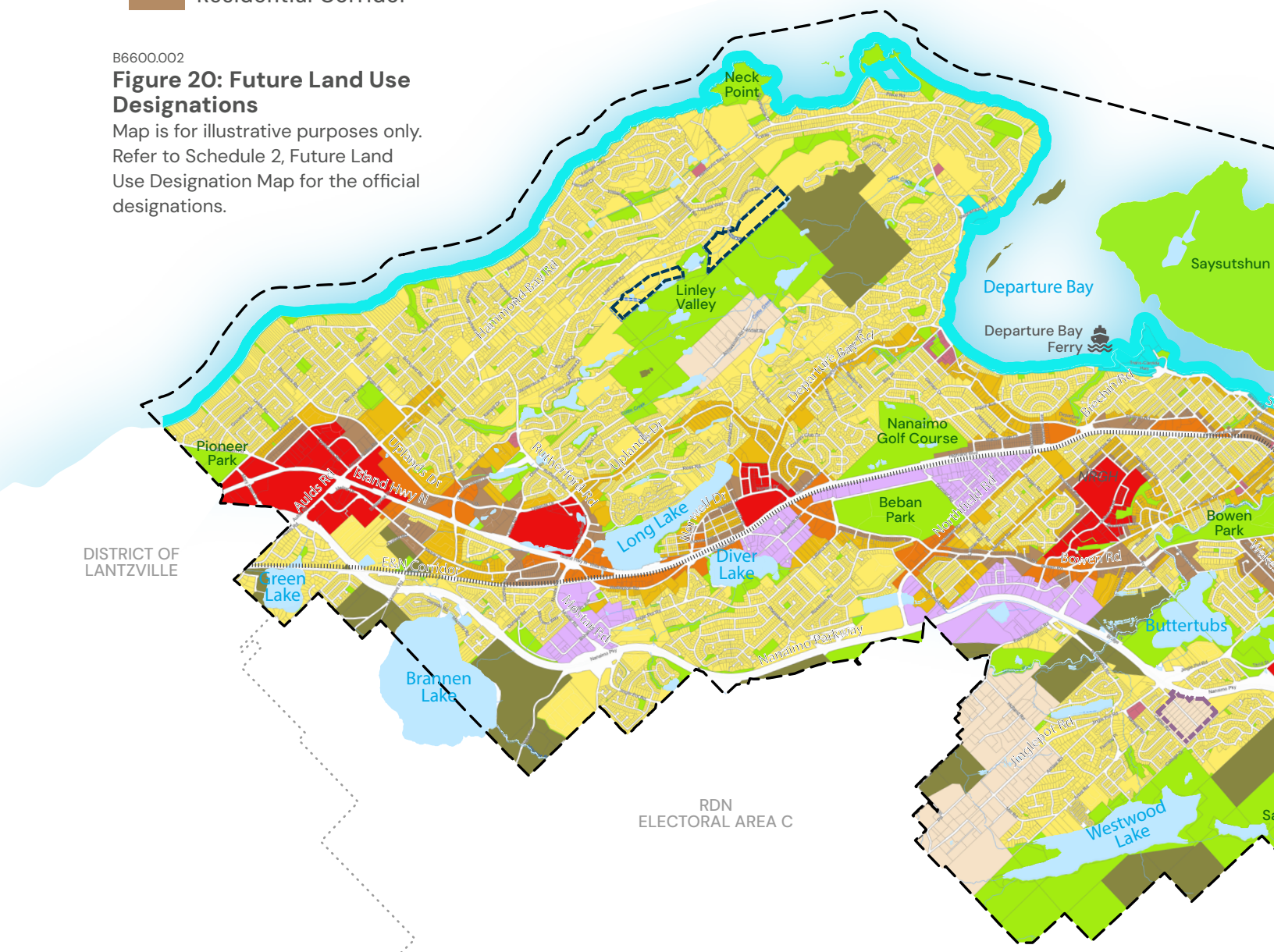
Figure 20: Future Land Use Designations

Map is for illustrative purposes only. Refer to Schedule 2, Future Land Use Designation Map for the official designations.



WATERFRONT
SEE SECTION **D4.7**

Waterfront

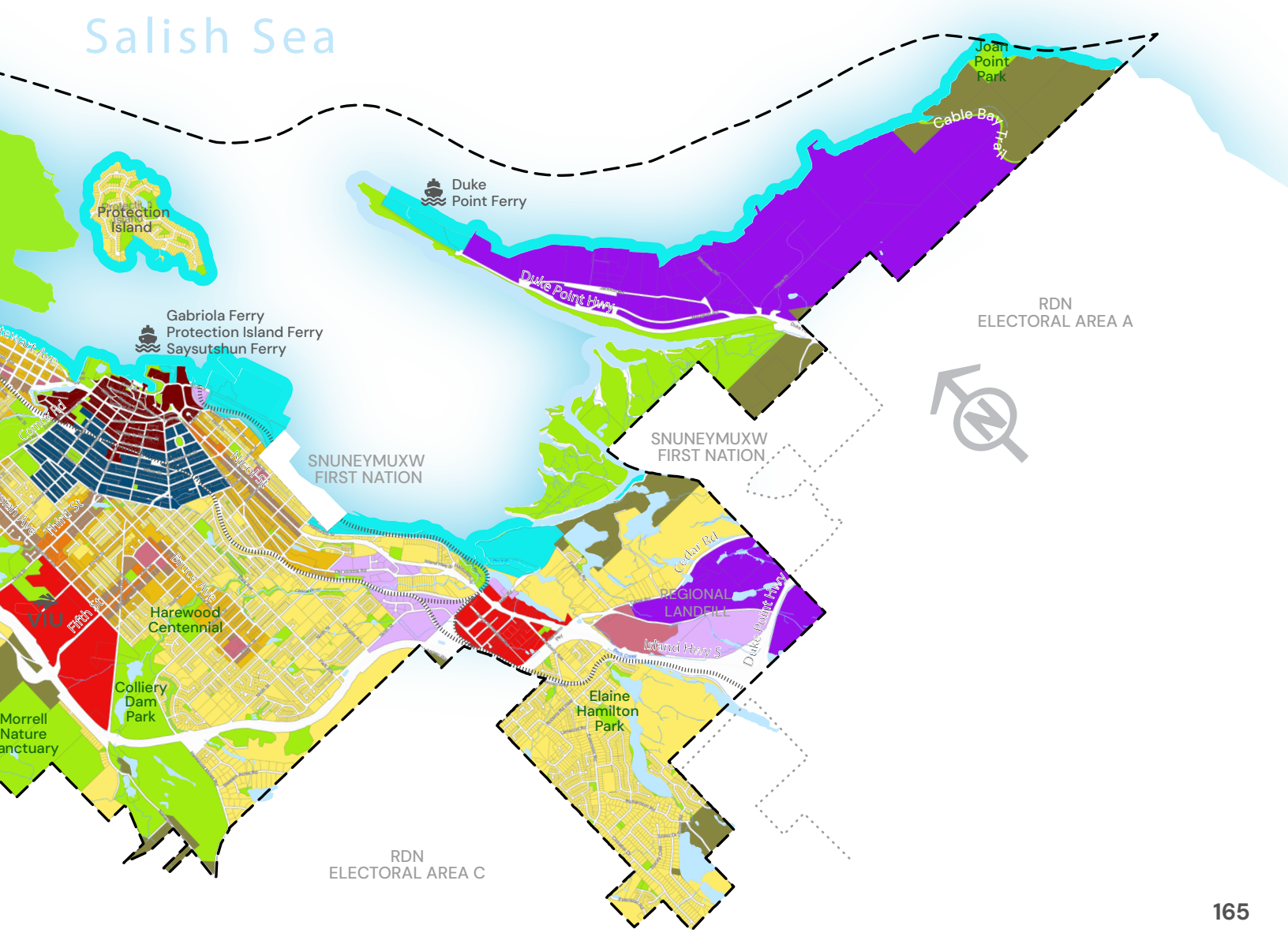
OTHER

Special Servicing Area
(see *policy D4.5.24*)

GREEN SPACES
SEE SECTION **D4.6**

Parks & Open Spaces

Resource Management

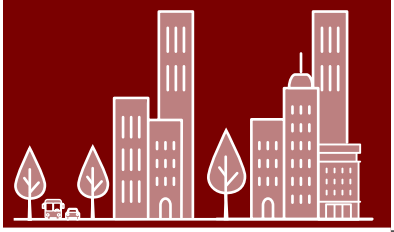


D4.2 FUTURE LAND USE DESIGNATIONS SUMMARY TABLE

Table 1 provides a summary of the range of land uses that are included within the Future Land Use Designations, depicted in *Schedule 2: Future Land Use Designations* and illustrated in Figure 20 (previous page). The Future Land Use Designations Summary Table is intended to be read and interpreted in conjunction with all goals and policies of *City Plan*. Desired outcomes and policies for each land use in the table can be found in *Section D4.3* through *Section D4.8*.

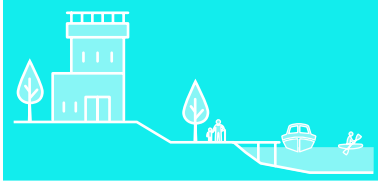
Table 1: Future Land Use Designations Summary Table

NOTE: Summary table is provided for reference only. Refer to each policy section for official policies.

LAND USE	DESCRIPTION & INTENT	TYPICAL BUILDING FORMS	TYPICAL USES	TARGET DENSITY*
CENTRES (see *Section D4.3*)				
Primary Urban Centre 	» Downtown Nanaimo and the "heart of the city" » Distinct cultural, economic, and mobility hub with the highest density and mix of uses » Critical mass of housing, employment, and civic activities that serve a city-wide function » Excellent transit access and walking, rolling, and cycling routes	» Mix of low-rise, mid-rise, and high-rise mixed-use, residential, or live / work » Minimum of 2 storeys » High-rise in specific locations	» Mixed-use, commercial, office, and residential » Residential in apartment formats » Civic / institutional uses » Cultural facilities » Parks, plazas, and open spaces	250+ uph (units per hectare)
Secondary Urban Centre 	» Large scale Urban Centre that serves the entire city » Typically anchored by public or civic institutions and employment centres » Offers a broad range of housing types » Excellent transit access and walking, rolling, and cycling routes	» Mix of low-rise, mid-rise, and limited high-rise mixed-use or residential » 2 to 12 storeys with potential for limited additional height where community benefit is provided	» Mixed-use, commercial, office, and residential » Residential in apartment formats » Civic / institutional uses » Parks, plazas, and open spaces	200 uph
Neighbourhood Centre 	» A local-scale gathering and services destination for neighbourhood residents » Local shopping providing day-to-day needs of local residents mixed with multi-unit residential to form an active hub	» Mix of low-rise, mixed-use with street facing commercial and residential above / behind » Commercial » Low-rise residential apartments » Townhomes » 2 to 4 storeys	» Mixed-use, commercial, office, and residential » Residential in apartment formats » Civic / institutional uses » Parks, plazas, and open spaces	60 uph

LAND USE	DESCRIPTION & INTENT	TYPICAL BUILDING FORMS	TYPICAL USES	TARGET DENSITY*
CORRIDORS (see *Section D4.4*)				
Mixed-Use Corridor 	» Mixed-use along Arterial and Collector Streets » A destination in itself, while also providing critical connections between Urban Centres and Neighbourhoods » A focus on supporting primarily mixed-uses	» Low- to mid-rise mixed-use with street facing commercial and residential above / behind » Limited stand-alone residential may be considered » 3 to 6 storeys	» Mixed-use commercial and residential » Residential » Parks, plazas, and open spaces » Institutional uses	100 uph
Residential Corridor 	» Medium density residential along Urban Arterial and Collector roads » Provides critical connections between Urban Centres and Neighbourhoods	» Low- to mid-rise residential apartments » Townhomes » 3 to 6 storeys	» Residential » Local-serving small scale commercial » Live / work » Parks, plazas, and open spaces » Institutional uses	100 uph
NEIGHBOURHOODS (see *Section D4.5*)				
Neighbourhood 	» Primarily low-rise residential areas, closer to services and transit hubs » Provides a transition in building forms between Urban Centres, Corridors, and Suburban Neighbourhoods » Encourages residential infill that offers a broad mix of housing forms and types to meet varied housing needs	» Single-unit dwellings with secondary suites » Duplexes » Ground-oriented multi-unit dwellings including tri/fourplex, townhomes, » Low-rise apartment » Small scale commercial / mixed-use » Up to 4 storeys	» Residential » Home based business » Local-serving commercial » Parks, plazas, and open spaces » Institutional uses	60 uph
Suburban Neighbourhood 	» Primarily low-rise residential, further from services and transit hubs	» Single-unit dwellings with / without secondary suites » Duplexes » Ground-oriented multi-unit dwellings including tri/fourplex, townhomes » Small scale commercial / mixed-use » Up to 3 storeys	» Residential » Home based business » Local-serving commercial » Parks, plazas, open spaces » Institutional uses	25 uph

LAND USE	DESCRIPTION & INTENT	TYPICAL BUILDING FORMS	TYPICAL USES	TARGET DENSITY*
NEIGHBOURHOODS – continued (see *Section D4.5*)				
Old City Neighbourhood 	» Primarily low-rise residential, close to downtown, services, and transit hubs » Recognizes the unique heritage value of this established area and encourages preservation of architecturally / historically significant buildings	» Single-unit dwellings » Secondary suites » Duplexes » Multi-unit dwellings including tri/ fourplex, townhomes » Up to 3 storeys with potential for more in strategic locations	» Residential » Home based business » Commercial in strategic locations » Parks, plazas, and open spaces » Institutional uses	40 uph
Semi-Rural Neighbourhood 	» Lands not intended for urban development due to physical or servicing constraints, including transportation, utility servicing, or steep grades	» Single-unit dwellings » Secondary suites » Up to 2 storeys	» Residential » Home based business » Agriculture » Open space	2 uph
INDUSTRIAL LANDS (see *Section D4.6*)				
Industrial 	» Industry that requires larger land areas, generates fewer trips for employees / customers, and may generate noise, vibration, or odours » Activities that are not suitable adjacent to Urban Centres, Corridors, and Neighbourhoods	» Industrial buildings and structures	» Warehousing » Distribution » Transportation » Manufacturing » Processing » Assembly operations	n/a
Light Industrial	» Less land-intensive industry with high employee / customer numbers and goods and services that generate more activity » Activities that are suitable adjacent to Urban Centres, Corridors, and Neighborhoods	» Industrial buildings and structures » Up to 3 storeys, with potential for more in strategic locations	» Processing » Manufacturing » Assembly operations » Warehousing » Distribution » Equipment sales and repairs » Printing and reproduction » Wholesale » Transportation » Communication related businesses » Auto parts retailers » Supportive, transitional, or emergency housing in appropriate locations » Office and sales as ancillary uses only	n/a

LAND USE	DESCRIPTION & INTENT	TYPICAL BUILDING FORMS	TYPICAL USES	TARGET DENSITY*
WATERFRONT (see *Section D4.7*)				
Waterfront 	» Ocean and foreshore areas and adjacent lands with important connections to the waterfront	» Varies by location and use	» Public access facilities, trails, recreation » Water transportation » Marine services and marinas » Marine focused industry » Small scale local services » Mixed-use » Residential	Varies
GREEN SPACES (see *Section D4.8*)				
Parks & Open Spaces 	» Lands for respite, recreation, wellness, cultural use, and enjoyment of residents » Environmental protection	» Park buildings » Community service buildings » Height varies	» Natural areas » Active parks » Plazas » Community wellness, recreation, and service facilities » Golf courses	n/a
Resource Management 	» Agricultural, forested, or environmentally sensitive lands adjacent to Urban Centres, Corridors, and Neighbourhoods » Intended to be managed for sustainable agricultural, forestry, environmental protection, and recreational purposes	» Small scale ancillary buildings » Single-unit dwellings	» Agriculture » Resource uses » Parks and open space » Protected natural areas	n/a

NOTES

*Target densities, where shown, are intended to describe general average density and massing for the overall land use designation and to support monitoring. These land use target densities do not regulate actual densities on individual lots; this is the function of the *Zoning Bylaw*. Densities are not intended to be applied to individual parcels on a project-by-project basis as each development will have unique site circumstances.

D4.3 CENTRES

Urban Centres and Neighbourhood Centres are places of activity where Nanaimo residents come together. They are the commercial, service, employment, cultural, wellness, and housing focal points of Nanaimo. *City Plan* provides a vision for growth that focuses on investing in existing places to help them evolve to reach their potential as centres of activity.

Living within our urban boundaries means reinvesting in existing places. To realize this vision, vacant lots become sites for infill; underutilized lands are repurposed for higher and better uses; and missing services are added to improve our quality of life. Adding housing, jobs, and services in places where some of these uses already exist is a cost effective way for a city to grow and better use existing infrastructure without expanding its footprint. By focusing growth in Centres, we can positively impact our entire city and better serve the Nanaimo region and beyond.

City Plan includes Centres of different scales.

Primary and Secondary Urban Centres build on existing city destinations and mobility hubs, and are envisioned to become complete and walkable communities where residents can find the housing, employment, services, and amenities they need for daily living without relying on car ownership, while also serving the broader city and region.

Neighbourhood Centres, formed around existing local clusters of activity, focus on providing local services to nearby Neighbourhoods.

Figure 21: Locations of Centres
Map is for illustrative purposes only.

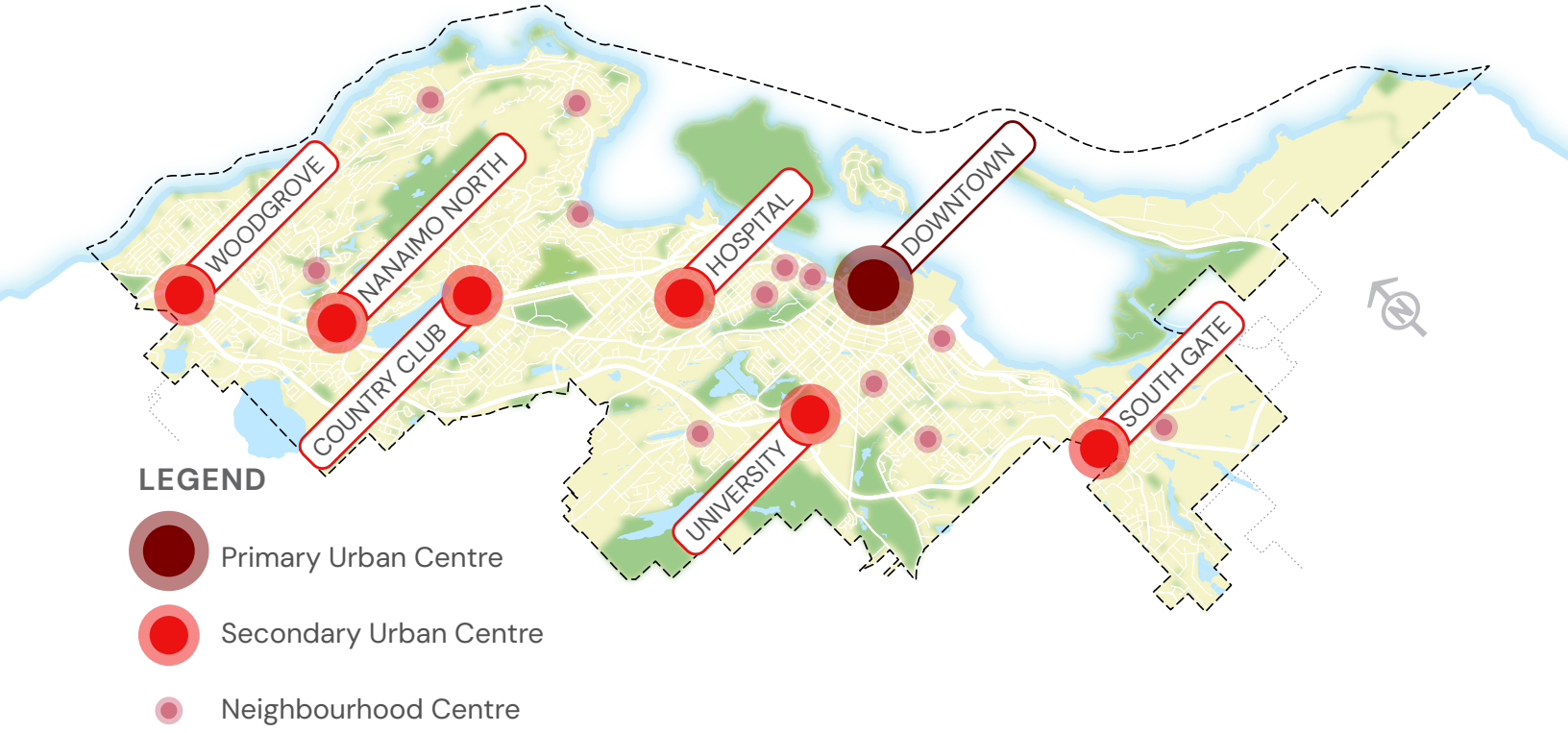
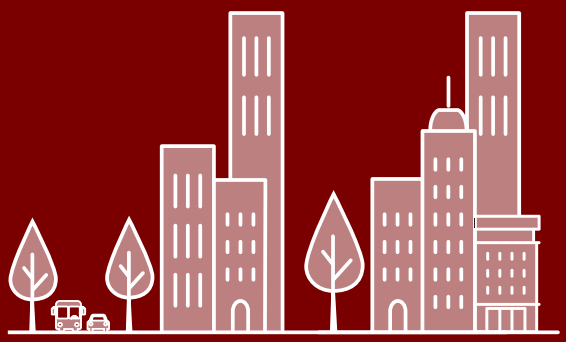


Figure 22: Types of Centres



Primary Urban Centre

Downtown is Nanaimo's Primary Urban Centre – the distinct cultural, economic, tourism, and mobility hub with the highest density and mix of land uses. It is a destination for all residents and a special destination for those visiting.

Connected to the waterfront, Downtown is the community's gathering space for events and festivals and is home to strong urban design that builds on authentic cultural and historic spaces and buildings. The future of this area involves reimagining and rebuilding the spaces between established heritage areas with a diversity of buildings and animated public spaces – knit together to complete a thriving Downtown.



Secondary Urban Centre

Secondary Urban Centers are hubs that serve the city, typically anchored by public institutions and significant employment centres. These centres capitalize on excellent transit access, connected to one another via Corridors, and support higher density development and an increasing mix of urban land uses.

Secondary Urban Centres attract workers, residents, and visitors from across the city and region using all modes of transportation. Within each Secondary Urban Centre there are a variety of places and spaces, often with areas that include more residential, commercial, employment, or institutional focuses.



Neighbourhood Centre

Neighbourhood Centres serve residential areas with clusters of shopping, local services, and compact housing that support daily needs of local residents. As neighbourhood focal points for business, services, gatherings, and housing, these are places that support activity and animation. Neighbourhood Centres are integrated within Neighbourhoods and feature strong walking, rolling, and cycling linkages and access to transit.

Desired Outcomes for Centres

Focused urban growth so that Centres become the city's hubs of activity.

Recognition and celebration of the unique characteristics of each Centre.

Integration of land use and mobility to encourage walking, rolling, cycling, and transit in, around, and to Centres.

Complete Centres with a broad mix and range of services.

Policies

Urban Centres - Primary & Secondary

GENERAL

D4.3.1 Develop Urban Centres as the city's primary hubs of activity with the highest intensity of land uses and an increased mix of uses and forms appropriate to each centre. Each Urban Centre is intended to be a complete community that includes housing, employment, and services and allows for daily needs to be met without the requirement for travel outside the Urban Centre.

D4.3.2 Encourage the evolution of Urban Centres to offer a mix and range of services that support the social, health, recreation, wellness, and open space needs of residents living both in the Urban Centre and the surrounding community.

D4.3.3 Recognize and celebrate the unique characteristics and sense of place of each Urban Centre by retaining and complementing attractive existing natural and built features through new development and redevelopment, upgrading infrastructure, and supporting community initiatives.

D4.3.4 Include a mix of high and medium density residential development in Urban Centres to provide more housing near employment; maximize the use of infrastructure, services, and amenities; meet changing demographics; and support a mix of incomes.

D4.3.5 Integrate land use and mobility through the creation of compact, dense, and mixed-use Urban Centres that promote walking, rolling, cycling, and public transit, and reduce automobile dependency in Urban Centres.

D4.3.6 Locate a central transit exchange or transit stop in each Urban Centre that is highly accessible and relates to surrounding development with integrated pedestrian access.

D4.3.7 Consider prioritizing City investments in Urban Centres in the following order:

- Downtown
- Woodgrove / South Gate
- Hospital / University
- Country Club / Nanaimo North

D4.3.8 Require Area Plans for Urban Centres to provide more detailed land use and policy guidance for future development to remove constraints, coordinate infrastructure, and identify amenity needs. Take into account the full extent of the Urban Centre boundary in an Area Plan, as well as transitions to surrounding areas.

D4.3.9 Support redevelopment of large properties within Urban Centres where a proposal demonstrates the following characteristics:

- » improved public street connectivity, with new streets and pathways that break up large blocks and provide more direct and effective walking, rolling, cycling, and mobility links that coordinate with existing and potential future street crossings and intersections
- » improved walking, rolling, and cycling facilities to create a safe and comfortable user environment
- » identification and dedication / development of parks, public spaces, and community recreation and wellness facilities; urban forests and tree canopies; and/or rainwater management infrastructure
- » integration of transit infrastructure

D4.3.10 B6600.002 For lands designated as Transit-Oriented Areas by the Province, the allowable density (floor area ratio) and height (storeys) are as prescribed in the *Local Government Act* (and associated regulations). This is notwithstanding site servicing and other *City Plan* policies must be addressed.

D4.3.11 Ensure building heights and forms in Urban Centres provide appropriate transitions between taller buildings and adjacent existing residential land uses. Adjacent land uses include properties adjacent to an Urban Centre designation that share a property line or are directly across a road from an Urban Centre designated property.

- » where an Urban Centre designation is adjacent to Neighbourhood or Old City Neighbourhood designations, maximum building height will be six storeys
- » where an Urban Centre designation is adjacent to a Suburban Neighbourhood designation, maximum building height will be four storeys

D4.3.12 Recognize that parks, open spaces, and recreation facilities are integral to the wellbeing of residents in Urban Centres. As Urban Centres develop, strive to have 20% of the land area of each Urban Centre in the form of parks, trails, plazas, urban tree canopy, recreation and wellness facilities, market spaces, and other publicly accessible space. Prioritize new opportunities to incorporate parks; open spaces; and recreation, culture, and wellness facilities in all development proposals with a goal of creating strong connections and integration.

D4.3.13 In Urban Centres, include public gathering places such as plazas and open spaces with a range of cultural and community uses that are welcoming to a diversity of residents and visitors.

D4.3.14 Encourage and accommodate growth of the creative community in Urban Centres, including but not limited to, live / work spaces and business-related incubator spaces.

D4.3.15 Direct large office developments to Urban Centres and emphasize Downtown as the preferred destination for these uses.

D4.3.16 Consider large format retail in Urban Centres, provided that it is designed in a format consistent with the walking, rolling, cycling, and transit-oriented nature and the urban design character envisioned for these areas, demonstrates a commitment to sustainability, and is integrated within mixed-use developments.

D4.3.17 Discourage new large areas of surface parking or drive-thrus in Urban Centres. Under-building parking or underground parking is preferred. Continue to evolve existing auto oriented uses into more pedestrian friendly and accessible development forms and mix of uses.

D4.3.18 Strengthen social connectedness and encourage amenities and spaces that provide opportunities for residents of all ages, abilities, and backgrounds to connect with their neighbours.

D4.3.19 Distribute social and community services among all Urban Centres and Corridors to best meet the needs of residents and target populations. Prioritize locations that are accessible by transit in compact, walkable areas to improve access for all, especially those with limited mobility.

D4.3.20 Encourage locating future school sites; child care facilities; and recreational, cultural, and wellness facilities within Urban Centres, as Urban Centres will be highly accessible for all modes of transportation and will have higher population density. Recognizing that land areas are typically more constrained in Urban Centres, consider the following for urban schools and facilities:

- » shared use of facilities, sports fields, and playgrounds
- » pedestrian-oriented access and safe site circulation
- » increased building heights and use of building roofs for play spaces
- » integration of compatible uses such as multi-unit housing, commercial, and other institutional or civic uses where appropriate
- » reduced or shared parking requirements

D4.3.21 Use road design and traffic calming techniques in Urban Centres to reduce vehicle travel speed, provide safe access and passage for other road users, and permit the temporary closure of streets for community activities or special events.

D4.3.22 Prioritize walking, rolling, and cycling on roads in Urban Centres and set road speeds to support safe and comfortable mobility within these areas.

D4.3.23 Transition Island Highway (19A) through or adjacent to all Urban Centres to become a Mobility Arterial Street, including accommodation for all modes, as well as beautification and an enhanced streetscape character.

Primary Urban Centre

DOWNTOWN URBAN CENTRE

D4.3.24 Plan the Downtown Urban Centre, also known as the Primary Urban Centre, to be the "heart of the city." The Downtown is the city's distinct cultural, economic, and mobility hub with the highest density and mix of uses and an attractive urban character that is inviting and engaging.

D4.3.25 B6600.002 Use the *Nanaimo Downtown Plan* and *Port Drive Waterfront Master Plan* as the Area Plans for the Downtown Urban Centre, providing detailed policy guidance for this area. These documents form part of *City Plan*.

D4.3.26 Support the following typical uses: mixed-use, commercial, office, and residential; residential in apartment formats; civic / institutional uses; cultural facilities; and parks, plazas, and open spaces.

D4.3.27 Support the following typical building forms: mix of low-rise, mid-rise, and high-rise buildings, typically in mixed-use forms with ground-floor commercial and residential / office above, or residential or live / work forms.

D4.3.28 Building heights will be a minimum of two storeys. Encourage high-rise development as per locations and guidelines described in the *Nanaimo Downtown Plan* and *Port Drive Waterfront Master Plan*.

D4.3.29 Work towards an overall target density for the Downtown Urban Centre designation of 250+ units per hectare. This target density is intended to describe general unit density for the overall land use area.

D4.3.30 Ensure the Downtown Urban Centre has excellent transit access and walking, rolling, and cycling routes supporting a critical mass of housing, employment, and civic activities that serve a city-wide function.

D4.3.31 Encourage a strong presence of local, provincial, and federal governments in the Downtown Urban Centre.

D4.3.32 Encourage the Downtown Urban Centre to be a hub for post-secondary institutional and satellite campuses.

D4.3.33 Support removal of off-street parking minimums for all uses in the Downtown Urban Centre.

D4.3.34 Ensure that buildings and publicly accessible spaces in the Downtown Urban Centre are designed to take into account community safety and security, while maintaining an inviting and attractive character.

Secondary Urban Centre

ALL SECONDARY URBAN CENTRES

D4.3.35 Plan Secondary Urban Centres to be large scale Urban Centres that serve the entire city. They are typically anchored by public or civic institutions and employment centres, and offer a broad range of housing types with excellent transit access and pedestrian and cycling routes.

D4.3.36 Support the following typical uses: mixed-use, commercial, office, and residential; residential in apartment formats; civic / institutional uses; and, parks, plazas, and open spaces.

D4.3.37 Support the following typical building forms: mix of low-rise, mid-rise, and high-rise buildings, typically in mixed-use forms with ground-floor commercial and residential / office above, or residential or live / work forms.

D4.3.38 Typical building height will be two storeys to 12 storeys. Additional building height may be supported in Secondary Urban Centres on key sites where the proposal:

- » is consistent with any existing Urban Centre Area Plan
- » is a slender or point tower on a well articulated building base that contributes to a human scale and walkable public realm
- » is of a high quality design that contributes to the city skyline
- » responds to the existing or planned context and provides an appropriate transition in scale to adjacent buildings and open space
- » provides additional amenities that implement *City Plan* policies

D4.3.39 Work towards an overall target density for the Secondary Urban Centre designation of 200 units per hectare. This target density is intended to describe general unit density for the overall land use area.

WOODGROVE URBAN CENTRE

D4.3.40 Recognize Woodgrove Urban Centre as the city's northern gateway, serving a city-wide and regional centre function for commercial activity.

D4.3.41 Develop Woodgrove Urban Centre as the northern mobility hub where major regional and city-wide mobility networks connect. Safe and accessible walking, rolling, cycling, and transit connections will be a priority in this centre.

D4.3.42 Support development forms that contribute to the function of Woodgrove Urban Centre as a mixed-use centre with an integrated mix of residential, commercial, recreational, and cultural components.

NANAIMO NORTH URBAN CENTRE

D4.3.43 Recognize Nanaimo North Urban Centre as a commercial and higher density residential hub with increasing transit options, open space, community services, and services that support seniors.

D4.3.44 Support development forms that contribute to the function of Nanaimo North Urban Centre as a mixed-use centre with an integrated mix of residential, community, service, and commercial components.

D4.3.45 Recognize the intersection of Island Highway and Mostar Road / Rutherford Road as a highly visible and important intersection. Require new development on the corners of this intersection to contribute to an urban, street oriented character.

COUNTRY CLUB URBAN CENTRE

D4.3.46 Recognize Country Club Urban Centre as a central commercial, residential, community service, and mobility hub.

D4.3.47 Develop Country Club Urban Centre as the central mobility hub where major mobility networks connect. Safe and accessible walking, rolling, cycling, and transit connections will be a priority in this centre.

D4.3.48 Recognize the intersection of Island Highway and Bowen Road / Norwell Drive as a highly visible and important intersection contributing to the character of Nanaimo and this Urban Centre. Require new development on the corners of this intersection to contribute to an urban, street oriented character.

HOSPITAL URBAN CENTRE

D4.3.49 Recognize the Hospital Urban Centre as a city-wide and regional centre for health services, seniors housing, medical professional offices, and higher density residential.

D4.3.50 Use the *Hospital Area Plan* as the Area Plan for the Hospital Urban Centre, providing detailed policy guidance for this area. This document forms part of *City Plan*.

D4.3.51 Support development forms that recognize the Hospital Urban Centre as the core area for health services in the city and mid-Island region with housing and services directed to support seniors and hospital employees.

D4.3.52 Recognize the Hospital Urban Centre as having a major employment focus for Nanaimo with health related professional offices and services.

D4.3.53 Prioritize development of safe and accessible walking, rolling, cycling, and transit connections to encourage a shift in commuting travel modes and reduce the parking demand within surrounding neighbourhoods.

D4.3.54 Require new development and redevelopment to account for the movement of emergency and support vehicles, including helicopter flight paths.

UNIVERSITY URBAN CENTRE

D4.3.55 Recognize the University Urban Centre as a city-wide and regional centre for educational and recreational services, as well as related commercial and residential.

D4.3.56 Support development forms that recognize the University Urban Centre as a focal point for post-secondary education, institutional, and recreational uses for Nanaimo, mixed with commercial and higher density residential.

D4.3.57 Recognize the University Urban Centre as having a major employment focus for Nanaimo.

D4.3.58 Develop the University Urban Centre as a major mobility hub where transportation networks connect. Safe and accessible walking, rolling, cycling, and transit connections will be a priority in this centre.

D4.3.59 Recognize that the Department of National Defence lands are scheduled to transfer to Snuneymuxw First Nation as treaty lands. Once these lands have been transferred and are part of Snuneymuxw First Nation jurisdiction, they will no longer be subject to *City Plan* policies. The City will work with Snuneymuxw First Nation to determine the servicing needs and associated agreements related to future intended land uses for this site.

D4.3.60 Continue to collaborate with Vancouver Island University in their future plans for student housing and how best to integrate with the surrounding Harewood Neighbourhood.

D4.3.61 Through development and redevelopment of land in this Urban Centre, seek to attract investment, strengthen the city's competitive position, and draw upon the research and development expertise and interests of Snuneymuxw, Vancouver Island University, Federal, Provincial, and private research office facilities.

SOUTH GATE URBAN CENTRE

D4.3.62 Recognize South Gate Urban Centre as the city's southern gateway, providing a welcoming entrance to the city.

D4.3.63 Develop South Gate Urban Centre as the southern mobility hub where major regional and city-wide mobility networks connect. Safe and accessible walking, rolling, cycling, and transit connections will be a priority in this centre.

D4.3.64 Support development forms that contribute to the function of South Gate Urban Centre as the city's southern mixed-use centre with an integrated mix of commercial, service, community, and residential components.

Neighbourhood Centres

D4.3.65 Plan Neighbourhood Centres as local-scale neighbourhood gathering and service destinations that support the daily needs of residents in the surrounding neighbourhoods.

D4.3.66 Support the following typical uses: mixed-use, commercial, office, and residential; residential in apartment formats; civic / institutional uses; and, parks, plazas, and open spaces.

D4.3.67 Support the following typical building forms: mix of low-rise, mixed-use with street facing commercial and residential above / behind; commercial; low-rise residential apartments; and townhomes.

D4.3.68 Typical building height will be two storeys to four storeys. Additional uses and heights may be considered in the *Sandstone Master Plan* area, in accordance with the policies in the *Sandstone Master Plan*.

D4.3.69 Consider local-serving commercial uses that include, but are not limited to:

- » food, retail, services, and programs
- » medical, health, recreation, culture, and wellness services
- » financial services
- » child care and schools
- » places of worship and other public gathering spaces

D4.3.70 Work towards an overall target density for the Neighbourhood Centre designation of 60 units per hectare. This target density is intended to describe general unit density for the overall land use area.

D4.3.71 Create Neighbourhood Centres to be human scale, walkable areas that provide:

- » retail, restaurants, and service uses at grade and fronting Collector and Arterial Streets
- » public gathering places such as plazas or parks
- » clear, comfortable pedestrian routes (including through surface parking lots)
- » higher density compact housing forms
- » an attractive transition between the public and private realm, and between commercial and residential uses, including landscaping and street trees, to maximize pedestrian comfort

D4.3.72 Do not support development of large surface parking areas between the front face of a building and the street.

D4.4 CORRIDORS

Corridors are the city's connective tissue – tying together Urban Centres and destinations. These prominent city streets will become destinations in themselves, attractive routes designed for movement, living, and commerce, while continuing to be the network that connects our city.

Corridors will become livable and complete places that have an urban character with rich and vibrant street life, diverse travel modes, and public parks and plazas.

Aligning residential and commercial activity with Nanaimo's rapid and frequent transit networks, Corridor land uses will be places where transit is easily accessed and travel by walking, rolling, or cycling to nearby services is comfortable. Buildings that line Corridors will connect to the street, supporting a strong identity and sense of place.

Corridors should be limited in length, broken up by existing or new green spaces, maintaining a sense of place for each Corridor segment and avoiding monotonous strip development. The pattern and character of Corridors will vary, with sections closest to transit hubs having a strong mixed-use element, while other stretches will be primarily residential. The goal is to focus commercial activity into areas that are accessible by walking, rolling, cycling, and transit.

Figure 23: Types of Corridors



Mixed-Use Corridor

Mixed-Use Corridors will be places of activity, with street oriented commercial or institutional services at ground level serving the surrounding neighbourhood. Oriented around high use transit stops and connection points in the mobility network, these areas will be places where people can access their daily needs.



Residential Corridor

Residential Corridors will be spaces focused primarily on living, with daily needs met in nearby Mixed-Use Corridors or Urban Centres.

Desired Outcomes for Corridors

Attractive Corridors with higher intensity residential and mixed-uses.

Corridors serving as destinations with attractive human scale development and pedestrian-friendly options for mobility.

Green public spaces in all Corridors.

Policies

ALL CORRIDORS

D4.4.1 Develop Corridors as mobility connections between Urban Centres and Neighbourhoods, with higher intensity residential and mixed-uses.

D4.4.2 Develop human scale building forms that are pedestrian-oriented and support safe and accessible movement of walkers, rollers, cyclists, and transit users.

D4.4.3 Include green public open spaces and landscaping features in the pedestrian realm that provide respite between concentrations of urban activity.

D4.4.4 Distribute social and community services among all Urban Centres and Corridors to best meet the needs of residents and target populations. Prioritize locations that are accessible by transit in compact, walkable areas to improve access for all, especially those with limited mobility.

D4.4.5 Ensure development addresses the interface with adjacent Neighbourhood designations by carefully considering design elements such as building siting, height, and massing to ensure a stepped transition in form and scale. These design elements can include upper floors that form a step-like wall; effective screening and buffering of parking and refuse areas; and site lighting.

D4.4.6 Support the consolidation of properties and positioning of vehicle accesses from lanes or side streets to maintain a continuous street character and prioritize walking, rolling, and cycling mobility along the primary street frontage of Corridors.

D4.4.7 Transition all Collector and Arterial Streets, including the Provincial Highway, that are within or adjacent to Corridor designations, to provide an urban, pedestrian-oriented, and attractive street character.

D4.4.8 Support redevelopment of large properties within Corridors where a proposal demonstrates the following characteristics:

- » improved street connectivity, through identification of new streets and pathways that break up large blocks
- » improved walking, rolling, and cycling environment
- » identification and dedication of parks; public spaces; and community recreation, culture, and wellness spaces
- » integration of pedestrian-oriented connections and transit infrastructure

D4.4.9 B6600.002 For lands designated as Transit-Oriented Areas by the Province, the allowable density (floor area ratio) and height (storeys) are as prescribed in the *Local Government Act* (and associated regulations). This is notwithstanding site servicing and other *City Plan* policies must be addressed.

MIXED-USE CORRIDOR

D4.4.10 Plan Mixed-Use Corridors to be destinations in themselves, located along Arterial and Collector Streets. These Corridors support primarily mixed-uses.

D4.4.11 Support the following typical uses: mixed-use commercial and residential; residential apartments; parks, plazas, and open spaces; and institutional uses.

D4.4.12 Support the following typical building forms: low- to mid-rise mixed-use with street facing commercial and residential above / behind. Limited stand-alone residential apartments may be considered in strategic locations.

D4.4.13 Typical building height will be three storeys to six storeys.

D4.4.14 Work towards an overall target density for the Mixed-Use Corridor designation of 100 units per hectare. This target density is intended to describe general unit density for the overall land use area.

D4.4.15 Discourage development of primary parking areas and/or drive-thrus between the front face of a building and the street. Underground or under-building parking is preferred.

RESIDENTIAL CORRIDOR

D4.4.16 Plan Residential Corridors to be located along Arterial and Collector Streets. These Corridors support primarily residential uses.

D4.4.17 Support the following typical uses: residential; local-serving small scale commercial; live / work; parks, plazas, and open spaces; and institutional uses.

D4.4.18 Support the following typical building forms: low- to mid-rise residential apartments and townhomes.

D4.4.19 Typical building height will be three storeys to six storeys.

D4.4.20 Work towards an overall target density for the Residential Corridor designation of 100 units per hectare. This target density is intended to describe general unit density for the overall land use area.

D4.4.21 Discourage development of primary parking areas between the front face of a building and the street. Underground or under-building parking is preferred.



Five-storey residential apartment



Five-storey mixed-use

D4.5 NEIGHBOURHOODS

Neighbourhoods are primarily residential areas that make up the majority of the city's land base. Each of Nanaimo's Neighbourhoods has a unique character – a combination of history, housing style, physical and natural setting, location, and people. Neighbourhood diversity and identity contribute to Nanaimo's vitality.

Residents in Neighbourhoods historically have tended to be more reliant on private vehicles to meet transportation needs, as many of these areas are too far from work and daily needs for convenient walking, rolling, or cycling. The low density of Neighbourhoods do not support frequent transit. While it is expected that some growth and redevelopment will occur in these areas, it is anticipated that Neighbourhoods will remain lower density with more limited services. However, even as these areas remain lower density, the addition of small scale local services may be supported to contribute to livability and walkability in these areas, and to reduce vehicle trips.

Since 2017, new multi-unit housing starts have outpaced single-unit housing starts, a trend that is expected to continue in Nanaimo.

While undeveloped Neighbourhood lands continue to develop, single-unit housing growth will slow as lands are built-out.

Even as this form of development slows, Nanaimo's Neighbourhoods will continue to have an important role in accommodating modest growth through infill in the form of secondary suites and carriage homes, townhomes and low-rise apartments, subdivision of larger lots, and conversion of larger houses into modest apartments.

An increasing mix of lower density housing types that complement existing character is encouraged in all Neighbourhoods, along with small scale commercial and community services, parks and open spaces, special needs housing, and home based businesses.



Three-storey townhome



Single-unit infill house



Carriage house

Figure 24: Types of Neighbourhoods



Neighbourhood

The Neighbourhood designation includes areas that are closer to Urban Centres, Corridors, and/or key transit routes. Modest growth in these areas is encouraged through residential infill, keeping in mind the scale and character of the existing Neighbourhood. A greater diversity of housing options is supported ranging from single-unit homes up to four-storey apartments. Investment in increasing transportation options and convenient connectivity to services in nearby Urban Centers and Corridors is encouraged for these areas.



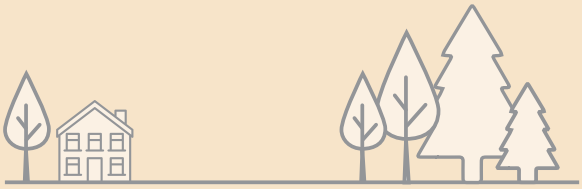
Suburban Neighbourhood

The Suburban Neighbourhood designation includes areas that are further away from services and transit. The likelihood is higher that more residents will rely on personal vehicles as a primary mode of transportation in these areas. It is intended that Suburban Neighbourhoods remain primarily low density to maintain a supply of low density housing and limit increases in the number of residents that must rely on driving to work, school, or services. These areas are intended to primarily include ground-oriented residences, mostly in single-unit and duplex forms on various lot sizes, and often including secondary suites or carriage homes.



Old City Neighbourhood

City Plan recognizes that the Old City is a unique and important part of Nanaimo. This area provides a mix of residential and small scale commercial uses within a setting that has specific heritage values and character that warrants special attention and preservation. At the same time, it is important to support sensitive urban infill and activity close to the Downtown Urban Centre.



Semi-Rural Neighbourhood

The Semi-Rural Neighbourhood designation includes lands that are physically constrained by transportation, utility services, and/or steep slopes. These lands are not intended for urban development and are to remain as low density for the lifetime of this plan.

Desired Outcomes for Neighbourhoods

Livable, diverse Neighbourhoods with modest increases in housing choice and preservation of existing residential character.

Ongoing, equitable reinvestment in Neighbourhoods to maintain their viability and attractiveness.

Thriving local-scale services embedded into Neighbourhoods, providing residents with access to daily needs closer to home.

Ongoing community engagement with Neighbourhoods to identify local priorities.

Policies

GENERAL

The following policies apply to the Neighbourhood, Suburban Neighbourhood, and Old City Neighbourhood designations.

D4.5.1 Develop Neighbourhood designations as primarily residential areas that support low to modest increases in density and include livable, diverse housing that respects existing residential character.

D4.5.2 Support the development and redevelopment of lands with residential infill to enhance the livability of Neighbourhoods. The design is to take into consideration surrounding context, including architecture, scale, densities, as well as lot and lane configuration.

D4.5.3 Support ongoing and equitable investment in Neighbourhoods to maintain their viability, meet the needs of changing demographics, and increase attractiveness, including infrastructure upgrades, expansion of community services, and open spaces.

D4.5.4 Support clusters of small scale commercial and community services for residents to meet their daily needs closer to home. These clusters will be located on Collector Streets and within a walkable distance for Neighbourhood residents.

D4.5.5 In areas where services are more limited, encourage local hubs at or adjacent to school sites. Local hubs are intended to create areas where educational activities are co-located with local-scale community amenities and commercial services, filling a gap in neighbourhood services. Local hubs will be carefully planned in consultation with the School District and other partners.

D4.5.6 Incorporate parks and open spaces as key focal points in Neighbourhoods, and prioritize parks and open spaces in the design and development of new neighbourhoods and subdivisions.

D4.5.7 Strengthen social connectedness and encourage amenities and spaces that provide opportunities for residents of all ages, abilities, and backgrounds to connect with their neighbours.

D4.5.8 Provide for safe pedestrian movement through well connected street and trail networks that encourage walking, rolling, and cycling. Design for new Neighbourhoods and subdivisions will:

- include grid road networks with multiple points of connection in the transportation network
- discourage cul-de-sacs. Where cul-de-sacs are used, inclusion of a walking, rolling, and cycling connection will be provided to create a publicly accessible connection to adjacent residential areas (whether existing or future)
- not have transportation routes that dead-end without a walking, rolling, or cycling connection

D4.5.9 Encourage cluster housing designs and siting that protect environmentally sensitive features, hazard lands, and existing trees and that provide for open spaces. Additional density may be considered in exchange for the preservation of open space.

D4.5.10 Do not support gated communities.

D4.5.11 Support home based businesses as a secondary use to the principal residence, where compatible with adjacent uses and the environment.

D4.5.12 Encourage infill of residential lots, with infill designed to complement existing neighbourhood character.

D4.5.13 B6600.002 For lands designated as Transit-Oriented Areas by the Province, the allowable density (floor area ratio) and height (storeys) are as prescribed in the *Local Government Act* (and associated regulations). This is notwithstanding site servicing and other *City Plan* policies must be addressed.

NEIGHBOURHOOD

D4.5.14 In the Neighbourhood designation, support primarily low-rise residential areas close to services and transit hubs.

D4.5.15 Plan Neighbourhoods to provide a transition in building forms between Urban Centres, Corridors, and Suburban Neighbourhoods.

D4.5.16 Support the following typical uses: residential; home based business; local-serving commercial; parks, plazas, and open spaces; and institutional uses.

D4.5.17 Support the following typical building forms: single-unit dwellings with secondary suites; duplexes; ground-oriented multi-unit dwellings including triplex, fourplex, and townhomes; low-rise apartment; and small scale commercial / mixed-use.

D4.5.18 Typical building height will be up to four storeys.

D4.5.19 Work towards an overall target density for the Neighbourhood designation of 60 units per hectare. This target density is intended to describe general unit density for the overall land use area.

SUBURBAN NEIGHBOURHOOD

D4.5.20 Plan Suburban Neighbourhoods to support primarily low-rise residential areas that are further from services and transit hubs.

D4.5.21 Support the following typical uses: residential; home based business; local-serving commercial; parks, plazas, and open spaces; and institutional uses.

D4.5.22 Support the following typical building forms: single-unit dwellings with / without secondary suites; duplexes; ground-oriented multi-unit dwellings including triplex, fourplex, and townhomes; and small scale commercial / mixed-use.

D4.5.23 Typical building height will be up to three storeys.

D4.5.24 Work towards an overall target density for the Suburban Neighbourhood designation of 25 units per hectare. This target density is intended to describe general unit density for the overall land use area.

D4.5.25 Lands north of Linley Valley Park are designated as Special Servicing Areas as indicated on *Schedule 2: Future Land Use Designations*. Prior to rezoning or subdivision of lands in these areas, separate comprehensive servicing studies are required for the lands adjacent to Burma Road and the lands adjacent to Tanya Drive. Surface capital, operational, and maintenance costs for City services in these areas will be funded by private landowners through long term funding options including, but not limited to, Local Area Services.

OLD CITY NEIGHBOURHOOD

D4.5.26 Plan the Old City Neighbourhood as a distinct Neighbourhood independent of the Downtown Urban Centre. The designation recognizes the unique heritage values of this established Neighbourhood and supports preservation of architecturally and historically significant buildings.

D4.5.27 Promote the preservation and rehabilitation of character homes and heritage features.

D4.5.28 Support low to medium density residential and commercial uses.

D4.5.29 Support the conversion of character homes to multi-unit residential and/or small scale business and professional offices.

D4.5.30 Support development and redevelopment of lands with residential infill. Infill design is to take
B6600.002 into consideration the surrounding context including architecture, scale, character, densities, and lot and lane configuration.

D4.5.31 Support the following typical uses: residential; home based business; commercial in strategic locations; parks, plazas, open spaces; and institutional uses.

D4.5.32 Support businesses and commercial uses that are compatible with nearby existing commercial uses, do not encroach in existing residential areas, and contain residential uses within upper storeys.

D4.5.33 Support the following typical building forms: single-unit dwellings; secondary suites; duplexes; multi-unit dwellings including triplex, fourplex, and townhomes.

D4.5.34 Typical building height will be up to three storeys. Building heights greater than three storeys may be considered where:

- » stepped transition is provided with adjacent land uses and built forms
- » height impacts are minimized by onsite or nearby natural or built features (e.g., slope of land or major transportation corridor)

D4.5.35 Enhance the pedestrian orientation and character of the Neighbourhood.

D4.5.36 Preserve public ocean views to the greatest extent possible.

D4.5.37 Encourage public squares, plazas, mini-parks, and other urban space opportunities in conjunction with new development.

D4.5.38 Work towards an overall target density for the Old City Neighbourhood designation of 40 units per hectare. This target density is intended to describe general unit density for the overall land use area.

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SEMI-RURAL NEIGHBOURHOOD

D4.5.39 Plan Semi-Rural Neighbourhoods for low density land uses. They are not intended for urban development.

D4.5.40 Support the following typical uses: residential; home based business; agriculture; and open space.

D4.5.41 Support the following typical building forms: single-unit dwellings and secondary suites.

D4.5.42 Typical building height will be up to two storeys.

D4.5.43 Work towards an overall target density for the Semi-Rural Neighbourhood designation of less than two units per hectare. This target density is intended to describe general unit density for the overall land use area.

D4.5.44 B6600.002 Do not support rezoning of Semi-Rural Neighbourhoods for higher density residential development.

D4.5.45 Do not extend existing and new water and sewer to, or within, Semi-Rural Neighbourhoods. However, where water and sewer mains exist, new connections to existing mains may be considered.

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People choose different types of housing to suit their personal needs and lifestyle at different life stages. A city necessarily contains a broad range of residential building forms that provide different housing options. Figure 25: Residential Land Use Overview provides an illustration of anticipated residential building heights and densities associated with land uses where residential is permitted.





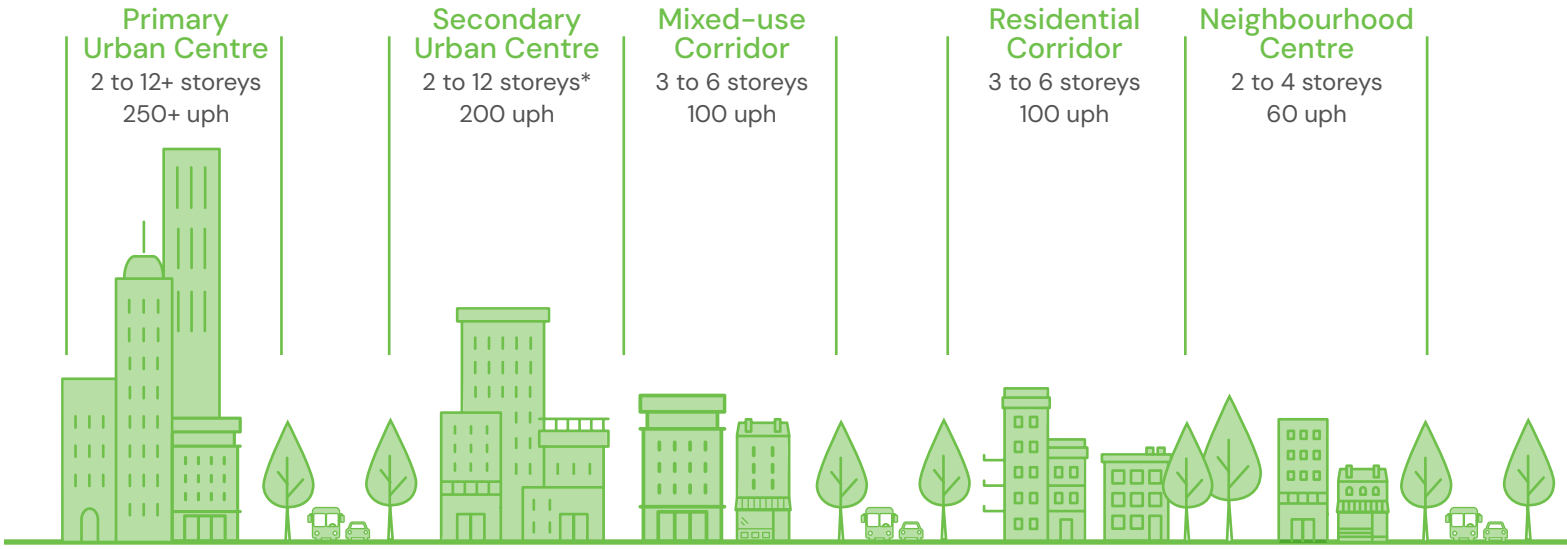
26-storey high-rise

ten-storey apartment



Figure 25: Residential Land Use Overview

Summary of heights and target densities for land uses that support residential
uph = units per hectare



HIGHER DENSITY & TALLER BUILDINGS

* potential for additional storeys in select circumstances

six-storey apartment

two-storey townhomes



four-storey mixed-use



two-storey single-unit home

Neighbourhood
up to 4 storeys
60 uph

Old City Neighbourhood
up to 3 storeys*
40 uph

Suburban Neighbourhood
up to 3 storeys
25 uph

Semi-Rural Neighbourhood
up to 2 storeys
2 uph



LOWER DENSITY & LOWER BUILDINGS

D4.6 INDUSTRIAL LANDS

Productive Industrial Lands support ongoing business and employment. Nanaimo is strategically positioned as the central hub of Vancouver Island, with strong transportation connections via water, air, and land that link the city to various markets. It is within our Industrial areas that we can strategically activate economic opportunities and sustain Nanaimo over the long term.

The *2020 Land Inventory and Capacity Analysis Report* suggests that Nanaimo is facing a shortfall of Industrial Lands. Our existing Industrial Lands have been impacted by encroachment of office, retail, and recreational uses, as well as adjacent residential development. This has led to issues around the depletion of land available for industrial activity; increased traffic, parking, and pedestrian conflicts; and issues of land use and nuisance conflicts. Maintaining viable Industrial Lands is essential to supporting local employment and minimizing vehicle trips outside the community for people accessing jobs. This means that Industrial Lands should be protected by directing encroaching uses to Urban Centres and Corridors.

Industrial use is evolving as Nanaimo continues to move away from a traditionally resource based economy to more diversified service, technology, and manufacturing based industries. With this shift comes the opportunity to encourage innovative and sustainable forms of industrial land design.

Recent broad trends in British Columbia and beyond have shown emerging interest in innovations like:

- Eco-industrial networking which seeks to establish relationships between industrial businesses to share new and existing energy, raw and waste materials, and water, thereby improving competitiveness and community and ecosystem health. For example, the heat or waste generated from one industrial cluster could be used by another industrial activity. Eco-industrial networking is also known as eco-industrial parks, zero-emissions clusters, industrial ecosystems, and sustainable technology parks.
- Multi-use industrial centres that combine limited residential with industrial uses, resulting in mixed-use neighbourhoods where people can work and live

Figure 26: Types of Industrial Lands



Industrial

The Industrial designation applies to industrial park areas in the city, primarily focused on the lands at Duke Point. This area is served by critical transportation connections that enable trade and is envisioned to remain home to large format industrial uses that rely on larger land areas and land and water based transportation connections. Additional uses may be considered in the *Sandstone Master Plan* area, in accordance with the policies in the *Sandstone Master Plan*.

Light Industrial

Light Industrial supports business and employment in locations near urban areas, providing jobs and services close to home. These areas are intended to be compatible with the urban environment, while providing for the size, activities, and transportation connections needed to support business and industry.



Large format Industrial lands



Light Industrial lands

Desired Outcomes for Industrial Lands

A sufficient ongoing supply of Industrial Lands that support jobs and a strong economy.

A broad and innovative range of uses in Industrial Lands.

Policies

GENERAL

D4.6.1 Plan Industrial Lands to support jobs and a strong economy and protect these areas for industrial purposes, minimizing encroachment by uses that could fit into other land use designations.

D4.6.2 Support growth of research, development, and technology based industries.

D4.6.3 Encourage a regional approach to managing Industrial Lands, recognizing that industrial business needs are connected across the region, with different local contexts, neighbouring and local governments, First Nations, and the Regional District of Nanaimo playing unique and important roles.

D4.6.4 To ensure their use for industrial purposes and to protect employment opportunities, do not support the re-designation or rezoning of Industrial Lands to other uses. This includes limiting land speculation for residential and commercial uses in Industrial Lands, with the exception of supportive housing in appropriate locations.

D4.6.5 Encourage the use of circular economy principles in industrial areas.

D4.6.6 Require that development of new or existing Industrial Lands that are adjacent to or visible from Provincial Highways will be designed to provide an attractive façade or natural buffer facing the highway, regardless of the orientation of the building entrance. Approaches may include greater façade articulation, colour variation, windows, landscaping, or vegetative screening that add visual interest along the highway corridor. Blank side or rear walls, storage yards, and garage doors visible from the highway corridors are not supported.

D4.6.7 Encourage synergies between industries in Industrial Lands and support businesses in developing an eco-industrial network to share energy, resources, and waste management.

D4.6.8 Recognize that clean, sustainable industrial uses are important for the future, and support and encourage industrial businesses to use available technology to reduce water and energy use; reduce greenhouse gas emissions; eliminate noise, odours, and other emissions; and incorporate appropriate vegetation and natural features on site.

D4.6.9 B6600.002 Require a substantial buffer of either natural or human made features or uses that provide adequate transition (e.g., in building form, landscaping, and site lighting) to residential uses between Industrial and residential designations.

INDUSTRIAL

D4.6.10 Plan lands designated as Industrial to accommodate industry that requires larger land areas, generates fewer trips for employees / customers, and may generate noise, vibration, or odours incompatible with the urban environment. Activities that are not suitable adjacent to Urban Centres, Corridors, and Neighbourhoods will be located here.

D4.6.11 Support the following typical uses: warehousing; distribution; transportation; manufacturing; processing; and assembly operations.

D4.6.12 Support the following typical building forms: industrial buildings and structures.

D4.6.13 Due to the urbanization of Nanaimo, the need to maintain natural areas, and the evolution of the city's economy away from resource extraction, no future sand or gravel extraction areas are identified in *City Plan*.

D4.6.14 Only permit general retail uses as accessory uses within the Industrial designation where they are needed to provide services to employees within the surrounding Industrial area. Where retail uses are provided, adequate off-street parking and walking, rolling, and cycling improvements must be provided to support such uses.

D4.6.15 Support primary and secondary manufacturing and processing industries, including marine industries and waste processing at the Duke Point Industrial area.

D4.6.16 Recognize the unique role that the Duke Point Industrial area plays for land-intensive and logistics based industrial uses by:

- encouraging heavy / large format industrial uses in this area, such as manufacturing, distribution, and warehousing that are not suitable closer to urban areas, and require convenient access to multi-modal transportation (e.g., highways, ferries, rail, airports)
- discouraging creation of small lot industrial properties in this area in order to maintain larger lots that continue to support more land-intensive forms of industry
- discouraging uses on the waterfront that could impact access to the waterfront or navigable waterways for industry relying on this connection
- planning for and coordinating utility and transportation infrastructure and transit to service industrial growth in this area

D4.6.17 Provide an average 100 metre forested buffer between industrial lands and the Cable Bay Trail to reduce the impact of industrial activities and maintain the natural experience for trail users.

LIGHT INDUSTRIAL

D4.6.18 Plan lands designated as Light Industrial to accommodate less land-intensive industries with high employee / customer numbers and goods and services that are accessed on a regular basis, generating more activity.

D4.6.19 Support the following typical uses: processing, manufacturing, assembly operations, warehousing, distribution, equipment sales and repairs, printing and reproduction, wholesale, transportation, communication related businesses, and auto parts retailers.

D4.6.20 Support the following typical building forms: industrial buildings and structures.

D4.6.21 Typical building height will be up to three storeys. Building heights greater than three storeys may be considered where:

- » transition is provided with adjacent land uses and built forms
- » height impacts are minimized by onsite or nearby natural or built features (e.g., slope of land or major transportation corridor)

D4.6.22 In special circumstances, consider supportive, transitional, or emergency housing in appropriate locations.

D4.6.23 Support uses that are suitable adjacent to Urban Centres, Corridors, and Neighbourhoods, and which:

- » have limited accessory retail sales for products made or assembled onsite
- » require access to major roads for supply and distribution
- » are not a shopping destination or a primarily retail use
- » are not a recreational use
- » do not require substantial outdoor storage as primary use
- » do not require large customer parking lots and areas, and where parking is required, encourage underground or under-building parking and compact multi-storey building forms

D4.6.24 Require that uses in the Light Industrial designation must not:

- » create noise or emissions
- » operate at hours incompatible with residential uses
- » have visual impacts from public sightlines due to outdoor storage
- » use, generate, or store hazardous materials

D4.6.25 Only allow office uses as ancillary to permitted Light Industrial primary uses.

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D4.6.26 To recognize the needs of local entrepreneurs, consider limited small lots and development of small scale “incubator” facilities in the Light Industrial designation.

D4.6.27 To maximize the use of Light Industrial Lands, support intensification and efficient use of building space, including multi-storey buildings.

D4.7 WATERFRONT

Nanaimo is a harbour city, and the waterfront is a cherished resource. The Waterfront designation is applied to ocean and foreshore areas in the city. It designates lands for a wide variety of uses that intersect with the ocean environment.

Nanaimo's waterfront varies throughout the city, as do land uses adjacent to it. Areas to the north are largely residential, while the intensity of uses grows southward towards the Downtown. The harbour waterfront from Departure Bay Ferry to the Nanaimo River Estuary is the heart of Nanaimo's "working" waterfront, supporting marine industries and commercial enterprises, as well as tourism and recreational uses. To the south is the Nanaimo River Estuary, the second largest estuary on Vancouver Island and a highly sensitive habitat, which is home to more than 200 bird species, four species of salmon, and other plant and animal species that thrive in this delicately balanced environment.

Figure 27: Types of Waterfront Lands

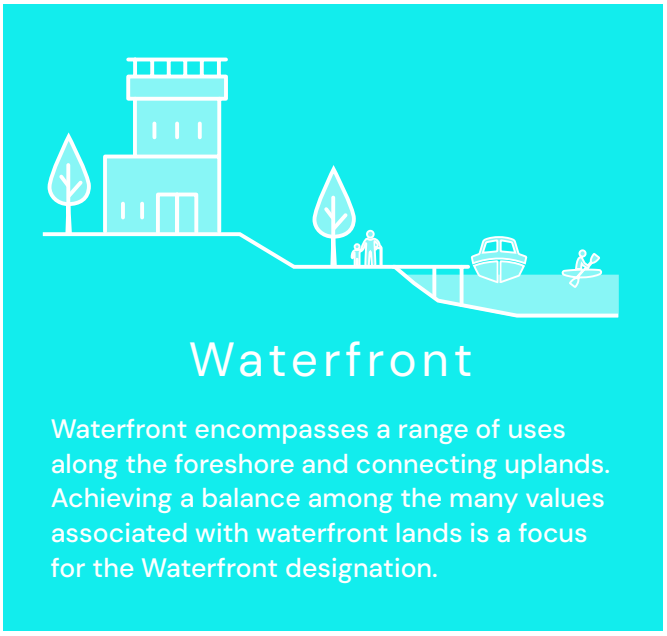
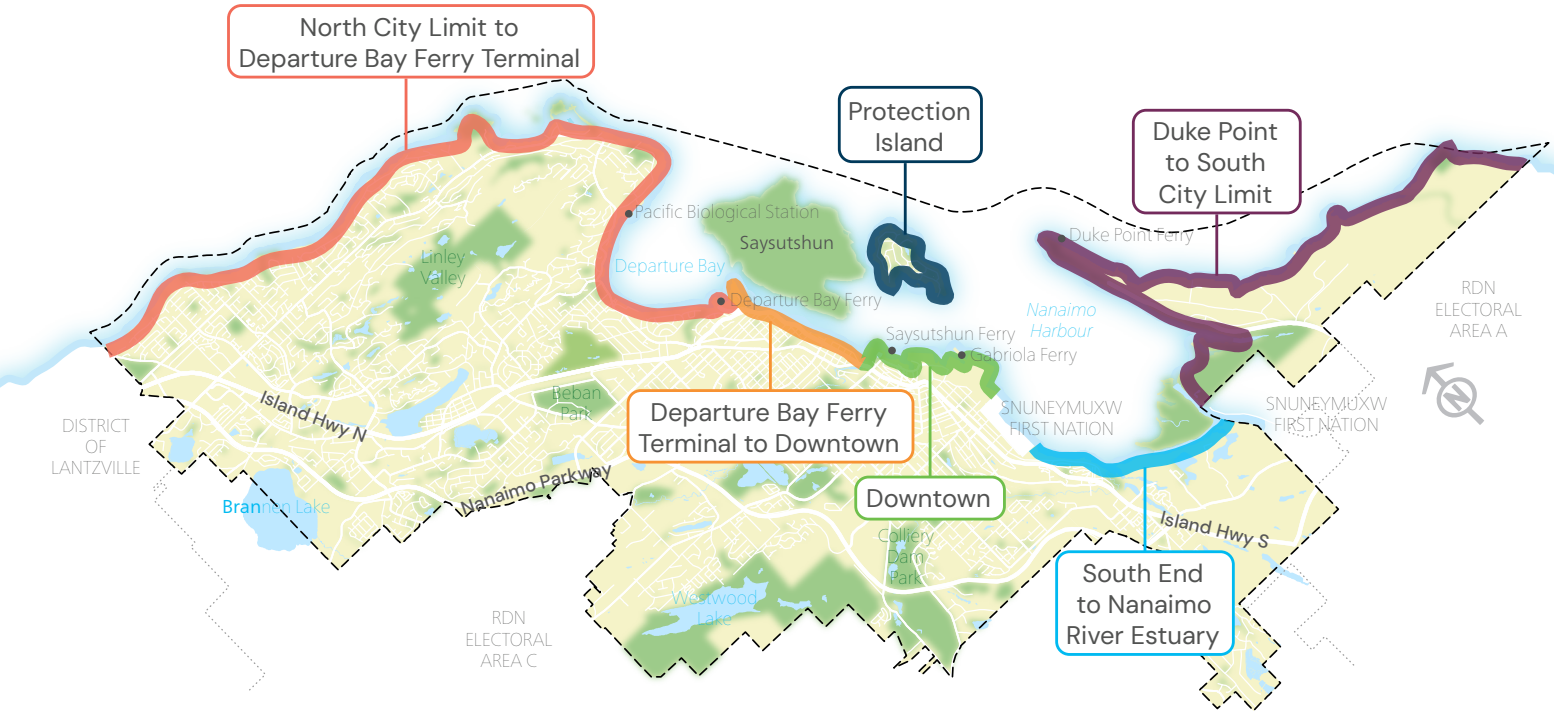


Figure 28: Nanaimo Waterfront Segments
Map is for illustrative purposes only.



Desired Outcomes for Waterfront

Protected and enhanced areas of natural foreshore habitat that support fish and other aquatic life.

Strong physical and visual public access to the waterfront throughout the city.

Protected Waterfront lands that support marine dependent uses.

Preservation of character views of waterfront areas.

Policies

FOR WATERFRONT USE & PROTECTION, SEE SECTION C4.10

GENERAL

D4.7.1 Include ocean and foreshore areas and adjacent lands with important connections to the waterfront in the Waterfront designation.

D4.7.2 Support fish and other aquatic life, with particular focus on protection of the sensitive habitat in the Nanaimo River Estuary.

D4.7.3 Recognize the importance of waterfront lands to Snuneymuxw First Nation and explore opportunities to co-develop plans in areas of mutual priority.

D4.7.4 Support marine industrial services, marine transport, and water based recreation and services, balanced with a vibrant waterfront that invites public use and enjoyment, without compromising marine employment.

D4.7.5 Support an uninterrupted waterfront trail for as much of the waterfront as possible.

D4.7.6 Support preservation of character views including the inner harbour, Newcastle Channel, and Departure Bay.

D4.7.7 Support the following typical uses: public access facilities, trails, and recreation; water transportation; marine services and marinas; marine-focused industry; small scale local services; mixed-use; and residential.

D4.7.8 Recognize that building forms in the Waterfront designation will vary by location and use.

D4.7.9 Recognize that the target residential density for the Waterfront designation will vary.

WATERFRONT DEDICATION

D4.7.10 Seek to enhance public access to all waterfront areas, both marine and freshwater, by procuring dedicated access to waterfront areas, either through subdivision, development, or land acquisition.

D4.7.11 Seek right-of-way agreements with landowners to allow for public access to the waterfront for development projects where the provisions of the *Land Title Act* do not apply.

D4.7.12 Secure publicly accessible lands to support construction of a continuous Waterfront Walkway (see *policy C4.10.1*).

D4.7.13 Give consideration to mitigating noise where possible to respect adjacent neighbourhoods.

NORTH CITY LIMIT TO DEPARTURE BAY FERRY TERMINAL

D4.7.14 Generally focus Waterfront uses in this section on public access facilities, parks, wharves, piers, and trails adjacent to upland residential uses.

D4.7.15 Recognize both the upland facilities and marine uses related to the research and development function of the federal Pacific Biological Station.

D4.7.16 Recognize the Departure Bay Ferry Terminal as a key transportation facility in this area of the waterfront. Complement vehicle transportation by trails, parks, and open space at the ferry terminal.

DEPARTURE BAY FERRY TERMINAL TO DOWNTOWN

D4.7.17 Generally focus on a mix of Waterfront uses in this section, including marinas and marine related uses, commercial, hotels, residential, recreation, open space, and pedestrian activity.

D4.7.18 Prioritize marine tourism and public uses at the Departure Bay Ferry Village area, located south of the Departure Bay Ferry Terminal, including a Waterfront Walkway and pedestrian linkage between the Brechin neighbourhood and the ferry terminal. Also consider residential and compatible commercial uses in this area.

D4.7.19 Encourage existing heavy industrial uses in the Waterfront designation and adjacent upland areas to relocate to more appropriate industrial areas in the community. In particular, encourage the oil dock and fuel storage facilities to relocate to industrial areas at Duke Point.

D4.7.20 When considering land and water based development in this section, seek to preserve the character of and access to existing public views of Newcastle Channel and Saysutshun from Stewart Avenue.

D4.7.21 To preserve views and waterfront character in the Newcastle Channel, encourage the Nanaimo Port Authority to minimize development of new fixed or floating enclosed structures below the high water mark in the Newcastle Channel and the Downtown harbour area.

DOWNTOWN

D4.7.22 Generally focus Waterfront uses in this section on public access facilities, tourism facilities, transportation, parks, wharves, trails, and marine oriented employment connected to the Downtown Urban Centre.

D4.7.23 Continue to support facilities for the fishing fleet in the Downtown harbour area as a vital and attractive element of Nanaimo's maritime heritage.

D4.7.24 Support a foot passenger ferry service between Gabriola Island and Downtown.

D4.7.25 As an addition to the existing Departure Bay and Duke Point vehicle ferry service to Vancouver, support and encourage a harbour-to-harbour foot passenger ferry service from Downtown Nanaimo to Downtown Vancouver.

D4.7.26 Encourage ongoing and expanding foot passenger ferry service between Downtown Nanaimo and Saysutshun and Protection Island.

D4.7.27 When considering land and water based development in this section, seek to preserve the character of and access to existing views of Newcastle Channel and Saysutshun from the Downtown waterfront.

D4.7.28 Recognize the importance of the Assembly Wharf for marine oriented employment, transportation, and select areas of tourism, as well as waterfront park facilities that recognize the adjacency of the Nanaimo River Estuary.

D4.7.29 Encourage and support enhanced multi-modal connectivity between the Assembly Wharf and the Downtown Urban Centre.

PROTECTION ISLAND

D4.7.30 Generally focus Waterfront uses in this section on support for marine access and marine services for Island residents.

D4.7.31 Consider tourist commercial and multi-unit development within the Waterfront designation where sensitive to the private, low density residential neighbourhood context of adjacent lands.

SOUTH END TO NANAIMO ESTUARY

D4.7.32 Generally focus Waterfront uses in this section on environmental protection and trails.

D4.7.33 Recognize the goals and objectives of the *Nanaimo Estuary Management Plan* and support the Plan's policies on restoration and balance in the estuary.

D4.7.34 Encourage construction of a public viewing platform with views to the Assembly Wharf marine activities in conjunction with an extension of the Waterfront Walkway (see *policy C4.10.1*).

D4.7.35 Support compatible marine based industrial uses between the waterfront and Esplanade Street.

D4.7.36 Recognize that waterfront areas along Maki Road and adjacent to the Nanaimo River Estuary have important ecological values. Support low impact uses, including recreational, open space, and clustered residential uses that preserve and enhance areas adjacent to the shoreline for ecological protection and trail connections.

DUKE POINT TO SOUTH CITY LIMIT

D4.7.37 Generally focus Waterfront uses in the Duke Point area of this section on marine support for upland industrial uses at Duke Point, including marine transportation facilities.

D4.7.38 Generally focus Waterfront uses in the area east of the Duke Point Industrial area to the south city limits (Joan Point Park area) on public access facilities including wharves, piers, and trails adjacent to upland rural and park uses.

D4.7.39 Recognize the Duke Point Ferry Terminal as a key transportation facility in this area of the waterfront.

D4.7.40 Prioritize securing an upland public trail between Cable Bay Trail, Joan Point Park, and the city boundary to the south.

D4.8 GREEN SPACES

Nanaimo's green spaces are vital to the biodiversity, ecological connectivity, and the defining character of Nanaimo. This network includes our creeks, ponds, and streams; forests; agricultural lands; and parks and open spaces. These areas are our most sensitive spaces that require special planning and care so their inherent values are maintained.

Figure 29: Types of Green Spaces



Parks & Open Spaces

The Parks and Open Spaces designation applies to lands across Nanaimo that are titled as parkland or otherwise serve as parks, plazas, open spaces, or recreation lands. This includes a network of active and passive parks, with a range of park sizes from small neighbourhood parks to large destination park spaces, along with trails that provide respite and recreation for residents of the mid-Island area. Golf courses, open space areas, regional and provincial parkland, community recreation facilities, and undeveloped Crown lands are also included in this designation, as well as lands used or reserved for public utilities and services. Lands deeded or titled as parkland may be contained in any land use designation.



Resource Management

The Resource Management designation includes environmentally sensitive areas (ESAs), forested areas, and agricultural lands located adjacent to urban areas of the city and requiring protection and preservation. These areas provide a green and open space function, support sustainability, and provide opportunity for local food production or harvesting. This includes lands within the Provincial Agricultural Land Reserve (ALR). Resource Management lands in Nanaimo complement rural lands outside the city boundary. Resource Management lands are not intended for urban development and instead should be preserved for agricultural, resource, environmental, and recreational purposes.

Desired Outcomes for Green Spaces

Protection of resources, including environmentally sensitive areas, forested areas, agricultural lands, and parks within the urban area.

Ongoing provision of adequate parks and open spaces for natural and recreational opportunities.

Well distributed parks and open spaces accessible to all residents across the city.

Conservation of Nanaimo's natural and cultural heritage.

Policies

FOR PARKLAND & PARK AMENITY MANAGEMENT, SEE SECTION C4.9

GENERAL

D4.8.1 Plan Green Spaces to support the protection of environmentally sensitive areas and areas of high agricultural and forestry values.

D4.8.2 Support provision of opportunities for safe, high quality recreation throughout the city, for use by both residents and the local tourism industry.

D4.8.3 Support balanced provision of maintained and natural parks and linkages between open spaces.

D4.8.4 Support the acquisition and interpretation of environmentally and culturally significant areas.

PARKS & OPEN SPACES

D4.8.5 Acquire future parkland in accordance with priorities of the City's *Land Acquisition Strategy*. The City will update the strategy regularly to identify candidate areas that would support the goals of *City Plan*. Broad areas of acquisition priority consideration are shown in *Schedule 5: Parks, Recreation, Culture, & Wellness*.

D4.8.6 Use parkland dedication through subdivision and development to acquire lands that complement the city's parks and trail network and to fulfill park needs.

D4.8.7 Encourage subdivision applicants to dedicate more than 5% of a parcel where portions of the parcel are largely undevelopable, and the proposed dedicated area can serve some park or open space functions, protect environmentally sensitive areas, and/or avoid natural hazards.

D4.8.8 Consider the option to accept cash-in-lieu of the 5% dedication under one or more of the following circumstances:

- 5% of total parcel size would be too small for a park or trail component
- no part of the parcel would complement the park or trails system
- significant park and open spaces already exist in the area and would not benefit from additions

D4.8.9 Consider designated lands acquired for parks under the *Park Dedication Bylaw* to provide consistent identification of city parks.

D4.8.10 Ensure that lands dedicated for parks and trails will be adequate in size to protect existing tree stands and natural features, safeguard habitat features, and buffer lands from adjacent private properties, in addition to providing adequate area for their intended use and programming.

D4.8.11 Include in the Parks and Open Space designation Agricultural Land Reserve (ALR) lands. Uses within the Agricultural Land Reserve are subject to the Agricultural Land Commission Act (ALCA) and Regulations.

RESOURCE MANAGEMENT

D4.8.12 Include in the Resource Management designation, Agricultural Land Reserve (ALR) and other lands of resource, environmental, and open space value. Uses within the Agricultural Land Reserve are subject to the *Agricultural Land Commission Act (ALCA) and Regulations*.

D4.8.13 Support agricultural and resource uses, including farm use or agriculture; forestry, wood lots, and silviculture; as well as park and open space uses, including natural parks, passive recreation uses, protected areas, and environmentally sensitive areas in the Resource Management designation.

D4.8.14 Recognize that the policies of *Sections C1.3 Urban Tree Canopy, Natural Areas, & Greenways* and *C1.4 Healthy Watersheds*, of *City Plan* apply to environmentally sensitive areas within a Resource Management designation. Select exemptions may be provided for agricultural activities.

D4.8.15 Do not support applications to the Agricultural Land Commission to remove lands from the ALR except in extraordinary circumstances where such exclusion would otherwise be consistent with the goals and other policies of *City Plan*.

D4.8.16 Allow provision for modifications and amendment to the Resource Management designation through detailed assessment of lands to confirm and refine the extent of environmentally sensitive areas.

D4.8.17 Where other land uses are adjacent to ALR lands, buffers that meet or exceed provincial standards will be provided when these lands develop, with consideration given to provincial guidelines for buffering agricultural lands.

D4.8.18 Encourage the clustering and limited sizing of buildings and structures on ALR land to maximize potential agricultural uses and preserve the integrity of the city's agricultural land base.

D4.8.19 Ensure the Agricultural Land Commission is consulted on requests for the development of farmworker housing on lands within the ALR.



D5 MOBILITY NETWORK

Design shapes transportation choices. Well designed communities make walking and biking the best way to move around.

– *Nanaimo Transportation Master Plan (2014)*

D5.1 ABOUT THE MOBILITY NETWORK

As Nanaimo grows to 140,000 people, the way we move around the city will need to evolve. A mobility system that predominantly focuses on individual travel by car needs to shift to one that prioritizes a broader array of options - transitioning to an active and sustainable mobility network.

An active and sustainable mobility network is critical to building a great city. *City Plan* aligns Nanaimo's planned Urban Centre and Corridor land use designations (see *Section D4 Future Land Use Designations*) with our mobility hubs and active transportation, transit, and road networks. This alignment strengthens integration between our existing and future mobility network and where our densest growth is anticipated.

Nanaimo's vision is a multi-modal mobility system that connects residents and businesses to each other, the rest of Vancouver Island, and beyond. It provides inclusive transportation choices that are safe, comfortable, and accessible for people of all ages and abilities, as well as the efficient movement of commercial goods and activity.

A system of interconnected facilities and services aims to provide affordable mobility, while supporting a shift towards a more sustainable mix of transportation options. A transportation mode shift will address and manage the increased demand to move in a growing city.

This section provides an overview of the future mobility network. See **Section C2 A Connected Nanaimo: Equitable Access & Mobility** for mobility policies.

BENEFITS OF A ROBUST ACTIVE & SUSTAINABLE MOBILITY NETWORK

- Reduces GHG emissions
- Reduces traffic congestion on roads
- Reduces transportation related costs for individuals
- Encourages lively, compact neighbourhoods
- Increases safety
- Enhances fitness and quality of life
- Provides a wider range of transportation options
- Increases equity and accessibility for all residents
- Supports an active and vibrant tourism sector
- Reinforces a viable public transit network and transit-oriented development

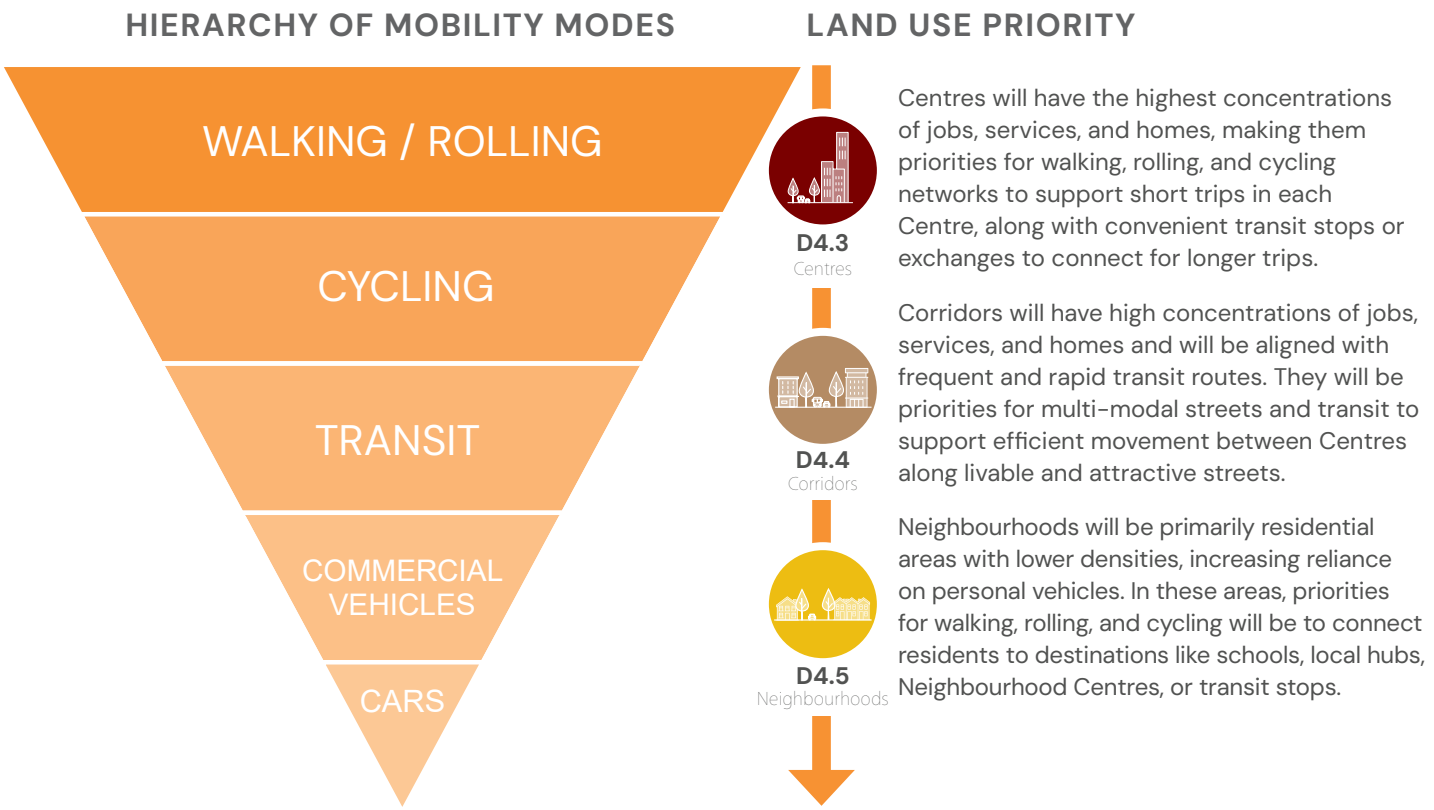
NANAIMO
TRANSPORTATION MASTER PLAN

In 2014 the City developed a *Transportation Master Plan* to provide the foundation needed to expand travel choices within Nanaimo over the coming 25 years, while maintaining and improving the quality of life for residents. *City Plan* integrates and builds on the *Transportation Master Plan,* with the goal of aligning mobility; land use designations; and parks, recreation, culture, and wellness to support the vision of an integrated city.

D5.2 MOBILITY FRAMEWORK

We are an auto-dependent community. 88%[1] of Nanaimo residents rely on personal vehicles for daily travel. This reflects our suburban past, where we grew outwards at relatively low densities making it difficult to walk, roll, or cycle to access our daily needs or to provide attractive and efficient transit services. As we move forward, we are committing to reversing sprawl patterns and working towards more compact and vibrant urban areas with a broad range of attractive transportation choices.

Figure 30: Hierarchy of Mobility Modes and Land Use Priority
Source: Adapted from the 2014 *Nanaimo Transportation Master Plan*



The **Hierarchy of Mobility Modes** proposes that the City considers the needs of walking / rolling, cycling, public transit, and goods and services movement before that of private automobiles. By considering the needs of these priority modes, future transportation plans, programs, and projects will provide better, safer, and more convenient solutions and encourage more people to walk, roll, cycle, and ride the bus.

Land Use Priority is linked to the Hierarchy of Mobility Modes. It indicates that in locations where there will be higher concentrations of activity, the City will seek to prioritize investments to improve mobility for walking / rolling, cycling, and transit.

1 Nanaimo Transportation Master Plan, 2014.

D5.3 MOBILITY TARGETS

In order to achieve our goals for connectivity, as well as support goals for GHG emissions reduction, there is a need to shift our travel behaviours.

SHIFTING OUR TRANSPORTATION MIX

In the 2014 *Transportation Master Plan*, analysis indicated that the majority of people in Nanaimo (88%) travel by car to serve their daily needs including work, school, personal, and other trip purposes. Conversely, other modes such as walking (8.5%), cycling (1.0%), and transit (2.5%) collectively make up only 12% of daily trips. With the city's population projected to grow by nearly 40,000 people over the next thirty years, total travel within the city is projected to increase by 50% by 2041.

As illustrated in Figure 31, the *Transportation Master Plan* identified a target to double our sustainable travel mode share for trips made by walking / rolling, cycling, and transit from 12% to 24% by 2041. To meet this goal, almost half of the new trips within the city would be accommodated by increasing walking / rolling (+200%), cycling (+500%), and transit (+500%) over 2014 conditions. These targets are maintained in *City Plan* and will form part of the *Monitoring Strategy*.

Figure 31: Target Transportation Modal Split (2041)

Source: Adapted from the 2014 *Nanaimo Transportation Master Plan*

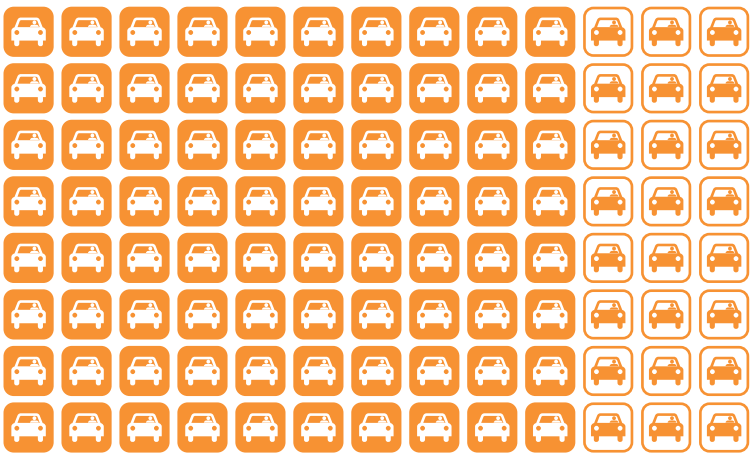
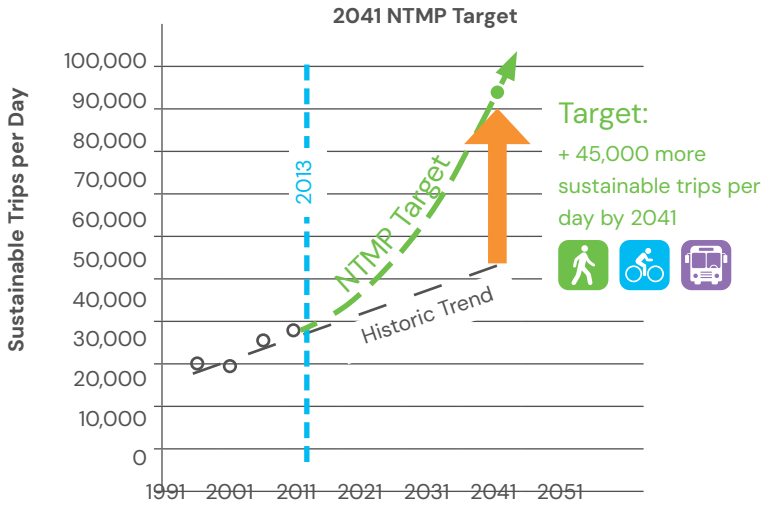
Existing		Exiting / Future Trips	Future Target			
Total Trips	Mode Split		Trip Growth	Total Trips	Mode Split	Growth Rate
21,000 trips/day	8.5%		+23,000 trips/day	44,000 trips/day	12%	2x
3,000 trips/day	1.0%		+12,000 trips/day	15,000 trips/day	4%	5x
6,000 trips/day	2.5%		+23,000 trips/day	29,000 trips/day	8%	5x
220,000 trips/day	88%		+55,000 trips/day	275,000 trips/day	76%	1.25x
250,000 trips/day			+115,000 trips/day	365,000 trips/day		1.5x

Figure 32: Target Sustainable Trips Per Day
Source: Adapted from the 2014 *Nanaimo Transportation Master Plan*



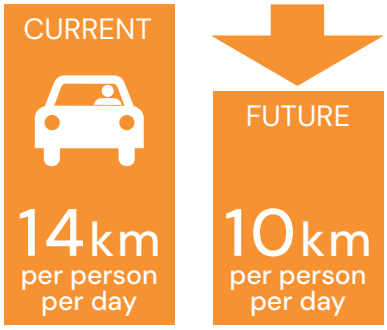
To achieve our mobility targets, 45,000 daily sustainable transportation trips need to be created, which is a significant shift from our historic trend as shown in Figure 32. Ambitious mode-share targets are necessary to ensure that Nanaimo's transportation system develops in a way that supports alternatives to the private vehicle. Sustainable transportation targets should not been seen as a limit and the community should strive to exceed goals.

REDUCING DISTANCE DRIVEN

In addition to shifting our modal split, we must also reduce the distance we drive (vehicle kilometres per resident per day - VKT). VKT is an important factor in reducing greenhouse gas emissions, traffic congestion, air pollution, fuel consumption, and costs.

By shifting towards denser, more sustainable land use patterns, future residents will live closer to services and employment, reducing trip lengths and making walking, rolling, cycling, and taking transit more viable options. When they do drive, their trips will be shorter, reducing overall travel by car. The *Transportation Master Plan* sets a target for reducing the average daily travel by car from 14 km/person/day to 10 km/person/day by 2041; a reduction of over 25% over 2014 conditions.

Figure 33: Reduction in Distance Driven
Source: Adapted from the 2014 *Nanaimo Transportation Master Plan*



Shorter Trips = Less Driving

Fewer future driving trips per capita over shorter distances will help reduce traffic growth and congestion, along with greenhouse gas emissions.

D5.4 PLANNING STREETS FOR PEOPLE

How our neighbourhoods and streets are designed can make a big difference in our mobility choices. Both the distance travelled, and the experience of the trip can influence our decision to use active mobility or to drive.

SAFE, COMFORTABLE STREETS

Many of Nanaimo's streets were designed primarily to accommodate motor vehicles, with limited focus on walkers, rollers, or cyclists, or on making neighbourhoods more attractive. Safe, beautiful, multi-modal streets with amenities like street furniture and street trees add value and livability and encourage people to choose alternative modes, even when the distance is a bit further.

73% of participants in a 2020 Statistical Survey* identified that the feeling of safety from traffic when using active transportation (walking, cycling) is a top priority for enhancing active mobility.

*Refer to the *RE**IMAGINE NANAIMO** Phase 1, Phase 2, & Phase 3 Public Engagement Summaries* for more community input.

FINE GRAINED, CONNECTED NETWORKS

Even where streets have comfortable spaces for walking, rolling, or cycling, residents will be deterred from using these modes if the street network is indirect and circuitous. Pedestrians, in particular, are very sensitive to longer routes. As shown in Figure 34, pedestrians travel slowly so additional trip length can add significant time to their trips. Levels of walking are typically higher where a grid or "traditional" road network is present. Figure 35 illustrates common types of street patterns and their impacts on active mode trips. Policies in *City Plan* encourage more direct, connected, and walkable future street patterns.

Figure 34: Travel Times for Different Modes
Source: Adapted from the 2014 *Nanaimo Transportation Master Plan*

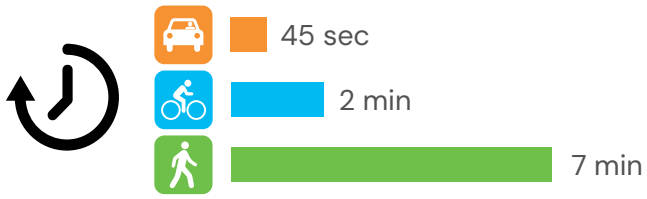
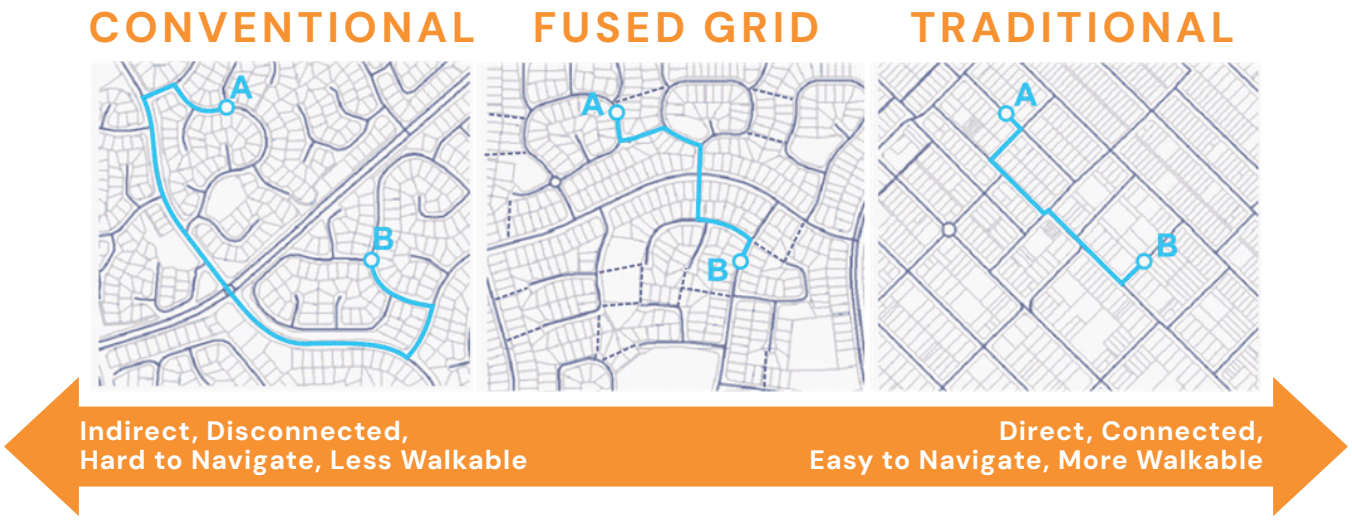


Figure 35: Street Layout Patterns and Ease of Navigation
Source: Adapted from the 2014 *Nanaimo Transportation Master Plan*



D5.5 ACTIVE MOBILITY & PRIMARY TRANSIT NETWORK

Legend & Notes

City of Nanaimo Boundary

ACTIVE MOBILITY ROUTES

- Primary Route
- Secondary Route
- Trails

SCHOOLS

- Elementary
- Secondary

RDN PRIMARY TRANSIT ROUTES & FACILITIES

- Bus Rapid Transit (BRT) Line
- Bus Frequent Transit (BFT) Line
- Transit Exchange

RELATED LAND USES

FOR ALL LAND USES, SEE SECTION D4

- Urban Centres Land Use Designation
- Parks & Open Space Land Use Designation

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Figure 36: Active Mobility & Primary Transit Network

Map is for illustrative purposes only.
Refer to Schedule 3 for the official map.

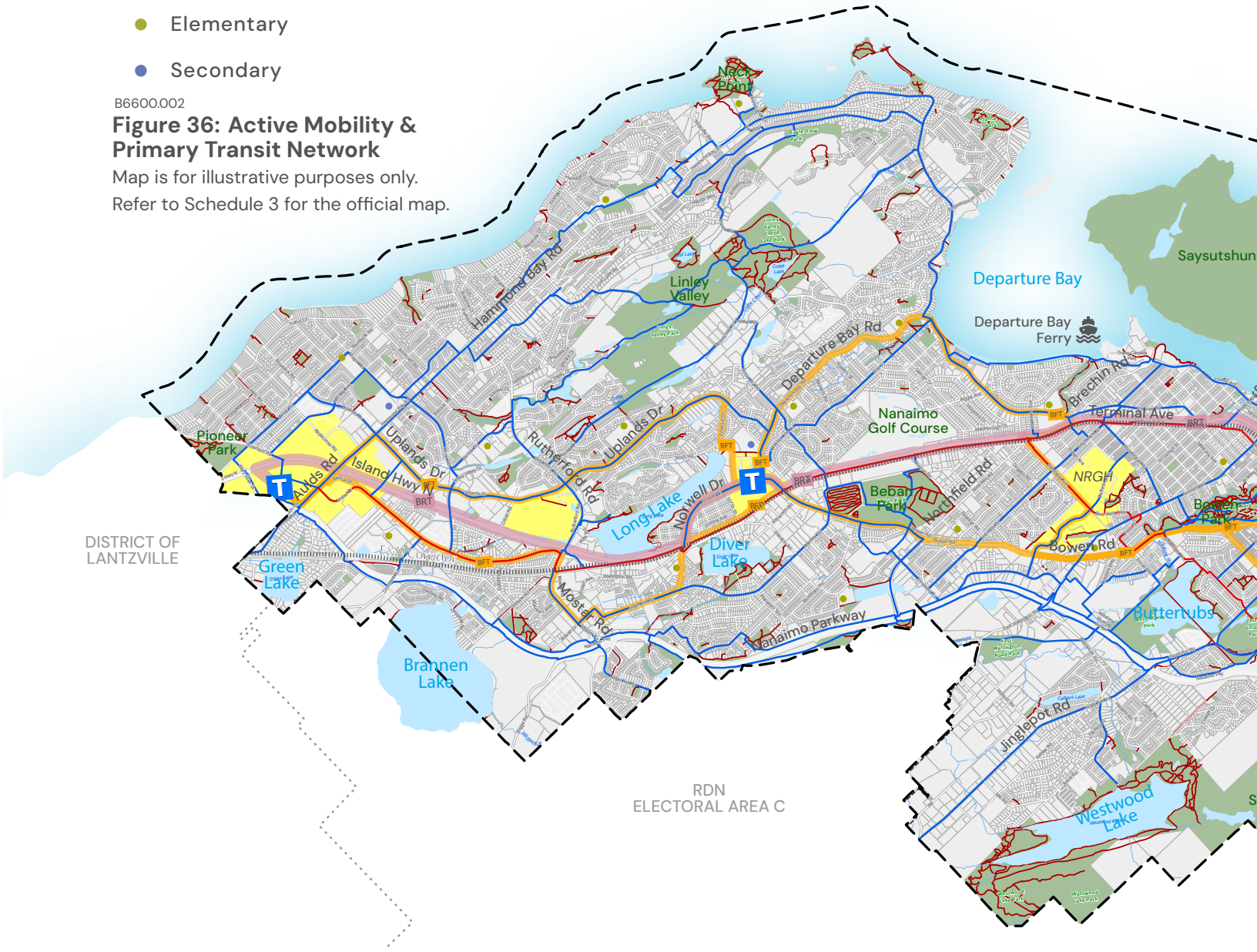
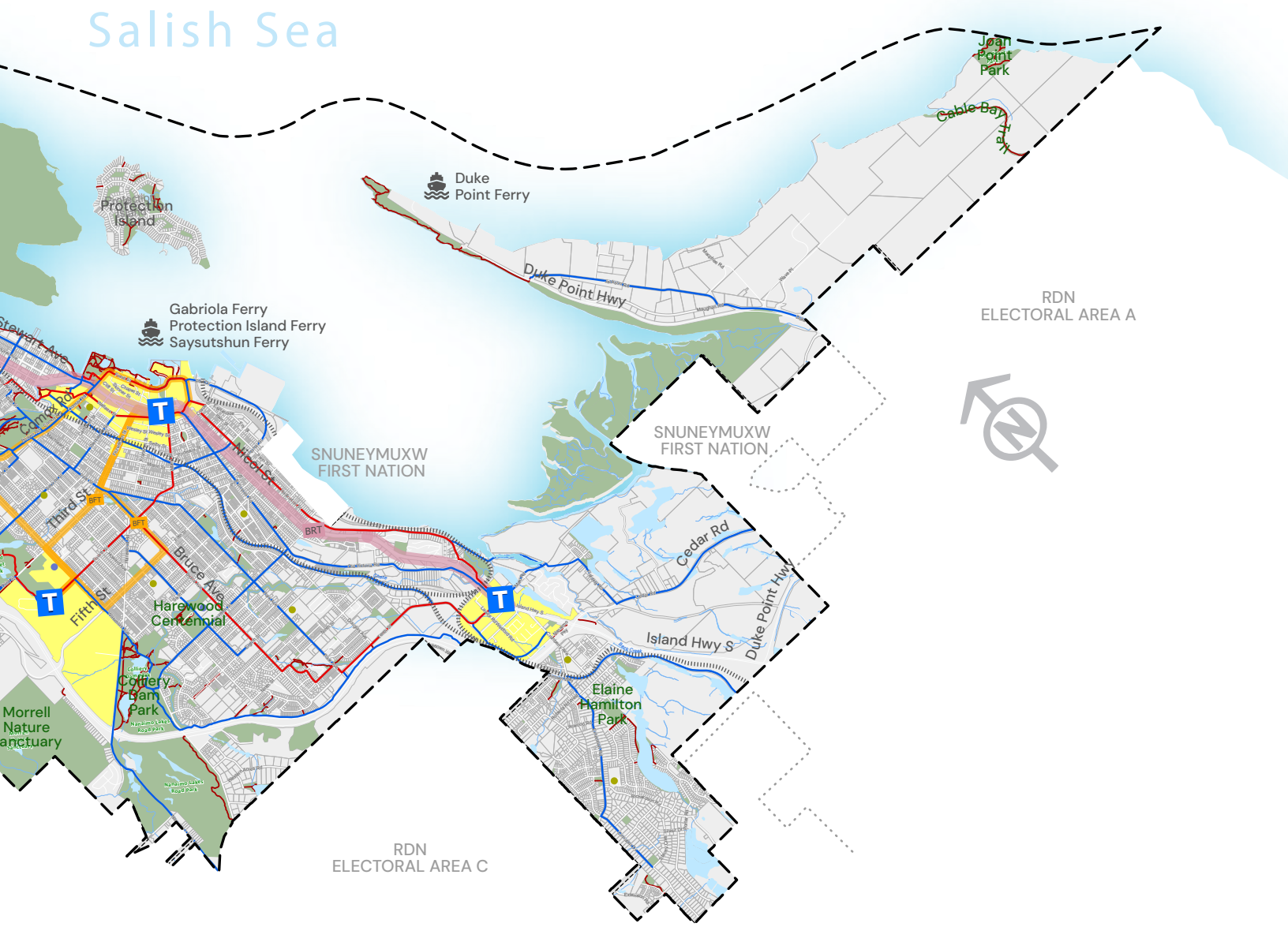


Table 2: Overview of Active Mobility Routes

	Primary Active Mobility Routes (Tier 1)	Secondary Active Mobility Routes (Tier 2)	Recreational Trails (Tier 3) B6600.002
Primary Purpose	» Transportation in and between Urban Centres	» Transportation between Neighbourhoods and Urban Centres and to key destinations (e.g., schools, Neighbourhood Centres, community facilities, etc.)	» Recreational experience » Provide local-scale connections to the Active Mobility network
Ultimate Design Standard	» All ages and abilities, including separation from vehicles wherever possible	» All ages and abilities where possible » Mix of separated and non-separated linkages	» Varies, depending on location
Maintenance & Operations	» Highest priority for maintenance and operations	» Second priority for maintenance and operations	» Maintained to a recreational standard » Limited / no all-season management



D5.6 ROAD NETWORK

Legend & Notes

City of Nanaimo Boundary

Provincial Highway

EXISTING

MAJOR ROADS

- Mobility Arterial
- Urban Arterial
- Mobility Collector
- Urban Collector
- Industrial Collector
- Private Collector

LOCAL ROADS

- Mobility Local
- Urban Local
- Industrial Local
- Private Local

FUTURE

*exact location to be determined

MAJOR ROADS

- Mobility Arterial
- Mobility Collector
- Urban Collector
- Industrial Collector

B6600.002

Figure 37: Road Network (Road Classifications)

Map is for illustrative purposes only.
Refer to Schedule 4 for the official map.

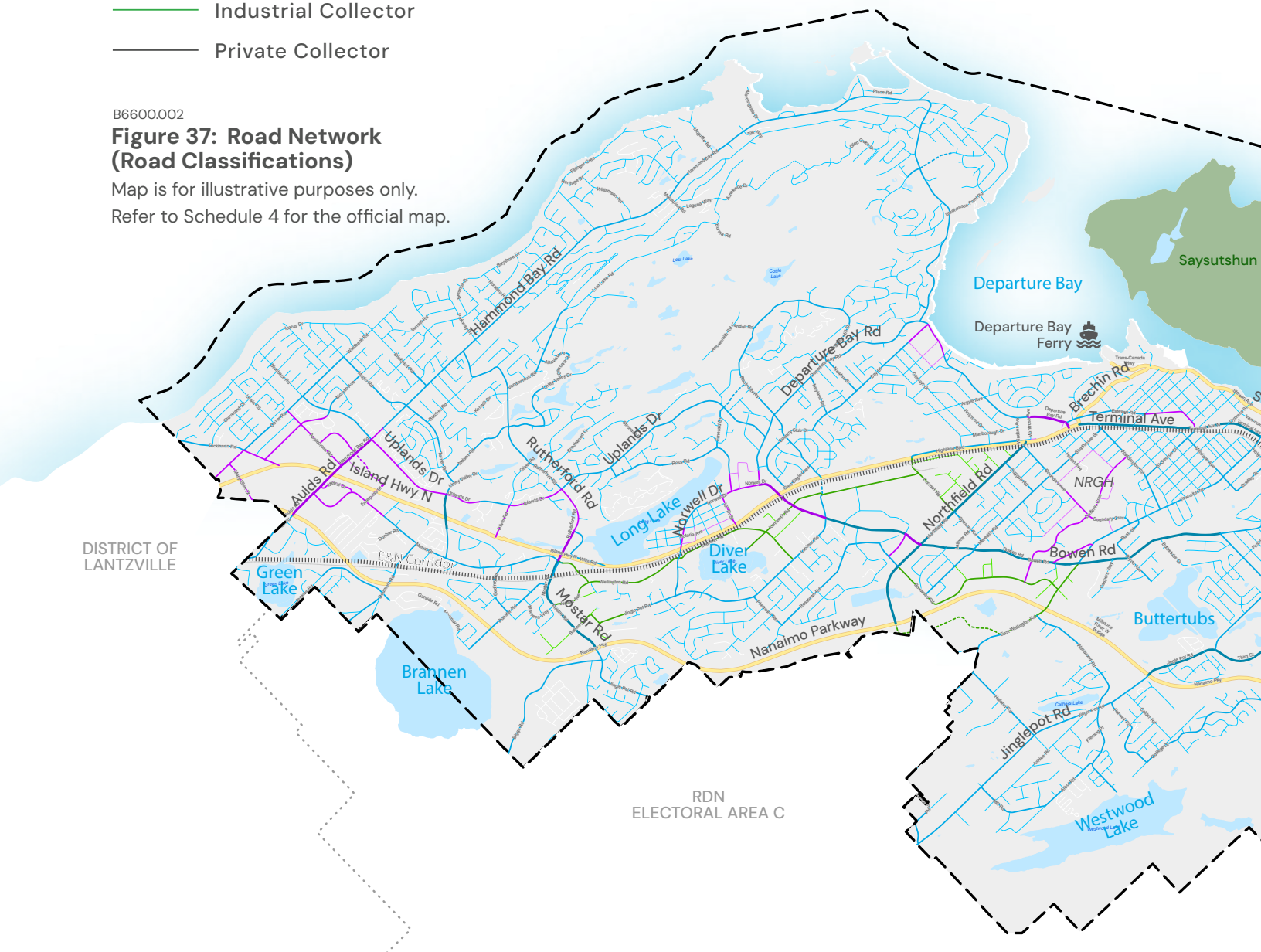
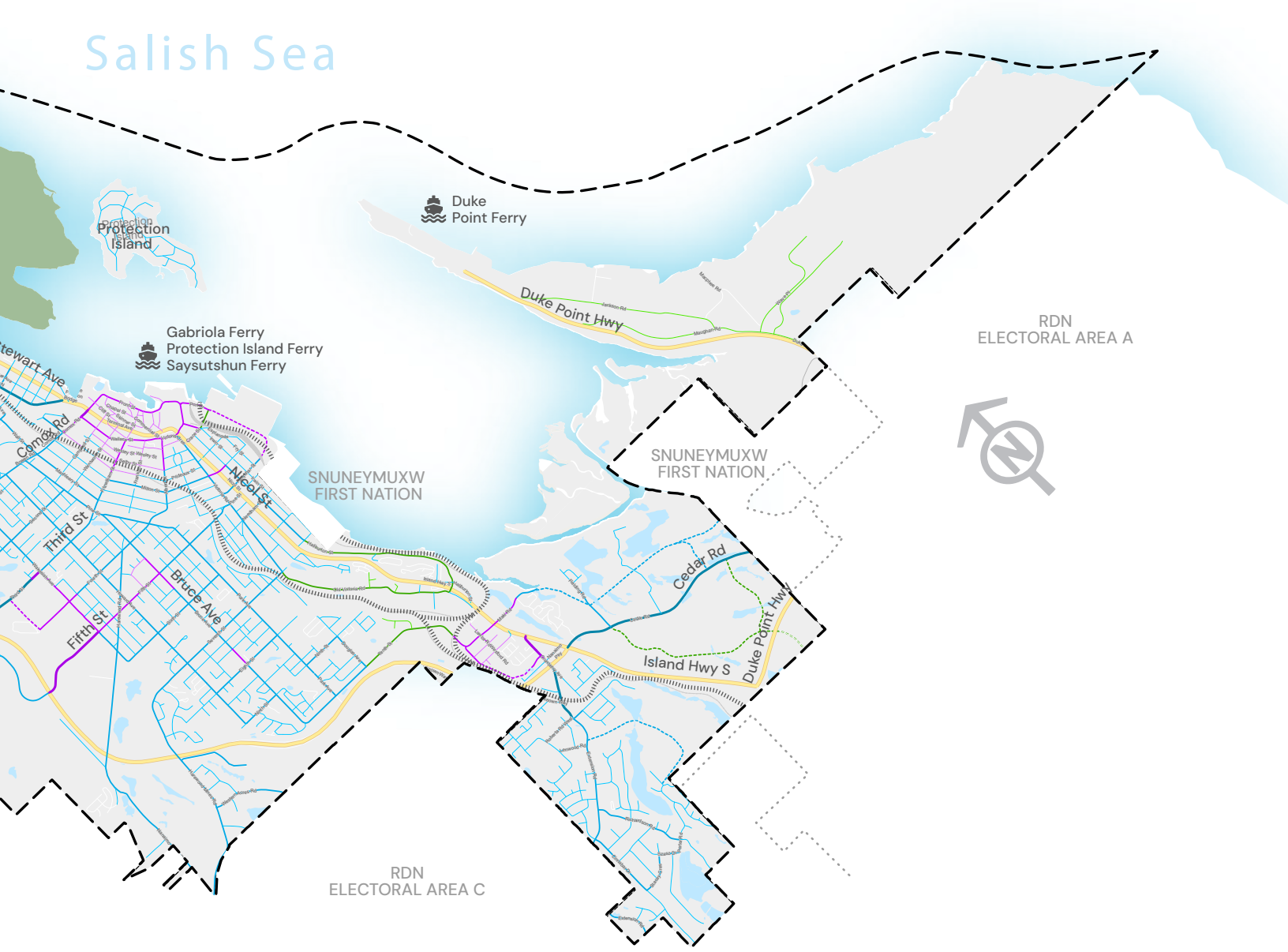


Table 3: Overview of Major Road Types

	Mobility Streets	Urban Streets	Industrial Streets
Location & Associated Land Use Designations	» Typically Centre or Corridor land uses where higher density development is present or expected to occur	» All land uses outside Centres, Corridors, or Industrial Lands » Typically associated with lower density development or smaller scale commercial areas	» All Industrial land uses
Key Characteristics	» Focus on increasing public space and accommodation for all modes » Emphasis on sustainable transportation	» Focus on balancing the needs of all modes » Higher focus on traffic capability than Mobility Streets	» Focus on accommodation for larger vehicles » Recognizes a need to accommodate active mobility options for employees and customers





D6 PARKS, RECREATION, CULTURE, & WELLNESS

Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative, and spiritual pursuits that enhance individual and community wellbeing.

- Renewed Definition of Recreation, Pathways to Wellbeing: A Framework for Recreation in Canada 2015

D6.1 OVERVIEW

In 2005 the City developed a *Parks, Recreation, & Culture Plan* for Nanaimo. Since that time, many of the directions set out in that plan have been achieved or are ongoing. As we look forward in *City Plan - Nanaimo ReImagined*, there is an opportunity to integrate a parks, recreation, culture, and wellness lens, acknowledging the central role these services play in fostering "the wellbeing of individuals and communities, and of our built and natural environments" (*Pathways to Wellbeing: A Framework for Recreation in Canada, 2015*).

The far reaching benefits of parks, recreation, culture, and wellness are well known, and because of these broad benefits, they are considered an essential public service.

The terms parks, recreation, culture, and wellness are often used together to describe the collective system of indoor and outdoor spaces, programs, experiences, and features. This collective system allows community members to participate in physical, social, intellectual, cultural, creative, and spiritual pursuits, as well as opportunities focusing on environmental protection and stewardship. These opportunities have potential to enhance individual and community wellbeing and provide connection to self, community, and nature.

Nanaimo's parks, recreation, culture, and wellness services will continue to deliver ways for the community to be active, social, and involved.

D6.2 EXISTING PARKS, RECREATION, CULTURE & WELLNESS AMENITIES

Since the *Parks, Recreation, & Culture Master Plan* was created in 2005, hundreds of hectares of new parkland have been added to the network, protecting greenspace in perpetuity. A number of recreation and culture facilities have also been added, expanding programming, culture, and art amenities.

Figure 38: Park & Open Space Areas 2005 and 2022

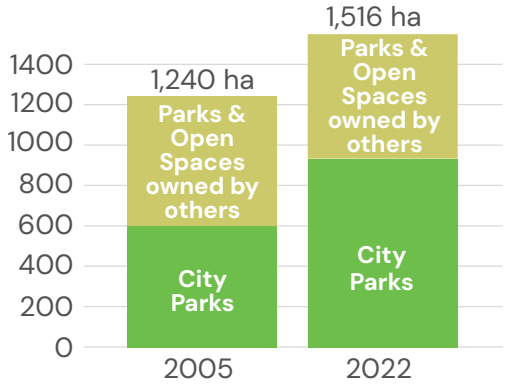
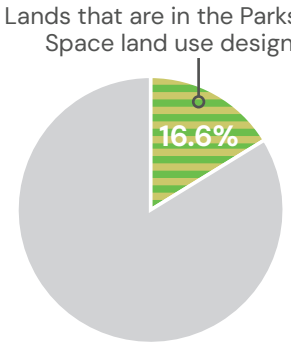


Figure 39: Percentage of Lands within the City Boundary that is Parks & Open Space (2022)



With a 2022 population of 99,863 and 1,516 ha of protected parks and open spaces, the ratio of parks per person in Nanaimo is relatively high at 15.2 ha / 1,000 residents.

Parks & Open Space designated lands include City owned parks, as well as parks and open spaces owned by the Province, Trusts, or other organizations.

B6600.002

Figure 40: 2022 Recreation Facilities & Culture Facilities

Map is for illustrative purposes only.



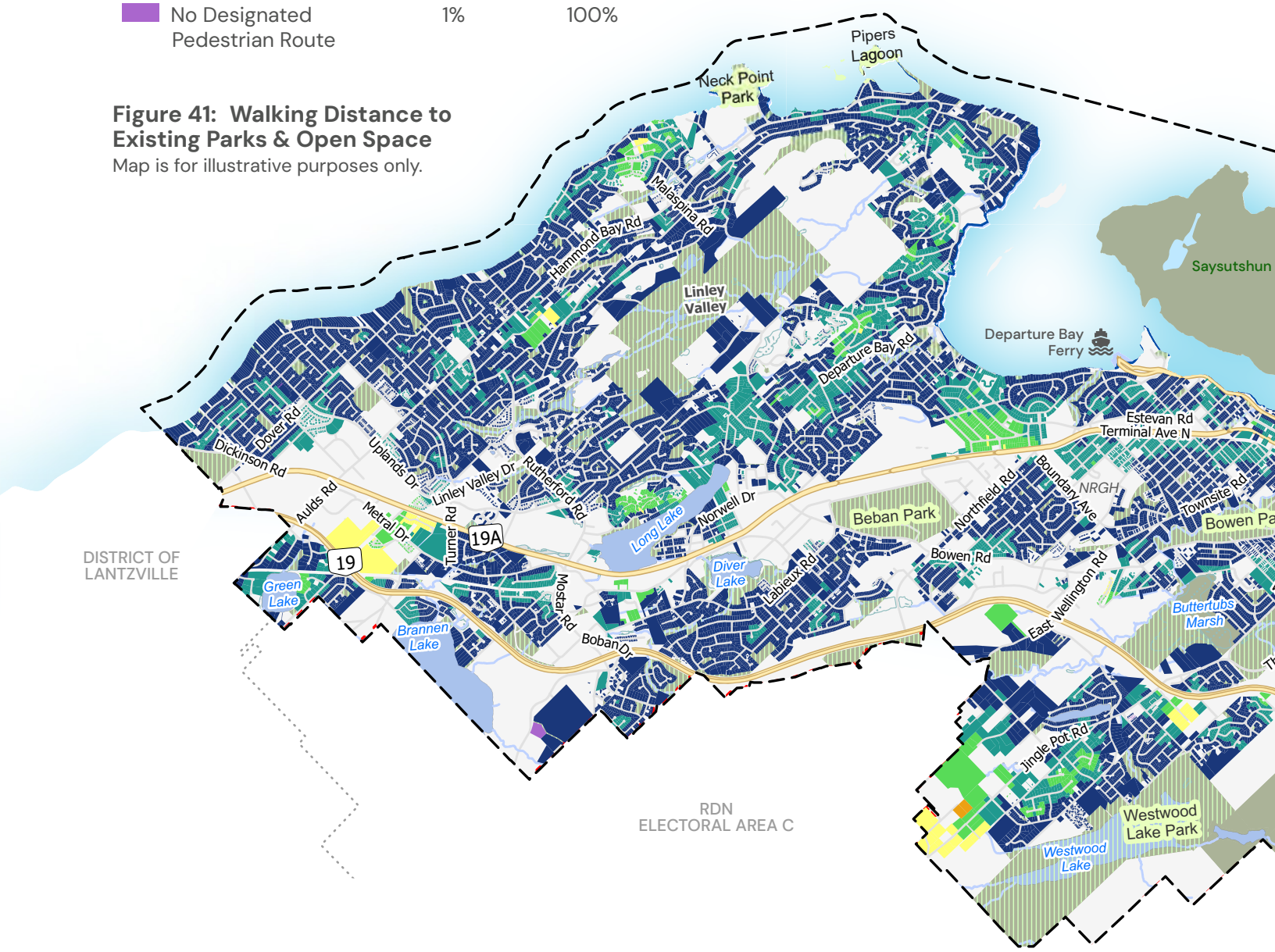
D6.3 WALKING DISTANCES TO EXISTING PARKS & OPEN SPACES

Legend

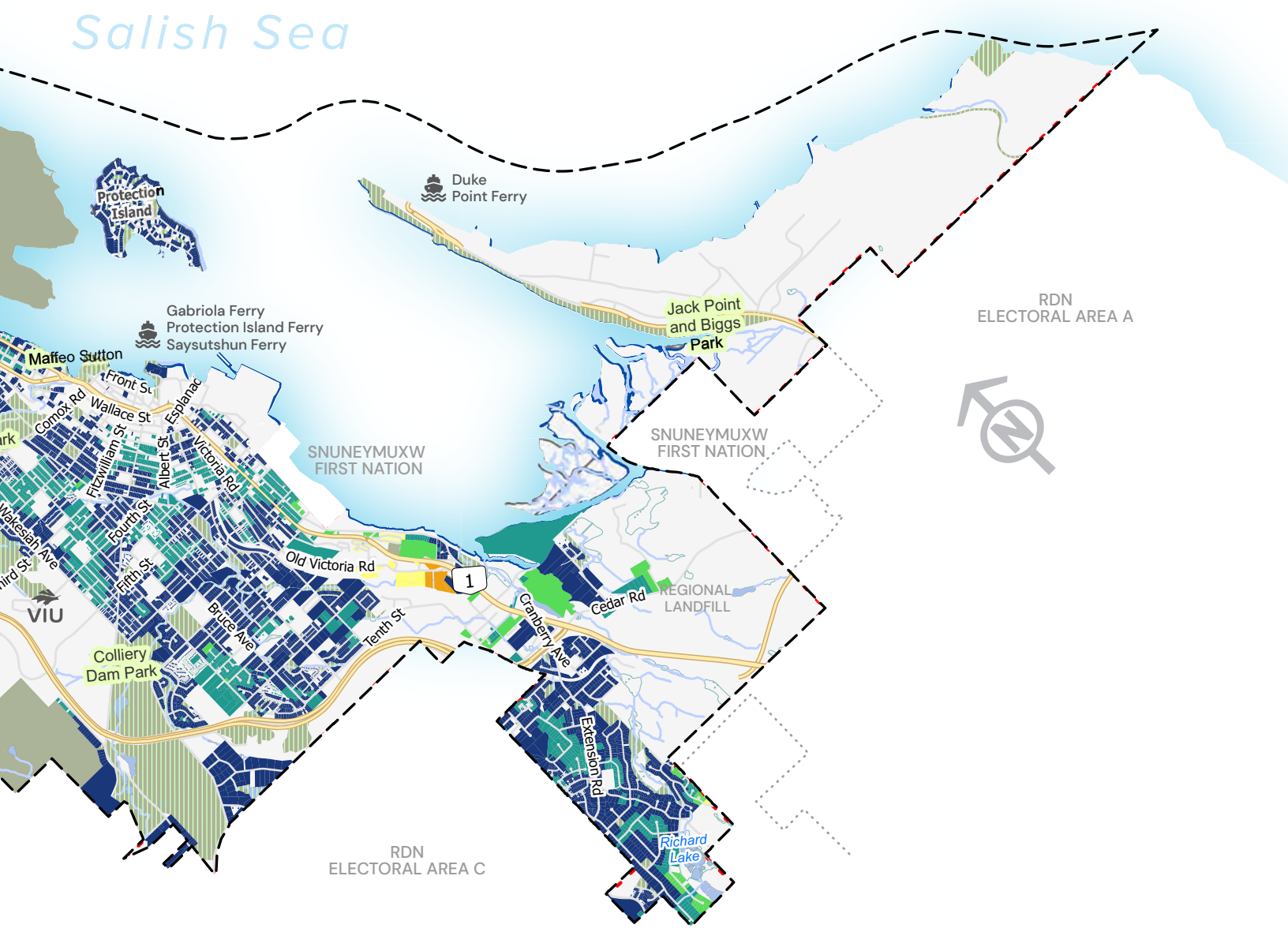
City of Nanaimo Boundary

Walking Distance	% of Population	Cumulative % of Population
Less than 5 minutes	71%	71%
6 to 10 minutes	24%	95%
11 to 15 minutes	3%	98%
16 to 30 minutes	1%	99%
30 to 45 minutes	0%	99%
More than 45 minutes	0%	99%
No Designated Pedestrian Route	1%	100%

Figure 41: Walking Distance to Existing Parks & Open Space
Map is for illustrative purposes only.



In 2022, approximately 71% of Nanaimo residents live within a five minute walk of a park or open space. *City Plan* includes policies to work towards all residents living within a safe five minute walk whenever possible (see Section *C4.9 Parkland & Park Amenity Management*).



D6.4 EXISTING & FUTURE PARKS, RECREATION, CULTURE, & WELLNESS AMENITIES

Legend & Notes

– – – – City of Nanaimo Boundary

EXISTING

- Recreation, Culture, Wellness Facility
- Trails
- City owned Parks
- Parks & Open Space owned by others
- Urban Centre Land Use
- Elementary School
- Secondary School

PROPOSED FUTURE *exact location to be determined

- **Upgraded Existing Recreation, Culture, Wellness Facility**
  Existing City facilities that are prioritized for future upgrades
- **New Recreation, Culture, Wellness Facility***
  General location for prioritization of a new facility
- **Urban Park, Recreation, Culture, & Wellness Destination***
  Urban Centre location where future development will prioritize inclusion of new parks, recreation, culture, and wellness spaces
- **Park or Amenity Space***
  General location for prioritization of a new park and/or trail

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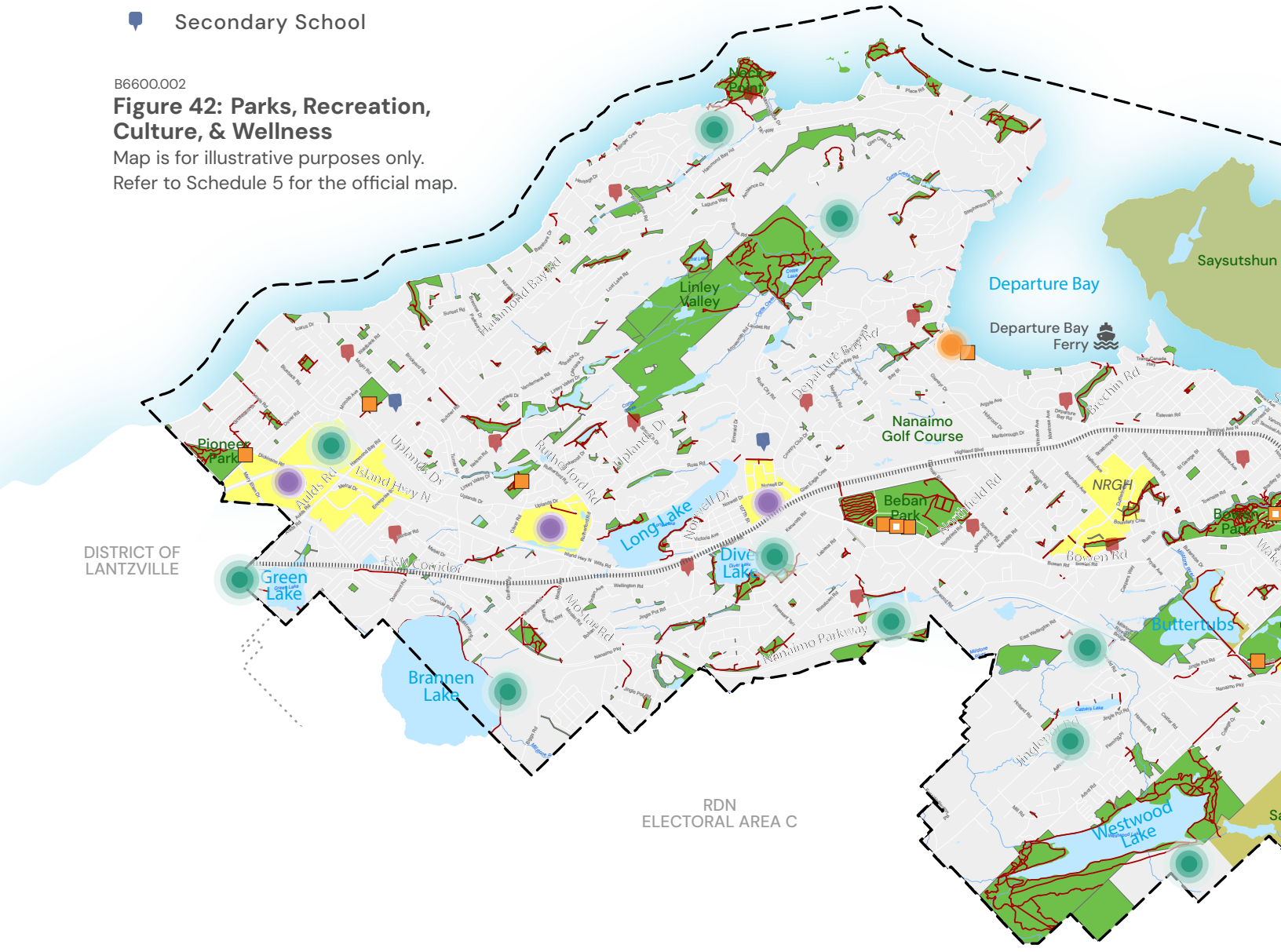
Figure 42: Parks, Recreation, Culture, & Wellness

Map is for illustrative purposes only.
Refer to Schedule 5 for the official map.



FUTURE ACTIVE MOBILITY TRAILS & RECREATION TRAILS

Will focus on:

- Completing network gaps
- Providing loop route options
- Connecting to local and city-wide destinations and mobility hubs / Urban Centres
- Providing access to water

FUTURE FACILITIES

(PARKS, RECREATION, CULTURE, & WELLNESS)

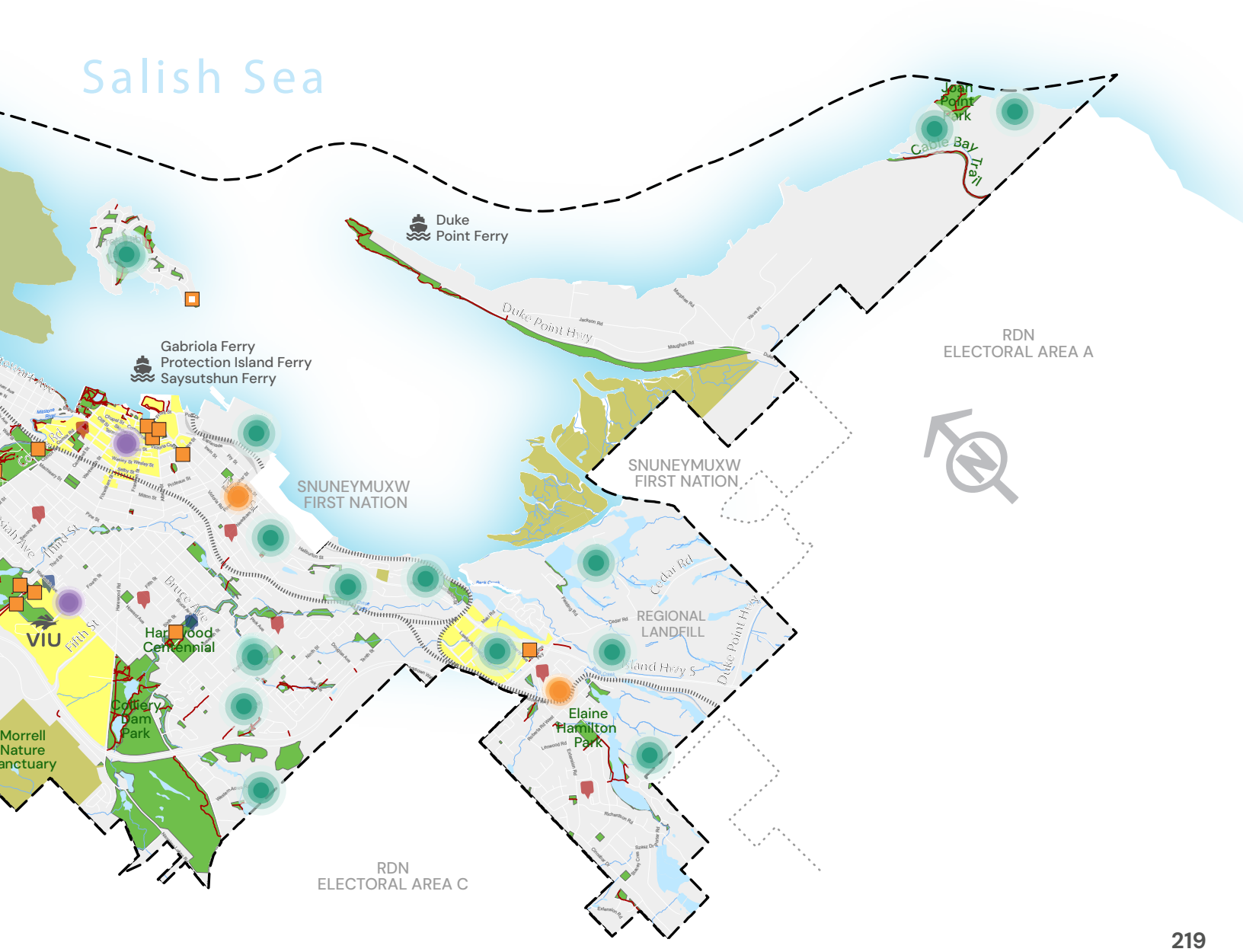
Will focus on:

- Integration with Urban Centres
- Integration with local hubs
- Completion through community partnerships

FUTURE PARK & OPEN SPACE ACQUISITION

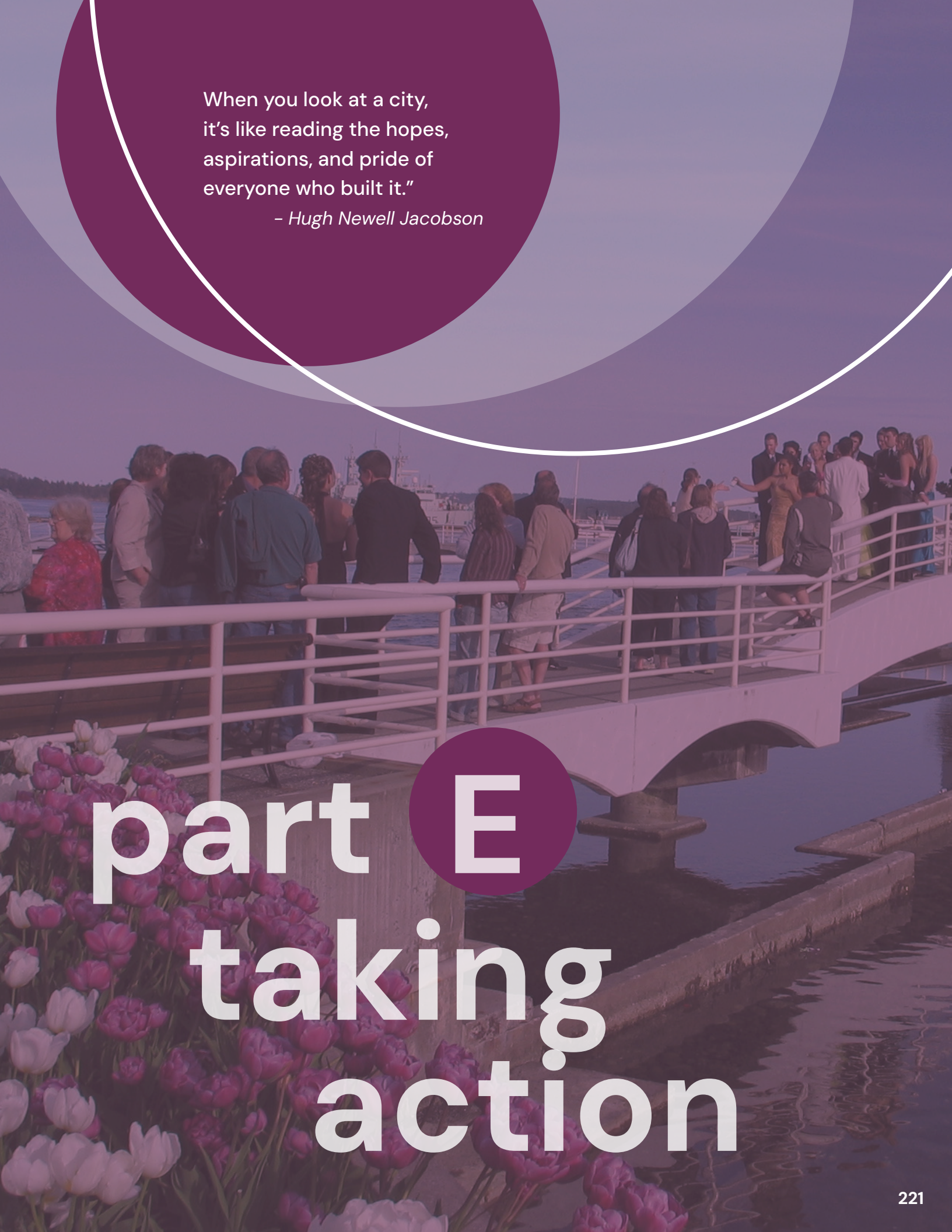
Will help to:

- Provide more community access to water
- Protect natural assets, urban tree canopy, and sensitive features
- Create habitat and greenway connections between existing parks



When you look at a city, it's like reading the hopes, aspirations, and pride of everyone who built it."

- Hugh Newell Jacobson



part E taking action



E1 AREA & NEIGHBOURHOOD PLANNING

> A viable neighbourhood is a community, and a viable community is made up of neighbours who cherish and protect what they have in common.
>
> – *Wendell Berry*

A key purpose of *City Plan – Nanaimo ReImagined* is to provide direction for the city as a whole. In some areas of the city, especially growth centres where significant change is anticipated, more detailed plans will help ensure the goals of *City Plan* are achieved.

This section provides direction for a way forward that prioritizes doing "Area Plans" in Urban Centres where significant change is anticipated.

Historically, smaller scale plans for neighbourhoods and other areas have varied widely in scope and content. There are some areas of the city with plans done in the last few years, others dating back decades, and then many areas without detailed plans.

Existing Neighbourhood Plans will continue serving as valuable reference documents to guide future development, while at the same time considering the needs and interests of all residents regarding more modest changes in their neighbourhoods.

In addition to Area Plans and Neighbourhood Plans, the City may undertake specific studies, including Road Networking and/or Servicing Studies, in areas identified as having specific constraints.

Table 4: Overview of Plan Types

PLAN TYPE	PURPOSE & DESCRIPTION	STUDY AREA
Area Plans	» Provide direction for land use and related topics for an Urban Centre or densifying urban area » Explore opportunities and constraints to create complete Urban Centres and urban areas	» Urban areas impacted by land use changes and development » Typically aligned with Urban Centre land use designation boundaries » See Figure 43: Nanaimo Area Plans for existing Area Plans
Existing Neighbourhood Plans	» Serve as supporting plans and reference documents to help guide development in applicable neighbourhoods	» See Figure 44: Planning / Census Tract Areas and Existing Neighbourhood Plan Areas, which shows existing Neighbourhood Plan areas
Special Servicing Areas B6600.002	» Studies to undertake specific analysis of a development constraint that may require further planning prior to development occurring, for example, areas where servicing by roads, water, or sewer require consideration	» Area impacted by a specific issue » Current Special Study areas identified in *Schedule 2: Future Land Use Designations* » Other Special Study areas may be identified

E1.1 AREA PLANS

Area Plans are a tool to manage development and provide more detailed policy directions for future land use and development in a specific area of the City. Area Plans set out policy directions on a range of matters including land use; transportation; servicing; parks, recreation, culture, and wellness; and plan implementation.

To date, the following Area Plans have been completed and form part of *City Plan*:

- *The Nanaimo Downtown Plan* (2002)
- *Port Drive Waterfront Master Plan* (2018)
- *Hospital Area Plan* (2018)
- *Bowers District Master Plan* (2022)
- *Sandstone Master Plan* (2022)

Going forward, the City will continue using Area Planning as a key tool for exploring detailed directions for areas where a large portion of the city's future growth and densification is anticipated, notably in Urban Centres. The *Integrated Action Plan* identifies priorities for Area Planning.

Area Plans created for locations experiencing, or positioned to experience, major change in land use, development, transportation, servicing, and related topics.

Areas Plans that are consistent with the goals of *City Plan*, while providing detailed guidance for creation of exceptional urban places.

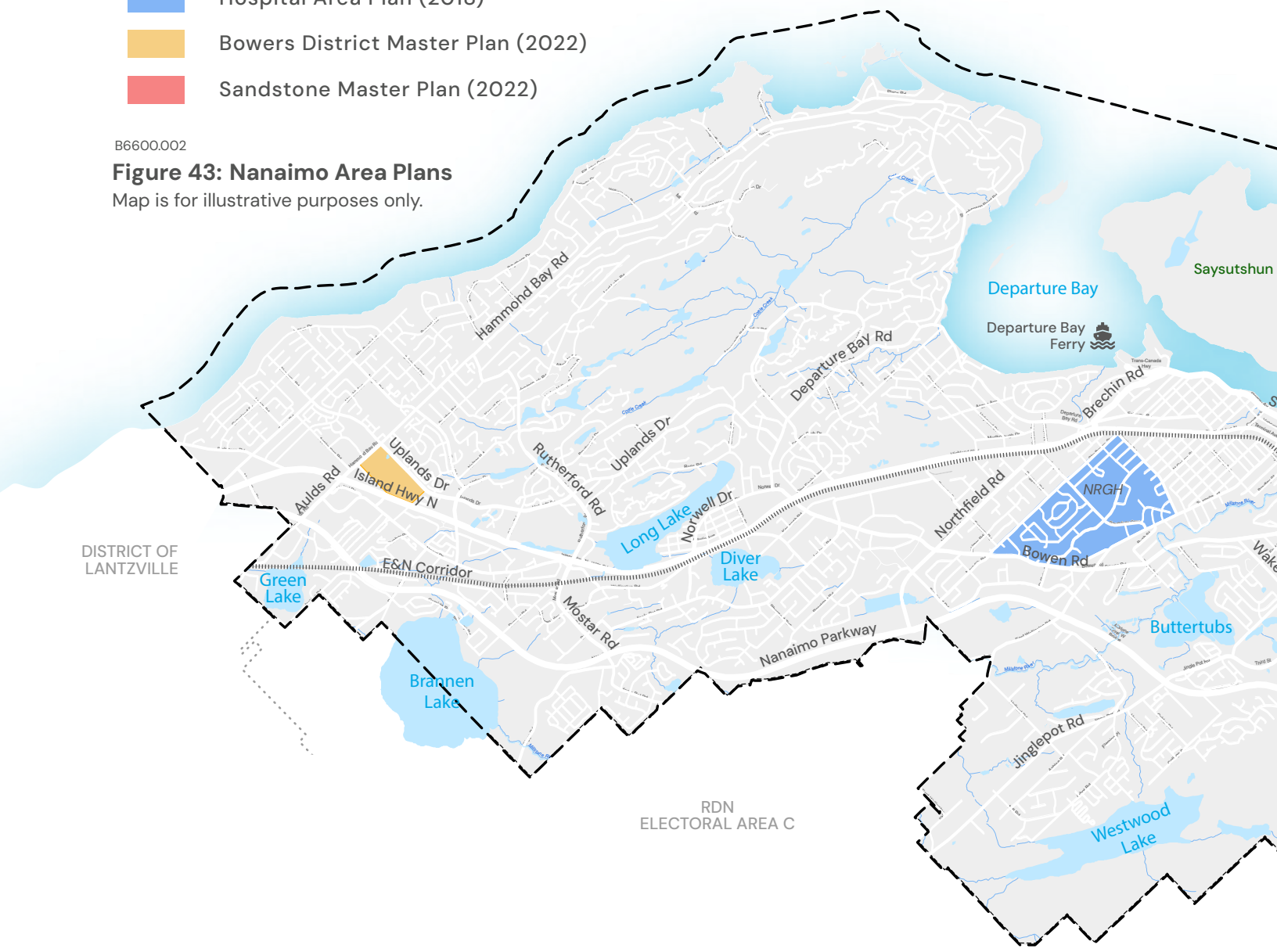
Area Plans that provide clarity and understanding for residents and future developers on expectations for how a specific area is intended to develop.

Legend

- City of Nanaimo Boundary
- The Nanaimo Downtown Plan (2002)
- Port Drive Waterfront Master Plan (2018)
- Hospital Area Plan (2018)
- Bowers District Master Plan (2022)
- Sandstone Master Plan (2022)

B6600.002

Figure 43: Nanaimo Area Plans
Map is for illustrative purposes only.



Policies

E1.1.1 Undertake a program of Area Planning to advance the goals of *City Plan* through development and implementation of Area Plans for locations with potential for major change, typically Urban Centres, though other urban areas may be considered.

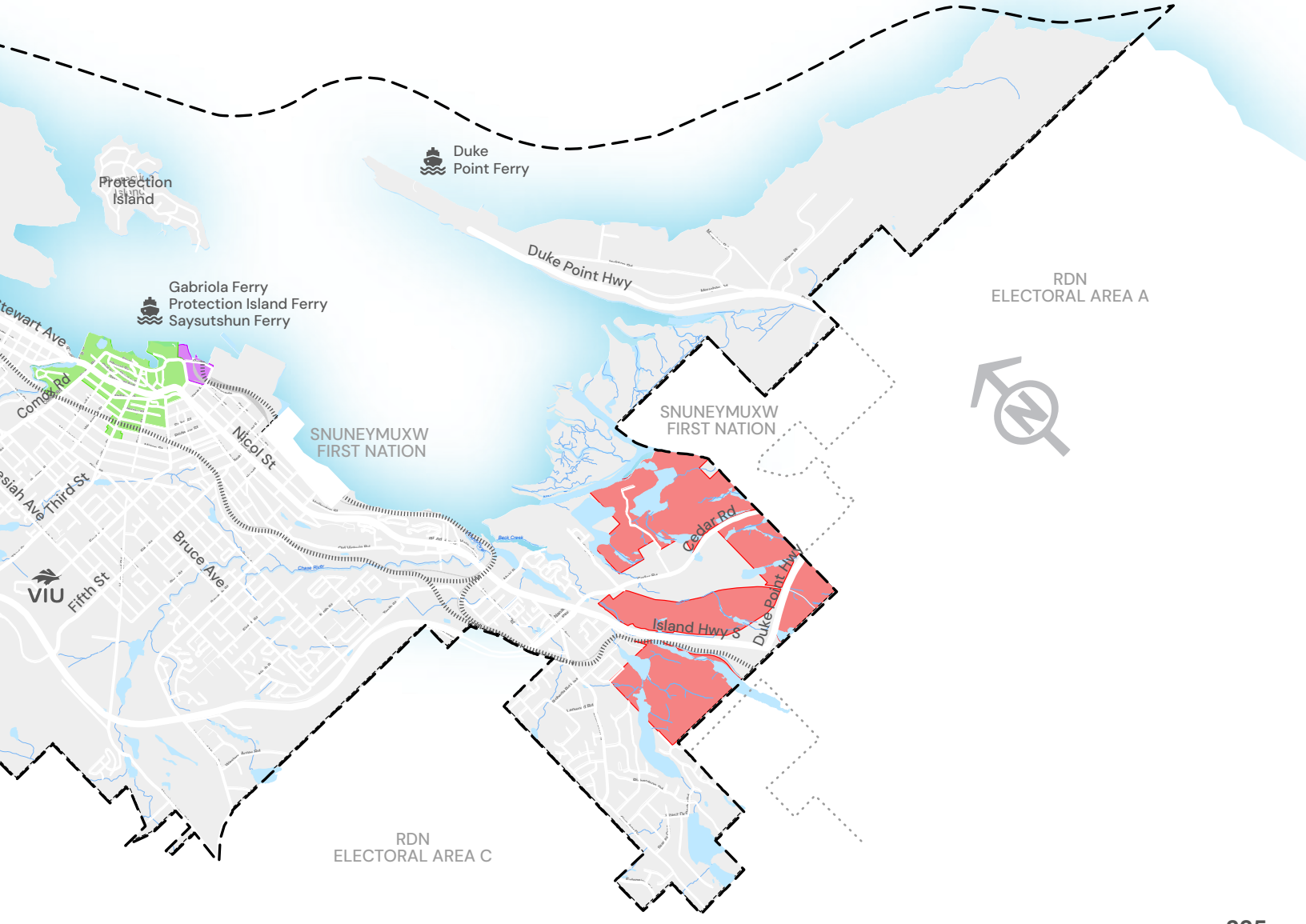
E1.1.2 Review Area Plan priorities at regular intervals and make adjustments to reflect emerging city conditions.

E1.1.3 Create Area Plans that provide clear direction on meeting the five *City Plan* goals within a defined urban area.

E1.1.4 During Area Plan development, undertake broad engagement that includes residents, employees, businesses, and land owners of the study area, as well as participation from the broader community.

E1.1.5 Area Plans adopted by Council will form part of *City Plan*.

E1.1.6 Where there are inconsistencies with existing plans, *City Plan* will take precedence over Area Plans.



E1.2 NEIGHBOURHOOD PLANS & COMMUNITY ENGAGEMENT

City Plan focuses on equitable engagement across all neighbourhoods, including those supported by neighbourhood associations. While this Plan recognizes existing Neighbourhood Plans as key documents for implementing *City Plan*, it does not contemplate the creation of any new Neighbourhood Plans. The priority is to focus support on broader neighbourhood engagement to regularly confirm and establish priority actions for implementation. Neighbourhood Plans provide guidance on how neighbourhoods can help achieve the goals of the *City Plan*.

Existing Neighbourhood Plans

There are seven existing Neighbourhood Plans:

- *Chase River Neighbourhood Plan* (1999)
- *Departure Bay Neighbourhood Plan* (2006)
- *Harewood Neighbourhood Plan* (2013)
- *Newcastle + Brechin Neighbourhood Plan* (2011)
- *Old City Neighbourhood Concept Plan* (1992)
- *Rocky Point / Hammond Bay / Stephenson Point Neighbourhood Plan* (2002)
- *South End Neighbourhood Plan* (2010)

These plans will continue to serve as key guiding documents for development planning and approval review processes in their respective neighbourhoods. While Neighbourhood Plans do not form part of *City Plan*, existing Neighbourhood Plans will provide more detailed information to help implement *City Plan*.

The key goals and objectives contained within the seven existing Neighbourhood Plans have been integrated into *City Plan*. In addition, specific actions contained in the Neighbourhood Plans not already completed have been incorporated into the *Integrated Action Plan* for future reference and consideration for implementation.

These policies and actions will inform future neighbourhood engagement and will continue to form a foundation for City project prioritization.

Neighbourhood Engagement and Priority Setting

An iterative neighbourhood planning approach will be followed so that neighbourhood priorities are confirmed or altered based on regular engagement with residents and neighbourhood associations.

Divided into 16 planning / census tract areas, the City will endeavour to engage with neighbourhoods on a periodic basis through smaller scale events (e.g., workshops) or more broadly online for the purpose of reviewing, confirming, and identifying project and action priorities.

This approach is intended to support broad opportunities for neighbourhood engagement to ensure that evolving neighbourhood priorities are reflected in the *Integrated Action Plan* so they may be considered as the City identifies community investment priorities through its annual and long term budget processes.

Desired Outcomes

Ongoing engagement with neighbourhoods, to plan priority actions and their implementation on a more frequent basis.

City services and support for existing and new neighbourhood associations.

An equitable approach to supporting neighbourhoods based on community demographics and growth pressures.

Policies

E1.2.1 Council will host an annual engagement opportunity to hear the collective concerns and priorities of neighbourhoods, and to share updates on City initiatives.

E1.2.2 The City will establish an organizational process where individual neighbourhood associations meet every 5 years (at least) to set priorities for their neighbourhood in writing.

E1.2.3 *Official Community Plan* amendment and Rezoning development applications will be referred to relevant neighbourhood associations for input purposes, and development permit applications will be referred to relevant neighbourhood associations for information.

E1.2.4 Engage with neighbourhoods to get broad representative input on priorities and concerns.

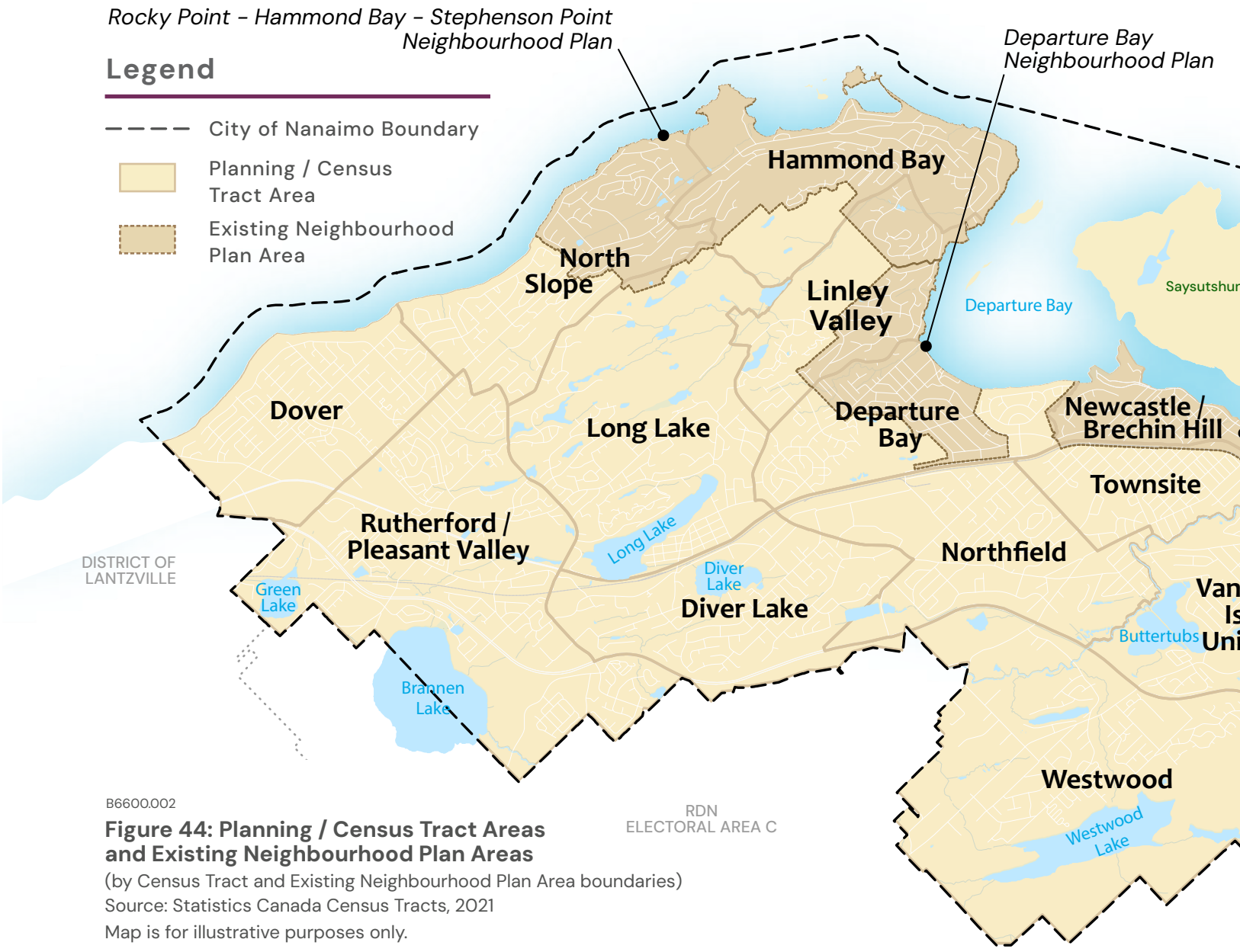


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Figure 44: Planning / Census Tract Areas and Existing Neighbourhood Plan Areas
(by Census Tract and Existing Neighbourhood Plan Area boundaries)
Source: Statistics Canada Census Tracts, 2021
Map is for illustrative purposes only.

E1.2.5 Engage neighbourhoods to confirm existing or new priorities to inform Council consideration of investment priorities.

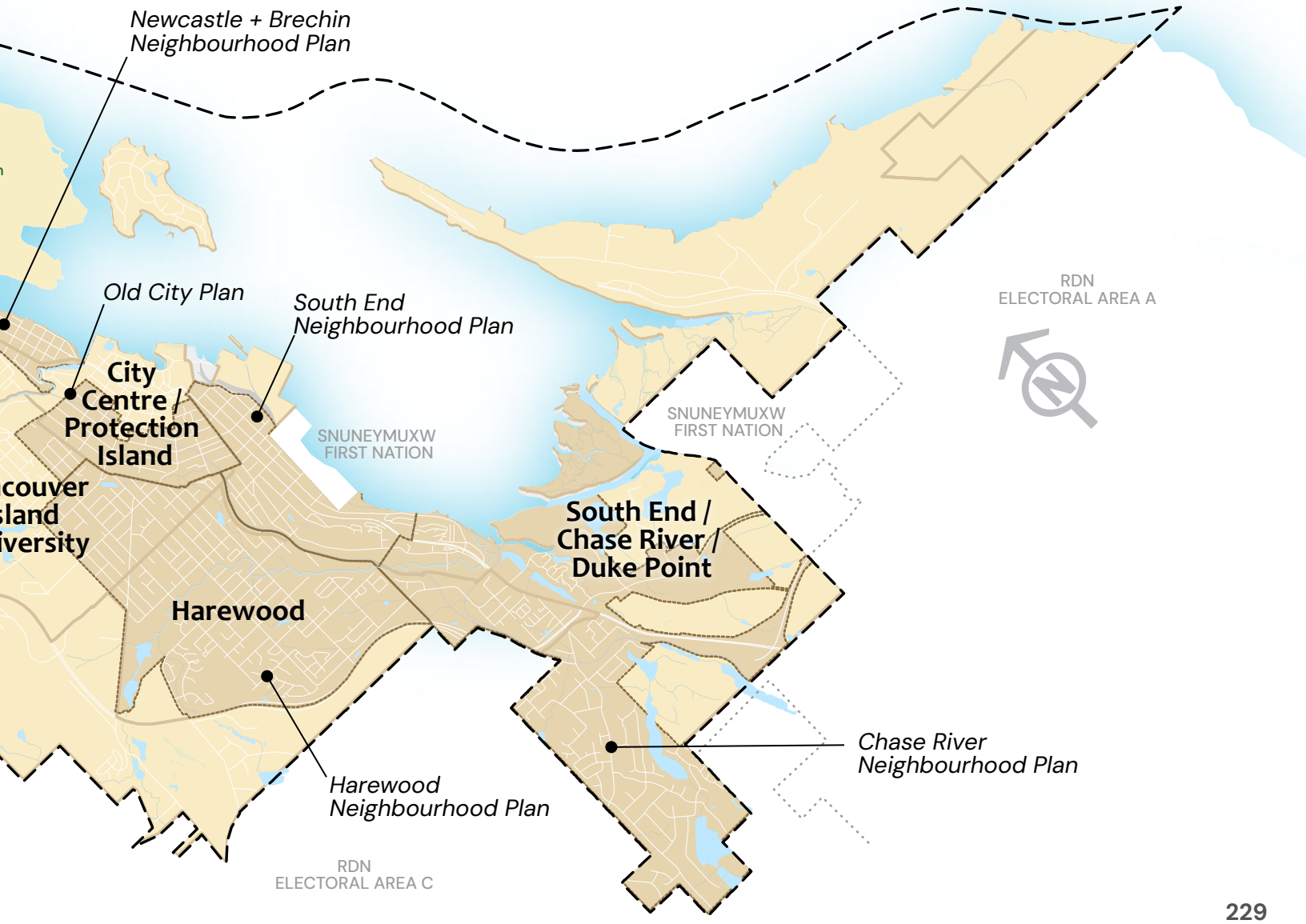
E1.2.6 Encourage the establishment of neighbourhood associations to represent neighbourhood interests.

E1.2.7 Provide services and support to neighbourhood associations as per Council policy.

E1.2.8 Maintain a map of neighbourhood association self-defined boundaries for public and reference purposes.

E1.2.9 Use existing Neighbourhood Plans as guiding documents in the review of development applications.

E1.2.10 Where there are inconsistencies with existing plans, *City Plan* will take precedence over the existing Neighbourhood Plans.





E2 BYLAWS & PERMITS

> Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
>
> *- Gro Harlem Brundtland*

There are a host of legislative or regulatory tools and advisory documents that can be used to implement the policy directions of *City Plan*. This section describes several key implementation tools, while Section E3 outlines the City's Development Permit Areas.

E2.1 TEMPORARY USE PERMITS

Temporary Use Permits are included in *City Plan* as an interim (short term) alternative for proposed land uses that may not warrant a permanent change to the land use designation or zoning of land. Temporary uses are typically of a trial / interim use nature, or are a seasonal / occasional use.

Temporary Use Permits may be issued for new land uses on specific properties which are not otherwise allowed by a land use designation in *City Plan* or in a land use zone in the *Zoning Bylaw*. Conditions may be specified by Council respecting any required changes to the property to allow the temporary use, and any restoration to the property following expiration of the permit.

Pursuant to the *Local Government Act*, a Temporary Use Permit can be issued for up to three years, with the possibility of one renewal for up to an additional three years.

Policies

E2.1.1 All lands located within the boundaries of the city are designated as a Temporary Use Permit Area.



Nanaimo Night Market, Downtown

E2.2 DEVELOPMENT APPROVAL INFORMATION

The objective of the *Development Approval Information Area* is to ensure that a development proposal is consistent with the City's strategic directions and priorities as outlined in *City Plan*.

Pursuant to the *Local Government Act*, Development Approval Information (DAI) may be required for the following circumstances:

- *Zoning Bylaw* amendments
- Temporary Use Permits
- Development Permits

The information provided in a DAI report helps to ensure that future development considers potential impacts to:

- The natural environment
- Transportation patterns and networks
- City infrastructure (sanitary sewer, water supply, stormwater management)
- Public facilities (schools and parks; community services; recreation, culture, and wellness facilities)
- Economic and social development
- Archaeological and heritage features
- Form and character of a development proposal
- Climate action, including greenhouse gas reduction, energy conservation, circular economy principles, and water conservation
- Hazard conditions

The City's *Development Approval Information Bylaw* establishes what type of impact information is required, what procedures are to be followed in the application process, and in what circumstances a DAI report is necessary to address items such as:

- Terms of reference for the impact reports
- Selection of professionals to develop impact reports (qualifications, etc.)
- Opportunities for reconsideration of a delegated decision
- Third party review
- Use and publicizing of the report

Policies

E2.2.1 All lands located within the boundaries of the city are designated as the area within which *Development Approval Information* (DAI) may be required.

E3 DEVELOPMENT PERMIT & HERITAGE CONSERVATION AREAS



Our biggest challenge in this new century is to take an idea that seems abstract – sustainable development – and turn it into a reality for all the world's people.

– Kofi Annan

Under the authority of the *Local Government Act* (LGA, the Act), a Development Permit Area (DPA) or Heritage Conservation Area (HCA) can be used to achieve the goals and policies of *City Plan*. The Act allows for the designation of Development Permit Areas as they relate to one or more of the following purposes outlined in LGA Section 488 (1):

(a) protection of the natural environment, its ecosystems, and biological diversity
(b) protection of development from hazardous conditions
(c) protection of farming
(d) revitalization of an area in which a commercial use is permitted
(e) establishment of objectives for the form and character of intensive residential development
(f) establishment of objectives for the form and character of commercial, industrial, or multi-family residential development
(g) in relation to an area in a resort region, establishment of objectives for the form and character of development in the resort region
(h) establishment of objectives to promote energy conservation
(i) establishment of objectives to promote water conservation
(j) establishment of objectives to promote the reduction of greenhouse gas emissions

Sections 614 and 615 of the *Local Government Act* also allow for the designation of Heritage Conservation Areas to protect the heritage value or character of an area.

Implementation

This section provides the justification and objectives for establishing DPAs and HCAs under the Local Government Act. *Schedules 6* to *13*, which form part of *City Plan*, define the geographic areas that apply to the DPAs and HCA. The City's *Zoning Bylaw* details the regulatory guidelines for each DPA, including any permit exemptions.

If a property is within a designated DPA or HCA, any alteration or improvement to the land (by subdivision, clearing, or construction, for example), may first require an approved Development Permit or Heritage Alteration Permit from the City.

Development or Heritage Alteration Permits are not Building Permits; if construction is planned for the site, a Building Permit is also required.

Where land is subject to more than one DPA designation, a single development permit application will be required. The development permit application, however, will be subject to the requirements of all applicable DPAs.

No significant exterior alteration to a listed heritage building located in the Heritage Conservation Area shall occur without Heritage Alteration Permit approval by the City.

Table 5: Development Permit / Heritage Conservation Areas

NUMBER	DEVELOPMENT PERMIT AREAS	LOCAL GOVERNMENT ACT - SECTION 488 (1)
1	Environmentally Sensitive Areas	(a) Natural Environment (b) Hazardous Conditions
2	Hazardous Slopes	(a) Natural Environment (b) Hazardous Conditions
3	Sea Level Rise	(a) Natural Environment (b) Hazardous Conditions
4	Abandoned Mine Workings Hazards	(b) Hazardous Conditions
5	Wildfire Hazard	(a) Natural Environment (b) Hazardous Conditions
6	Steep Slope Development	(a) Natural Environment (b) Hazardous Conditions (e) Intensive Residential Development (f) Commercial, Industrial, Multi-Family Residential
7	Nanaimo Parkway Design	(a) Natural Environment (e) Intensive Residential Development (f) Commercial, Industrial, Multi-Family Residential
8	Form and Character	(e) Intensive Residential Development (f) Commercial, Industrial, Multi-Family Residential (h) Energy Conservation (i) Water Conservation (j) Green House Gas Emissions
NUMBER	**HERITAGE CONSERVATION AREA**	**LOCAL GOVERNMENT ACT**
1	Heritage Conservation Area	Section 614 (1) and Section 615 (1)

DPA 1 | Environmentally Sensitive Areas

Basis for Designation

The Development Permit Area designates areas for the purpose of establishing guidelines for the protection of sensitive ecosystems pursuant to Section 488(1)(a)(b) of the *Local Government Act*, the *Riparian Areas Protection Regulations*, and the *Riparian Areas Protection Act*.

Justification for the Designation

Environmentally Sensitive Areas (ESAs) are unique ecosystems with high biodiversity. They include the marine foreshore, coastal bluffs, terrestrial herbaceous areas, mature forests and woodlands, vegetated areas, wetlands, as well as watercourses and their riparian areas. ESAs also provide protection for the habitat of rare and endangered species and provide a network of wildlife habitat nodes and corridors within the city. Indigenous, rare, and endangered plant and animal species, and ecological communities that are vulnerable due to their limited range, need special consideration. The identification of lands known to contain a terrestrial ESA is based on the *Provincial Sensitive Ecosystem Inventory*.

Riparian areas provide habitat for a variety of species, travel corridors for other wildlife, as well as protection of property from flooding and potential loss of land from channel erosion and instability. Riparian areas border streams, lakes, and wetlands, linking the water to the land. The blend of streambed, water, trees, shrubs, and grasses in a riparian area creates and directly influences fish habitat. Protecting riparian areas, while facilitating urban development that embraces high standards of environmental stewardship, is a priority for the City. It is in the public interest to regulate activities for the riparian lands adjacent to watercourses for the purposes of habitat protection, flood prevention, and erosion control.

The marine foreshore is also a critical ESA that supports many indigenous, rare, and endangered species that rely on the specialized habitats found on the coast. Vegetation on the marine foreshore promotes stable and biologically diverse areas that extend ecological support into the marine environment. These ecosystems also help in maintaining shoreline stability and minimizing erosion.

Development can contribute to the degradation of natural areas through the loss of trees, vegetation, and wildlife. DPA 1 Environmentally Sensitive Areas is intended to avoid and minimize the impacts of new and redeveloped sites, and to maintain or restore important ESAs in the city. Lands subject to DPA1 are identified on *Schedule 6* of *City Plan*.

Objectives

1 To protect all environmentally sensitive areas in order to provide biologically diverse corridors and areas for wildlife and fish.

2 To protect the riparian area adjacent to watercourses.

3 To protect adjacent upland areas that exert an influence on a watercourse from development impacts.

4 To direct restoration and enhancement of environmentally sensitive areas.

5 To protect natural features, functions, and conditions that support fish and wildlife processes.

6 To prioritize avoidance of negative impacts to environmentally sensitive areas, over mitigation or compensation.

7 To avoid disturbance and to protect areas of high environmental sensitivity and biodiversity, including terrestrial and marine foreshore environmentally sensitive areas, to ensure the maximum protection of functional habitat.

DPA 2 | Hazardous Slopes

Basis for Designation

The Development Permit Area designates areas for the purpose of establishing guidelines for the protection of development from hazardous conditions and the protection of the natural environment, pursuant to section 488(1)(a)(b) of the *Local Government Act*.

Justification for the Designation

Natural hazard lands are those that exist in nature, were not specifically human made, and reflect future climate change impacts. These features include steep and/or unstable slopes, and eroding land along ravines, bluffs, and rock faces.

Leaning or curved trees, local slide and erosion scapes, accumulation of slide debris, and higher than historic water levels, provide evidence of past land instability and sea level rise that will progress into the future. A climate adaptation lens must be applied to these areas in determining future development.

Any construction of buildings must take into consideration the stability of the soil and ensure ground slippage does not take place. Hazardous slopes are identified on *Schedule 7* of *City Plan*.

Objectives

1 To regulate development on lands subject to slope failure due to any combination of existing natural geological and soil conditions, natural patterns of erosions through river and ocean processes, and climate change (including extreme weather events and sea level rise).

DPA 3 | Sea Level Rise

Basis for Designation

The Development Permit Area designates areas for the purpose of establishing guidelines for the protection of development from hazardous conditions and the protection of the natural environment, pursuant to section 488(1)(a)(b) of the *Local Government Act*.

Justification for the Designation

The purpose of this DPA is to ensure that new development recognizes and responds to sea level rise, that development and people are safe from storm surge, and that existing development does not make any alterations or modifications that increase risk.

The City of Nanaimo is preparing for the future impacts of climate change through the *Climate Change Resiliency Strategy*. Sea level rise is a critical consideration for a city with a long coastline. In 2018, the *Sea Level Rise Study* was completed. This included establishing the Flood Construction Level to establish the minimum elevation to which buildings or infrastructure may be constructed. This includes the cumulative impacts of high tide, storm surge, and wind and wave effects, in addition to flood analysis. In addition to sea level rise effects, coastal erosion is also a concern.

Lands subject to sea level rise are identified on *Schedule 8* of *City Plan*.

Objectives

1 To protect property and development from the impacts of sea level rise on lands at risk of flooding, erosion, and slope failure due to sea level rise.

2 To protect property and development from the combined impact of sea level rise, with storm surge (wind) and wave effects, as well as flood events.

DPA 4 | Abandoned Mine Workings Hazards

Basis for Designation

The Development Permit Area designates areas for the purpose of establishing guidelines for the protection of development from hazardous conditions, pursuant to Section 488(1)(b) of the *Local Government Act*.

Justification for the Designation

The purpose of this DPA is to ensure new development and redevelopment recognizes and responds to hazards associated with abandoned mine workings.

Nanaimo has a long history of coal mining. Mining was active from 1852 until the 1950s. Coal mining leaves a legacy of underground tunnels which, over time, can collapse and experience subsidence, posing a hazard to people and property.

The presence of abandoned mine workings introduces geological hazards that have potential to negatively impact development in the form of health and safety, stability of structures or lands, and/or the natural environment. There are certain elements of historical mining such as abandoned entries, mine gas, mine water, and mine waste that may trigger requirements for an environmental assessment under British Columbia's *Environmental Management Act* and *Contaminated Sites Regulation*.

Lands subjected to abandoned mine hazard areas are identified on *Schedule 9* of *City Plan*.

Objectives

1 To regulate development on lands underlain by abandoned mine workings in order to avoid or adequately address potential mining induced geological hazards.

2 To provide background information and risk assessment reporting expectations for determining potential mining induced geological hazards to the satisfaction of the City.

DPA 5 | Wildfire Hazard

Basis for Designation

The Development Permit Area designates areas for the purpose of establishing guidelines for the protection of development from hazardous conditions and the protection of the natural environment, pursuant to Section 488(1)(a)(b) of the *Local Government Act*.

Justification for the Designation

Wildfire is a threat to urban and rural areas. The threat of wildfire from adjacent woodlands or forests places extreme pressure on emergency services providers in communities and the Province. The last ten years have seen a significant increase in wildfires in British Columbia. Climate change and incidents of extreme temperatures have demonstrated that the generally wetter and milder climate on Vancouver Island is changing. The trend towards hotter, dryer summers will exacerbate the issue of wildfires.

Nanaimo is surrounded on three sides by forested lands. Vancouver Island experienced a high wildfire year in 2015, and while the city has escaped significant risk to date, it is likely that wildfire will pose an increasing risk to the community in the future.

This DPA seeks to improve the general safety and reduce the opportunity and risk of wildfire incidences and the associated risk of property damage and personal injury. The development guidelines follow the *FireSmart Guidelines*. Lands subject to Wildfire Hazard are identified on *Schedule 10* of *City Plan*.

Objectives

1 To minimize the risk to people and property from wildfire hazards.

2 To mitigate the risk of fire to the city's parks, wildlands, and natural areas.

3 To promote actions and building that reduces wildfire hazards, while addressing environmental issues.

DPA 6 | Steep Slope Development

Basis for Designation

The Development Permit Area designates areas for the purpose of establishing guidelines for the protection of development from hazardous conditions; protection of the natural environment; intensive residential development; and multi-family residential development, pursuant to Section 488(1)(a)(b)(e)(f) of the *Local Government Act*.

Justification for the Designation

Many of the remaining undeveloped residential lands in Nanaimo are on steep slopes and hillsides. These lands present special challenges in terms of erosion problems, stormwater drainage, groundwater management, and other environmental and visual impacts. Protecting these slopes in the course of development is important to both the environment and the natural beauty of Nanaimo.

Conventional detached residential developments located on steep slopes are typically very disruptive to these slopes given the densities that need to be achieved. It is also very difficult to retain vegetation on steep slopes. For this reason, the City supports the use of larger single family lots or housing forms that concentrate development in less sensitive parts of steeply sloped areas, leaving a significant portion of the land in a relatively undisturbed state. Lands subject to Steep Slope Development are identified on *Schedule 11* of *City Plan*.

Objectives

1 To achieve environmentally sound and livable hillside neighbourhoods.

2 To minimize the risk of erosion, landslip, or rockfall to development in steep slope areas.

3 To preserve steep slope areas in their natural state in order to protect natural vegetation and sensitive ecosystems.

4 To enhance the desirability and marketability of hillside developments, allowing flexibility and innovation in design, while recognizing the importance of preserving the natural features and the hillside character.

DPA 7 | Nanaimo Parkway Design

Basis for Designation

The Development Permit Area designates areas for the purpose of establishing guidelines for the protection of the natural environment; intensive residential development; and the form and character of commercial, industrial, or multi-family residential development, pursuant to section 488(1)(a)(e)(f) of the *Local Government Act*.

Justification for the Designation

The Nanaimo Parkway is a controlled access highway and its scenic qualities and adjacent environmentally significant areas and mature vegetation, should be protected and maintained.

The purpose of the DPA is to recognize that the lands along the Parkway present an opportunity to maintain a natural vegetated character on both sides of the Parkway to:

- provide visual buffering from adjacent development
- support the ability to provide a regional pathway to connect neighbourhoods the full length of the city
- protect the living experience of new and existing residents living adjacent to the Parkway

This Development Permit area applies to the lands along the Nanaimo Parkway as shown on *Schedule 12* of *City Plan*.

Objectives

1 To maintain and reinforce a green aesthetic with the natural vegetative character along the full length of the Parkway.

2 To visually buffer urban development from the Parkway.

3 To continue to restrict vehicular access points to the Parkway.

4 To ensure that new development adjacent to the Parkway provides connections and links to the east Parkway Trail and dedicates / constructs trail connections on the west side of the Parkway.

DPA 8 | Form & Character

Basis for Designation

The Development Permit Area designates areas for the purpose of establishing guidelines for the form and character of intensive residential development; the form and character of commercial, industrial, or multi-family residential development; and for the promotion of energy and water conservation and the reduction of greenhouse gas emissions, pursuant to Section 488(1)(e)(f)(h)(i)(j) of the *Local Government Act*.

Justification for the Designation

To reflect the rapid growth, infill development, and redevelopment of existing areas throughout the city, there is a need to ensure high quality design, a variety of housing types, and provision of mixed-use developments to strengthen neighbourhoods. This growth and infill development comes with the expectation that new development will minimize impact on existing development and enhance the vitality of the community. This then places design conditions on the form and character of all commercial, industrial, multi-family residential, and mixed-use (residential and commercial) development within the city boundaries. The City has adopted housing guidelines to promote the development of a wide variety of housing types as well as promoting housing affordability.

Over the past three decades, Neighbourhood Plans for different areas of the city have been created and include design guidelines with unique and common elements. DPA 8 consolidates these form and character preferences and supports their implementation. This DPA also supports general design guidelines for the entire community, as well as specific Neighbourhood Plan and Area Plan guidelines. Refer to *Schedule 13* of *City Plan* for lands subject to DPA 8.

Objectives

1 To ensure a high level of design and quality of construction of all future development.

2 To ensure infill development in existing neighbourhoods contributes to the preservation of the neighbourhood character while meeting city goals for housing, employment, and services.

3 To ensure that mixed-use commercial and multi-family development is integrated into the neighbourhood appropriately, considering scale, massing, access, landscaping, and screening.

4 To improve the character of commercial development fronting onto major arterials, including consideration of building materials, extent of transparent materials, pedestrian orientation, and other design elements.

5 To incorporate and integrate community institutional buildings as welcoming service providers.

6 To encourage development that supports walking, rolling, cycling, and transit use within the city.

7 To support gentle increase in density of existing neighbourhoods through the integration of duplex, triplex, and fourplex units into single-detached neighbourhoods.

8 To respect public views and access to the waterfront where applicable.

9 To ensure that new housing types and sizes support all income and accessibility groups.

10 To ensure new development incorporates measures for water conservation and energy efficient design that supports the actions identified in *City Plan* Goal 1: A Green Nanaimo.

11 To promote net zero emissions in new development, including alterations or additions to existing buildings.

HCA 1 | Heritage Conservation Area

Basis for Designation

The Downtown / Fitzwilliam Street Corridor Heritage Conservation Area designates an area for the purpose of establishing heritage building conservation guidelines and permit requirements pursuant to Sections 614 and 615 of the *Local Government Act*.

Justification for the Designation

Nanaimo's Downtown and Fitzwilliam Street Corridor are the city's most significant concentrations of tangible built heritage. These areas reflect the historical development patterns of the city's post-contact growth and correspond to its earliest European settlement, centred on the harbour and the Old City Neighbourhood. Moreover, these areas reflect the role played by the city's early merchant community in the economic, political, and social growth of both the City of Nanaimo and the emerging province of British Columbia.

In addition to the significant building stock of the area, other characteristics combine to give Nanaimo's Downtown its unique flavour, including its unusual radial street pattern, the distinctive small scale and proportions of the buildings, the relationship of the buildings to the street, the unbroken street facade of Commercial Street and Victoria Crescent, facade detailing, and the use of materials, particularly brick and historically sensitive finishes.

The benefits of the revitalization of Downtown and Fitzwilliam Street through the restoration of the area's heritage building stock in the 1980s, with assistance from the *Heritage Area Revitalization Program* (HARP) and *Downtown Revitalization Program*, as well as through the City's *Heritage Conservation Program* in the early 2000s, continue to be realized today. Properly managed, this legacy of historic buildings will continue to make a contribution to the overall image of Nanaimo, as well as the economic and tourism potential of the Downtown area.

THE DOWNTOWN

One of the oldest post-contact cities in the province (the third to be incorporated), Nanaimo had its beginnings along the waterfront. In 1853, the Hudson's Bay Company constructed the town's bastion. While it has moved twice over the years, the structure remains today as the city's oldest heritage building. The coal industry was the engine behind Nanaimo's early growth. Downtown developed through the late 1800s, adjacent to the city's cluster of early mines strung along the waterfront.

Many historic buildings remain in the Downtown and stand as architectural expressions of this area's historic pattern of development, including brick faced commercial buildings from Nanaimo's Victorian era, the monumental Romanesque styling of the Court House at the turn of the century, a dramatic Greek revival building from the boom years preceding the First World War, traditional two storey buildings of the Edwardian era typical of buildings built just after the First World War, a striking Art Deco structure unusual for its date of construction during the Second World War, and the simple form of the International Style at its vogue in the 1950s.

FITZWILLIAM STREET CORRIDOR

The arrival of the E&N Railway spawned a vital commercial area on Fitzwilliam and Selby Streets in the vicinity of the railway and down toward the historic city centre. It was natural that retail businesses would locate in this area to take advantage of the proximity to the train station. The oldest remaining building in the area is the Occidental Hotel, which opened in 1887. The typical building form along Fitzwilliam Street is small in scale and two storey with a commercial storefront and apartments above.

HERITAGE ALTERATION PERMIT AREAS

Buildings identified in the City's *Community Heritage Register* that are located within the boundaries of the HCA have been listed in Table 6. Owners of listed buildings are required to first obtain a *Heritage Alteration Permit* (HAP) prior to undertaking any of the following activities as specified in Section 615(1) of the *Local Government Act*:

1 Subdivision of land within the area

2 Beginning the construction of a building or structure or an addition to an existing building or structure within the area

3 Alteration of the exterior of a building or structure (that requires a building permit), or land within the area (including building demolition)

4 Alteration of a feature that is a legally protected heritage property

Buildings currently located within the boundaries of the HCA that are not considered to have heritage significance as determined by the City, will not require a Heritage Alteration Permit prior to development or subdivision, but may require a development permit to develop these lands subject to the requirements of DPA8.

The Heritage Conservation Area is identified on *Schedule 13 – DPA 8* and *HCA 1*. A heritage alteration permit is required prior to alteration of a heritage building in HCA 1: Heritage Conservation Area. Alterations to heritage buildings shall follow the City of Nanaimo *Heritage Building Design Guidelines* (2018) and the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

Objectives

1 To ensure continuity and preservation of heritage resources.

2 To encourage a high standard and quality of development and redevelopment that is architecturally compatible with adjacent buildings and retains heritage features and character.

3 To encourage the development of the Front Street and Fitzwilliam Street corridors as historic "gateways" to the Downtown core.

Table 6: Schedule of Buildings for Heritage Conservation Area 1

BUILDING	LOCATION
B.C. Telephone Exchange	70-76 Bastion Street
Commercial Hotel	121 Bastion Street
Eagle's Hall	133-141 Bastion Street
Rowbottom Residence (Miner's Cottage)	100 Cameron Road
Provincial Liquor Store	25 Cavan Street
Christian Science Society Building	20 Chapel Street
Shaw Residence	41 Chapel Street
St. Paul's Anglican Church and Hall	100 Chapel Street
The Earl Block (Grassick's)	2-4 Church Street
Great National Land Building	5-17 Church Street
Nanaimo-Duncan Utilities / B.C. Hydro	13 Commercial Street
Nash Hardware	19 Commercial Street
Caldwell Block	35 Commercial Street
The Hall Block	37-45 Commercial Street
The Rogers Block	83-87 Commercial Street
The Hirst Block (Dakin Block)	93-99 Commercial Street
Ashlar Lodge (Masonic Temple)	101 Commercial Street
Gusola Block	120 Commercial Street
The Parkin Block	143-155 Commercial Street
A.R. Johnston & Co. Grocers	172-174 Commercial Street
The Halse Block	200-206 Commercial Street
Modern Café	221 Commercial Street
Free Press Building	223 Commercial Street
Ranger's Shoes	306-314 Fitzwilliam Street
St. Andrew's United Church	315 Fitzwilliam Street
S&W Apartments	403-409 Fitzwilliam Street
Mitchell's Market	411 Fitzwilliam Street
T&B Apartments	413-417 Fitzwilliam Street
Zorkin Building / Adirim's Junk Store	418 Fitzwilliam Street
Angell's Trading	426 Fitzwilliam Street
Central Dairy	428 Fitzwilliam Street
Occidental Hotel	432 Fitzwilliam Street
Rawlinson & Glaholm Grocers	437 Fitzwilliam Street
Vancouver Island Regional Library	580 Fitzwilliam Street
Harris Residence	375 Franklyn Street
The Globe Hotel	25 Front Street
Tom Brown's Auto Body	28 Front Street
Nanaimo Court House	31-35 Front Street
Nanaimo Post Office	54-66 Front Street
The Bastion	98 Front Street
Nanaimo Fire Hall #2	34 Nicol Street
Esquimalt & Nanaimo Railway Station	321 Selby Street
Reid Residence	151 Skinner Street
Palace Hotel	275 Skinner Street
Commercial Building	33-35 Victoria Crescent
Davidson Block / Queens Hotel	34 Victoria Crescent
Nanaimo Pioneer Bakery (Johnson's Hardware)	39-45 Victoria Crescent
Eagle Hotel / Terminal Hotel	63 Victoria Crescent
Willard Service Station	291-299 Wallace Street
City Hall	455 Wallace Street
Brumpton Block	481-489 Wallace Street
Merchant's Bank of Canada	499 Wallace Street



E4 FINANCIAL MECHANISMS & COMMUNITY BENEFITS

Investment today is a promise to a bright future tomorrow.

The City manages a vast array of infrastructure that includes: water, sewer, drainage, roads, bridges, buildings, parks, facilities, plazas, trails, public art, street lights, and traffic lights, to name a few. This infrastructure is vital to supporting the economic vitality, community wellbeing, and environmental health of Nanaimo. As our population grows, so too will demand for delivering high quality services to all residents – existing and new.

Financial mechanisms and community benefits include tools that help ensure that new development contributes equitably to investment in new public infrastructure so that all residents, existing and new, benefit from growth in our community.

The City receives funding through two key financial mechanisms and community benefits:

- Development Cost Charges (DCCs) to fund infrastructure associated with growth
- Community Amenity Contributions (CACs) to identify contributions to neighbourhoods and the community to support new development

E4.1 DEVELOPMENT COST CHARGES

Development Cost Charges (DCCs) are a method to fund infrastructure associated with growth. The British Columbia *Local Government Act* permits municipalities to collect DCCs on new development to pay for new or expanded infrastructure, such as sewer, water, drainage, parks, and roads necessary to adequately service the demands of that new development.

Like many other cities and towns in British Columbia, Nanaimo faces significant development pressure that, in turn, requires new or expanded infrastructure to meet the demand that development places on utilities and services. The costs associated with these infrastructure requirements create financial pressure for the City. To mitigate these financial pressures, DCCs are utilized as a cost recovery mechanism for apportioning infrastructure project costs amongst the developers of land.

Monies are collected as a condition of subdivision or building permit approval to offset some of the infrastructure expenditures incurred to service the needs of the new development. DCCs are set within a *Development Cost Charge Bylaw* and calculated separately for each of the following infrastructure categories:

- Roads
- Drainage
- Sanitary sewer
- Water supply
- Water distribution
- Parkland

Local governments may choose to waive or reduce DCCs for certain types of development, such as affordable and supportive housing. The City of Nanaimo supports reduced DCCs for not-for-profit rental housing, including supportive housing.

Development Cost Charges Policies

E4.1.1 Apply DCCs as a condition of subdivision or building permit approval to offset the cost of maintaining new infrastructure associated with the new development.

E4.1.2 Require those who will use and benefit from the installation of such systems to pay infrastructure costs.

E4.1.3 Ensure that information related to DCC costs, and on which DCCs are based, is accessible and understandable by all stakeholders.

E4.1.4 Review and update the *Development Cost Charge Bylaw* regularly, in order to keep costs current and reflective of new development and infrastructure costs.

E4.1.5 Consider reduced DCC costs for not-for-profit rental, affordable, and supportive housing projects.

E4.1.6 B6600.002 Consider the use of Amenity Cost Charges (ACCs) to help the City recover the costs of amenities that provide social, cultural, heritage, recreational, or environmental benefits to the community. The amenities to be funded with ACCs must benefit current and future users and be driven by growth.

E4.2 COMMUNITY AMENITY CONTRIBUTIONS

Community Amenity Contributions (CACs) are negotiated as part of a rezoning or land use covenant amendment process that is initiated by an applicant. Applicants provide amenities as a way of ensuring that the proposed development is making a reasonably balanced contribution to the neighbourhood and community at large.

The amenities offered are intended to assist with growth pressures and meeting the needs of a growing community, such that the impacts of new development on the community are not subsidized by existing property owners and other residents. The amenities offered can address increased demand or pressure on public facilities and services by adding, improving, and expanding public facilities and services.

The City's *Integrated Action Plan* and other policy documents identify amenities that are desired or needed to accommodate growth in the community and in different neighbourhoods. These plans are created with community engagement and will be used as a guide for monetary and in-kind amenity contributions.

Community Amenity Contribution Policies

E4.2.1 Ensure that amenities are growth-related and that there is a proportional and demonstrable link between the amenity and the impacts of new development.

E4.2.2 Identify amenities that are consistent with services normally provided by a municipal government.

E4.2.3 Secure amenities that provide public benefit needed by the community as outlined in a Council policy or plan (e.g., *Integrated Action Plan*).

E4.2.4 Consideration should be given to securing amenities in the neighbourhood and adjacent areas whenever possible.

E4.2.5 To be acceptable, require amenities to be operationally viable for the City on a long term basis.



E5 RELATIONSHIPS

If you want to go fast, go alone.
If you want to go far, go together.
- African Proverb

Nanaimo is a gathering of people who have chosen to make their life in this city. This plan is for all of us. Growing a successful and sustainable city is a team effort, requiring many partners pursuing common objectives. Achieving these objectives cannot be done by the City alone, and will require ongoing collaboration with, and support from partners, stakeholders, and community members at all levels.

Many external agencies have and will continue to have important relationships with the City, exerting influence through policy, regulation, and actions that impact how Nanaimo will grow, and how *City Plan* is implemented.

Examples include the impact of environmental policy by both Provincial and Federal agencies, *Regional Growth Strategy* objectives by the Regional District of Nanaimo, and public transportation investments by the BC Transit Authority, among many others. Neighbouring First Nations, the District of Lantzville, and the Regional District of Nanaimo, are also planning their futures, and opportunities exist to align and collaborate for future mutual benefits across all goal areas and geographical boundaries. The health, housing, social, not-for-profit, development, recreation, and culture sectors, as well as service / investment partners such as the Chamber of Commerce, Nanaimo-Ladysmith School District, and Nanaimo Port Authority, have critical roles in sharing resources and addressing gaps in our community.

City Plan will be implemented through a variety of measures, including the development of new bylaws with the direct involvement of community members, landowners, and stakeholders through committees and engagement. All individuals and groups will be central to successful implementation.

City Plan calls upon:

- **Community Members**, to learn about their city and consider what they can contribute through individual actions and through contributions that support the greater good. A thriving city is one where we look out for each other.
- **The Development Community**, to share innovation and bring forward intentional and strategic development that aligns with our land use designations and elevates the quality, character, livability, and sustainability of our built environment.
- **Mayor and Council**, to make informed choices about when to support changes in our city to encourage and propel innovation, while at the same time having the courage to say no to directions that no longer fit the vision for Nanaimo.
- **City Staff**, to embrace and become experts on *City Plan* and the *Integrated Action Plan* to help identify and implement the collaborative policies and actions that support transformative change.
- **First Nations and Other Government Partners**, to collaborate, exchange information, share funding, and seek opportunities to support change, resolve conflicts, and find solutions that benefit all people living in this area.
- **Community Organizations**, to continue connecting with residents and sharing information about community needs while seeking to bring benefit to all.



E6 IMPLEMENTATION

> The greatest danger for most of us is not that our aim is too high and we miss it, but that it is too low and we reach it.
>
> – *Michelangelo*

City Plan focuses on what we wish to achieve as a city. It puts policies in place to ensure that changes through development and investment align with the community's vision for Nanaimo's future. City Plan's implementation will be supported by key documents including an *Integrated Action Plan* and a *Monitoring Strategy*.

E6.1 INTEGRATED ACTION PLAN

To support *City Plan,* we need concrete actions that the City can put in motion to make progress towards the Five City Goals. These will be in our *Integrated Action Plan*.

An *Integrated Action Plan* will be a supporting document to *City Plan* that brings together the many short, ongoing, and long term actions the City may consider.

Over the years, City Departments have created plans that identify a range of actions that could be considered for Nanaimo's future. As we move forward, the City will continue to undertake strategic planning as we learn, evolve, and adapt.

The *Integrated Action Plan* will be a library of actions that brings together the directions of planning efforts by all City Departments so they can be reviewed and considered together. The purpose is to support the City's commitment to integration and inter-departmental communication, with the goal of leveraging opportunity, investing efficiently, and maximizing community benefit through City actions.

Desired Outcomes

An *Integrated Action Plan* that communicates the full breadth of actions the City may consider undertaking in the short, ongoing, and long term.

Ongoing use and updates of the *Integrated Action Plan* across all City Departments to support collaboration and identification of aligned opportunities.

Policies

E6.1.1 Maintain an *Integrated Action Plan* that brings together City-led actions for collective review and consideration.

E6.1.2 Update the *Integrated Action Plan* on an ongoing basis to incorporate new actions identified and adjust / remove actions that may be outdated or superseded.

E6.1.3 Through each future City planning process, review existing actions in the *Integrated Action Plan* and identify actions to add, remove, or refine to account for new knowledge and directions identified through the planning process.

E6.2 MONITORING & REVIEWING CITY PLAN

Great change does not happen overnight; it is achieved step-by-step through the committed, ongoing efforts of many. As we move forward, we will want to keep tabs on how we are doing and see how collective efforts are moving us towards the Five City Goals. Monitoring and reviewing allow us to look back, take stock, and adjust our efforts as needed to keep us on the right path.

A *Monitoring Strategy* will be a separate companion document to *City Plan* which outlines key indicators that provide meaningful, holistic insights on progress towards our goals. Key indicators are those that can be tracked regularly and consistently. While the City does, and will continue to, monitor many supporting statistics through various processes, the focus of the *Monitoring Strategy* is to work together to regularly monitor a manageable selection of key indicators related to the Five City Goals.

In the *Monitoring Strategy*, each of the Five City Goals will have priority targets and indicators:

- **Targets** will define, in measurable terms, desired outcomes for *City Plan*
- **Indicators** will tell us how we are doing

Monitoring is anticipated under two time frames:

- **Annual Monitoring** will rely on data sources that are available annually to the City, such as development patterns, City investments, and City compiled data to provide a check-in on performance on key indicators. Findings could lead to prioritization of new or existing actions in the *Integrated Action Plan* or completion of other studies needed to accelerate progress. Annual monitoring may also identify minor *City Plan* amendments for consideration.
- **Five Year Monitoring** will provide a more comprehensive monitoring report, relying on a mix of annual data sources, census data, and data compiled by external organizations. The five year report will provide a more in-depth review of progress, analysis of trends influencing performance on key indicators, and potential recommendations for how *City Plan* policy and regulations may need to be adapted as part of a five year review and update.

The City will undertake a comprehensive **Five Year *City Plan* Review and Update**. The review will be an opportunity to consider the results of the *Five Year Monitoring* and determine if adjustments to policy or land use designations are required to accelerate progress towards goals. It will also be an opportunity to consider community input and integrate potential changes based on shifts in the city, demographic trends, development activity, emerging technology and knowledge, and other aspects that influence how *City Plan* is implemented.

Desired Outcomes

Establishment of regular monitoring that is efficient to complete and provides ongoing updates on progress towards the Five City Goals.

Communication of progress towards the Five City Goals to Council, City Staff, and the community.

Integration of new technology, data, and knowledge in monitoring to leverage the most current and relevant information available.

Completion of a comprehensive Five Year Review of *City Plan* to update the Plan so it continues to provide meaningful and innovative goals and policies for the community.

Policies

E6.2.1 Maintain a focused *Monitoring Strategy* for key indicators related to the Five City Goals.

E6.2.2 Continue to monitor supporting statistics through other processes and consider how these indicate progress towards the Five City Goals.

E6.2.3 Regularly update the *Monitoring Strategy* and consider updates to existing indicators, or the addition of new indicators, based on emerging information or new data as it becomes available.

E6.2.4 Broadly communicate available reporting on progress of *City Plan* key indicators.

E6.2.5 In approximately five years from plan adoption, review and update *City Plan,* taking into consideration the findings of regular monitoring, new community input, updated planning information such as Housing Needs Assessments, emerging knowledge, and trends.

E6.3 AMENDING CITY PLAN

City Plan - Nanaimo Relmagined provides a strong guide for moving towards our long term vision, providing the goals and policies to get us there. However, *City Plan* is also adaptable, understanding that change is inevitable, and there may be a need to amend the Plan to respond to new conditions, circumstances, issues, or opportunities. The intent of *City Plan* is to be visionary – but also be supportive of innovation and new ideas that accelerate progress towards our goals and create a livable and successful community.

The option to amend *City Plan* allows Council the flexibility to evolve in a practical manner to meet specific local needs, while still focusing on the overarching vision, goals, and policies created through the *City Plan - Nanaimo Relmagined* process, in collaboration with the community, and approved by Council.

New development proposals are reviewed by City Staff and Council to determine consistency with the goals, policies, and land use outlined in *City Plan*. If a proposal aligns with the overall goals and policies in the Plan, but does not conform to specific land use designation or policy, Council has the option to consider amending *City Plan* to support specific considerations for that parcel.

Desired Outcomes

Opportunity for meaningful updates to *City Plan* so it remains relevant to current conditions, supports innovation, and responds effectively to issues or opportunities.

A process that supports consideration of potential amendments while limiting frequent amendment requests and those that may not fit the intent of *City Plan*.

Policies

E6.3.1 Consider amendments that support the goals and policies of *City Plan* and provide a strong rationale for consideration of the amendment.

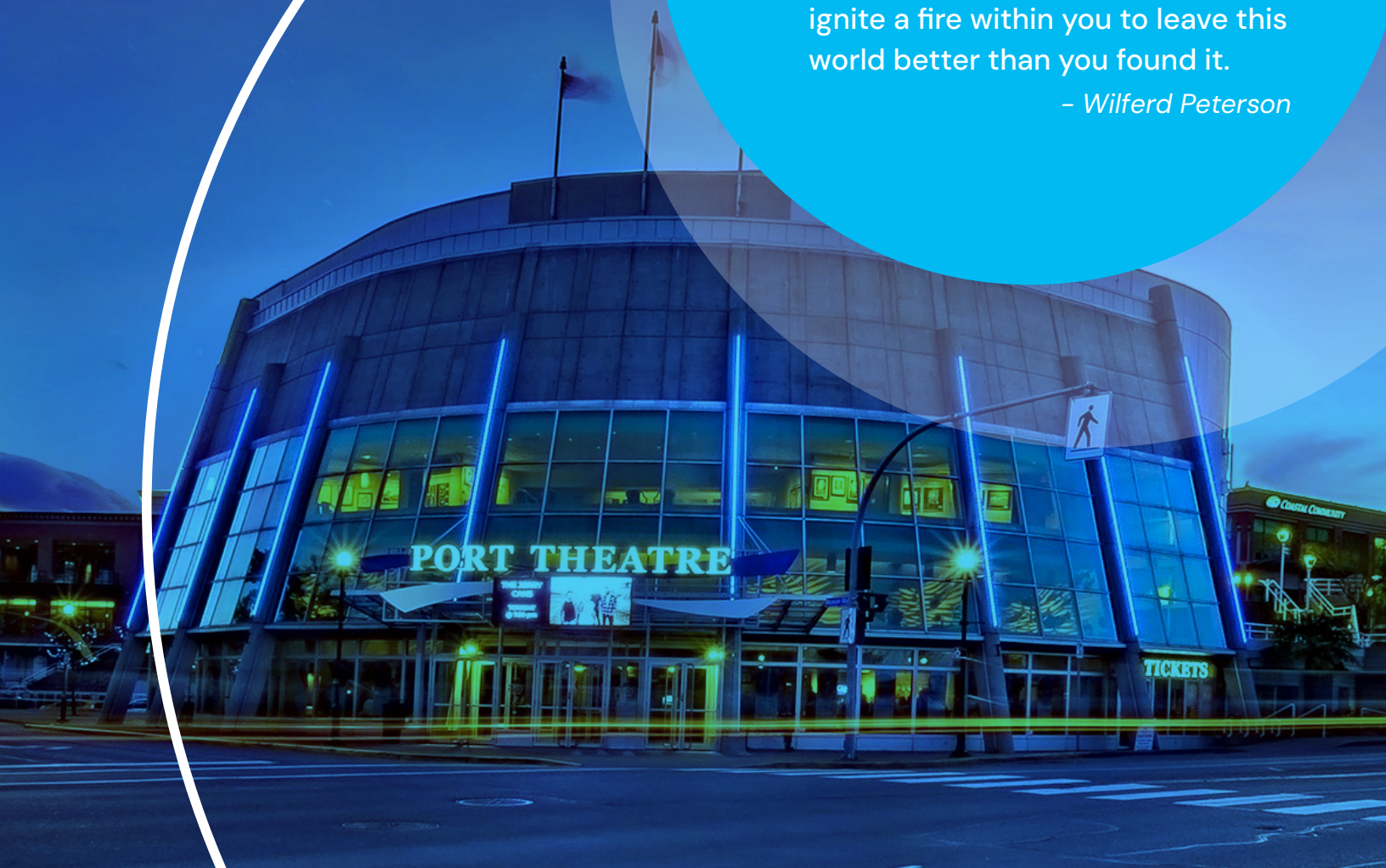
E6.3.2 Consult and involve neighbourhoods who may be affected by changes to *City Plan*.

E6.3.3 Review applications for amendment of *City Plan* collectively twice a year and submit for Council consideration. Council will only amend *City Plan* twice each year, except in extraordinary circumstances where such amendment would otherwise be consistent with *City Plan* goals and policies.

schedules

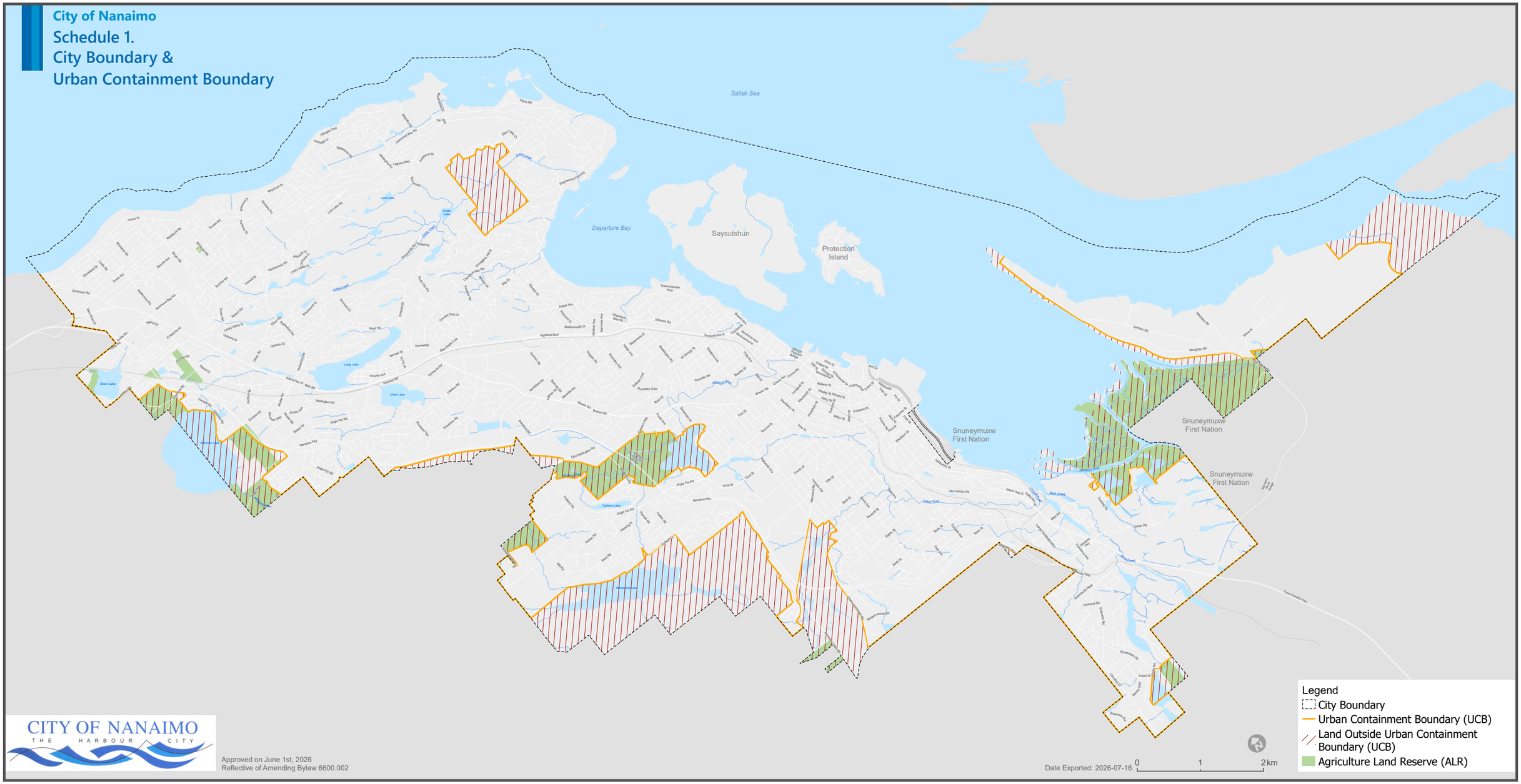
Walk with the dreamers, the believers, the courageous, the cheerful, the planners, the doers, the successful people with their heads in the clouds and their feet on the ground. Let their spirit ignite a fire within you to leave this world better than you found it.

- Wilferd Peterson



City of Nanaimo

Schedule 1.
City Boundary &
Urban Containment Boundary

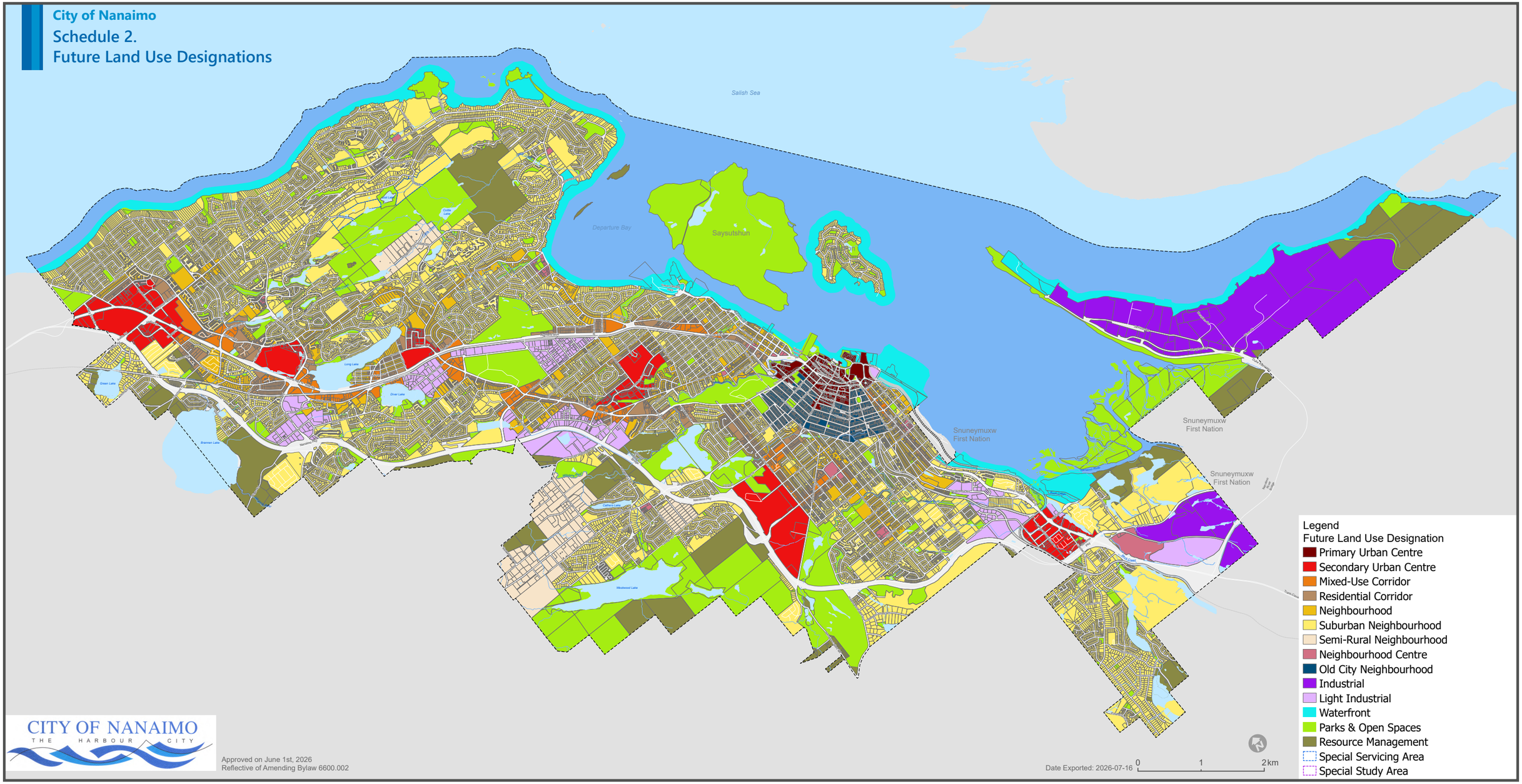


CITY OF NANAIMO
THE HARBOUR CITY

Approved on June 1st, 2026
Reflective of Amending Bylaw 6600.002

City of Nanaimo

Schedule 2.
Future Land Use Designations



Legend

Future Land Use Designation

- Primary Urban Centre
- Secondary Urban Centre
- Mixed-Use Corridor
- Residential Corridor
- Neighbourhood
- Suburban Neighbourhood
- Semi-Rural Neighbourhood
- Neighbourhood Centre
- Old City Neighbourhood
- Industrial
- Light Industrial
- Waterfront
- Parks & Open Spaces
- Resource Management
- Special Servicing Area
- Special Study Area

CITY OF NANAIMO
THE HARBOUR CITY

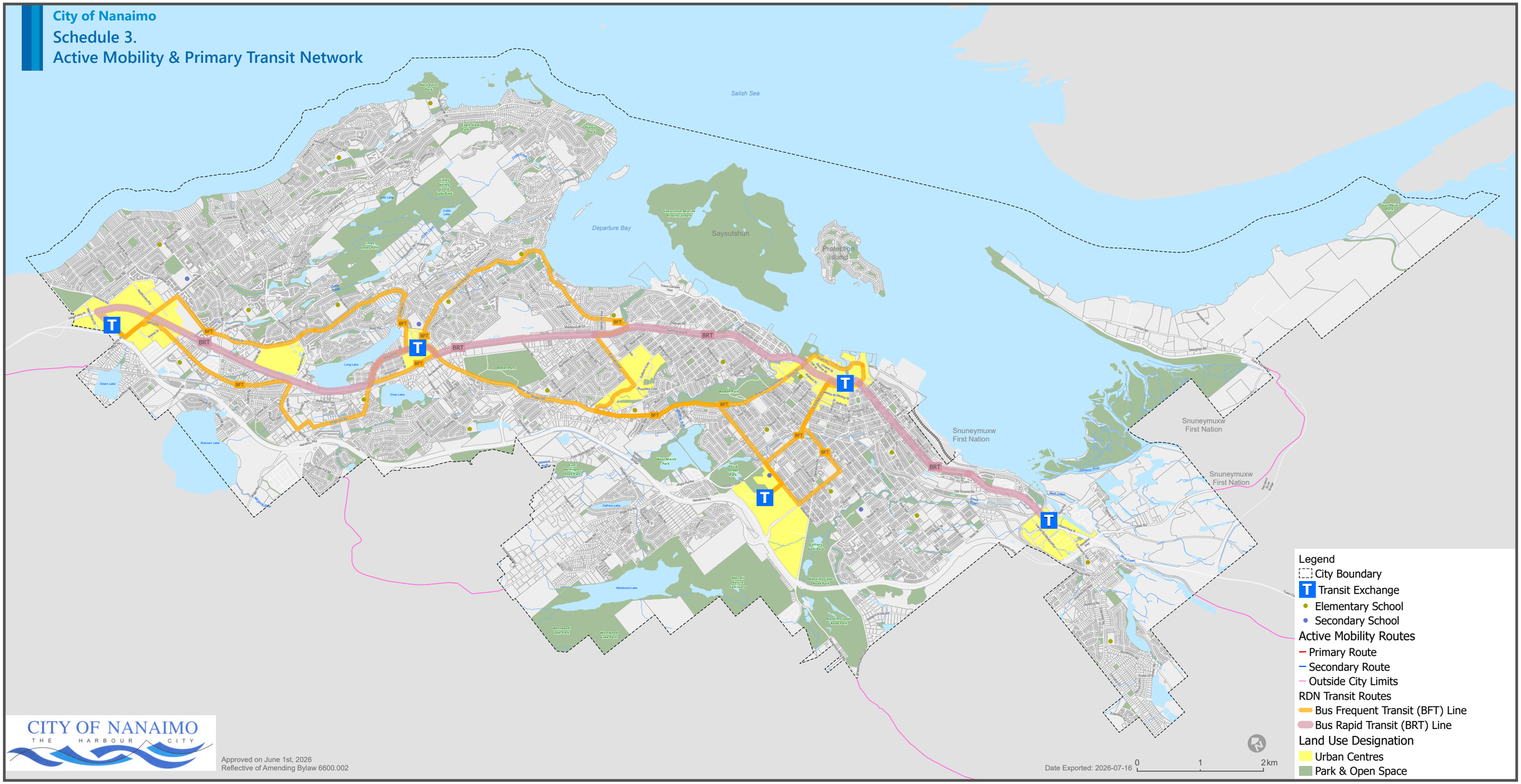
Approved on June 1st, 2026
Reflective of Amending Bylaw 6600.002

Date Exported: 2026-07-16

0 1 2 km

City of Nanaimo

Schedule 3.
Active Mobility & Primary Transit Network



CITY OF NANAIMO
THE HARBOUR CITY

Approved on June 1st, 2026
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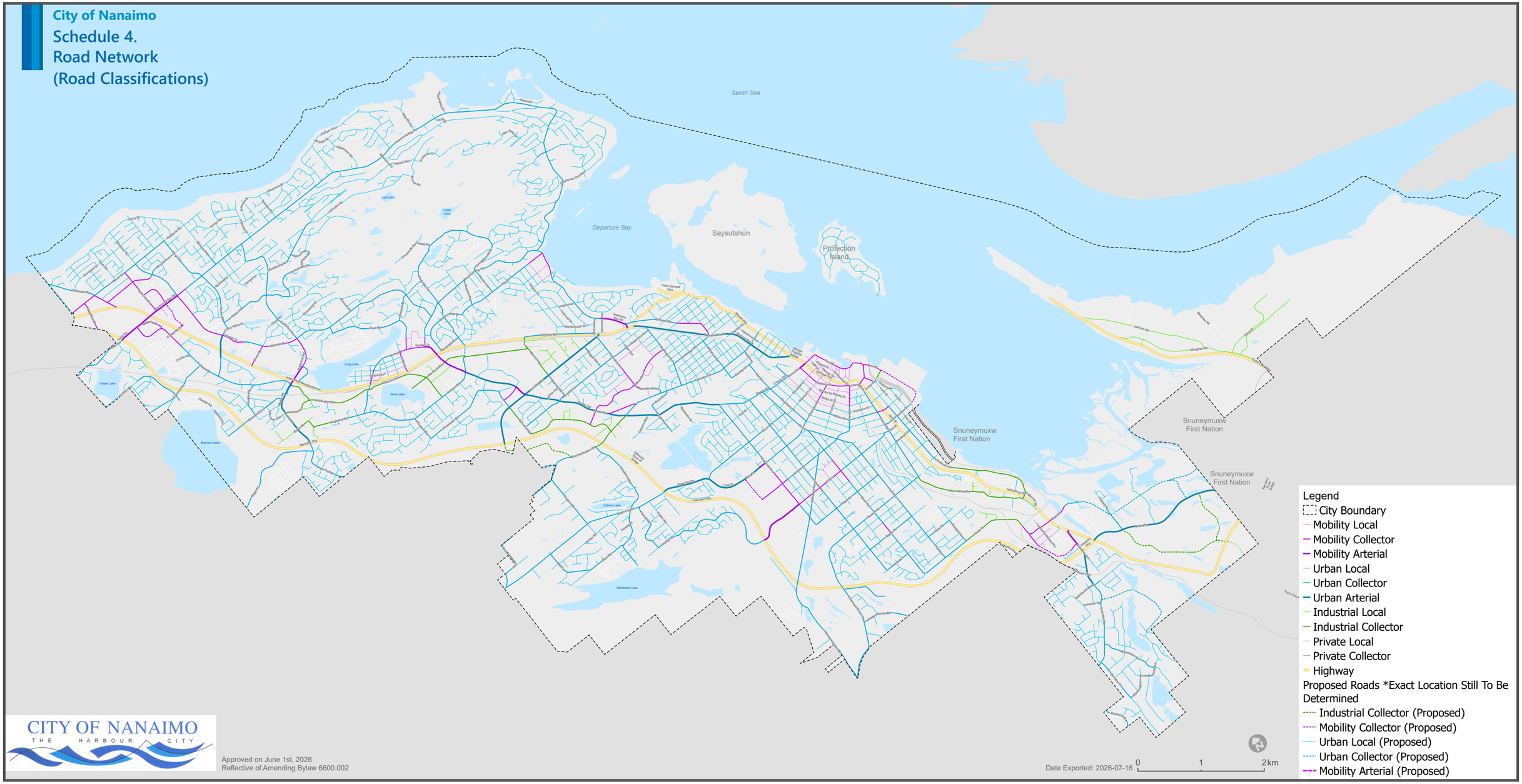
City of Nanaimo

Schedule 4.
Road Network
(Road Classifications)



Legend

- City Boundary
- Mobility Local
- Mobility Collector
- Mobility Arterial
- Urban Local
- Urban Collector
- Urban Arterial
- Industrial Local
- Industrial Collector
- Private Local
- Private Collector
- Highway

Proposed Roads *Exact Location Still To Be Determined

- Industrial Collector (Proposed)
- Mobility Collector (Proposed)
- Urban Local (Proposed)
- Urban Collector (Proposed)
- Mobility Arterial (Proposed)

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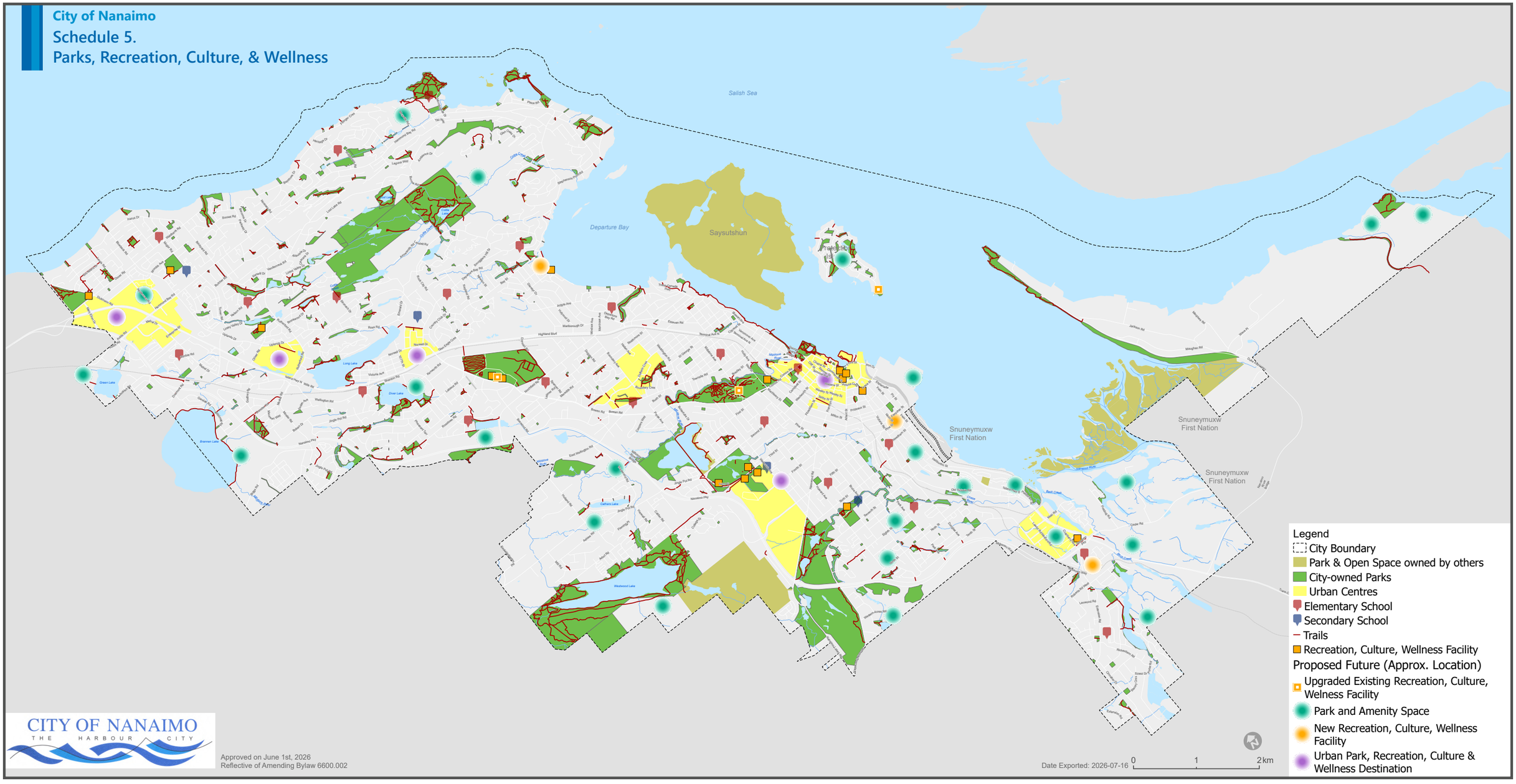
Date Exported: 2026-07-16

0 1 2 km

City of Nanaimo

Schedule 5.
Parks, Recreation, Culture, & Wellness



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THE HARBOUR CITY

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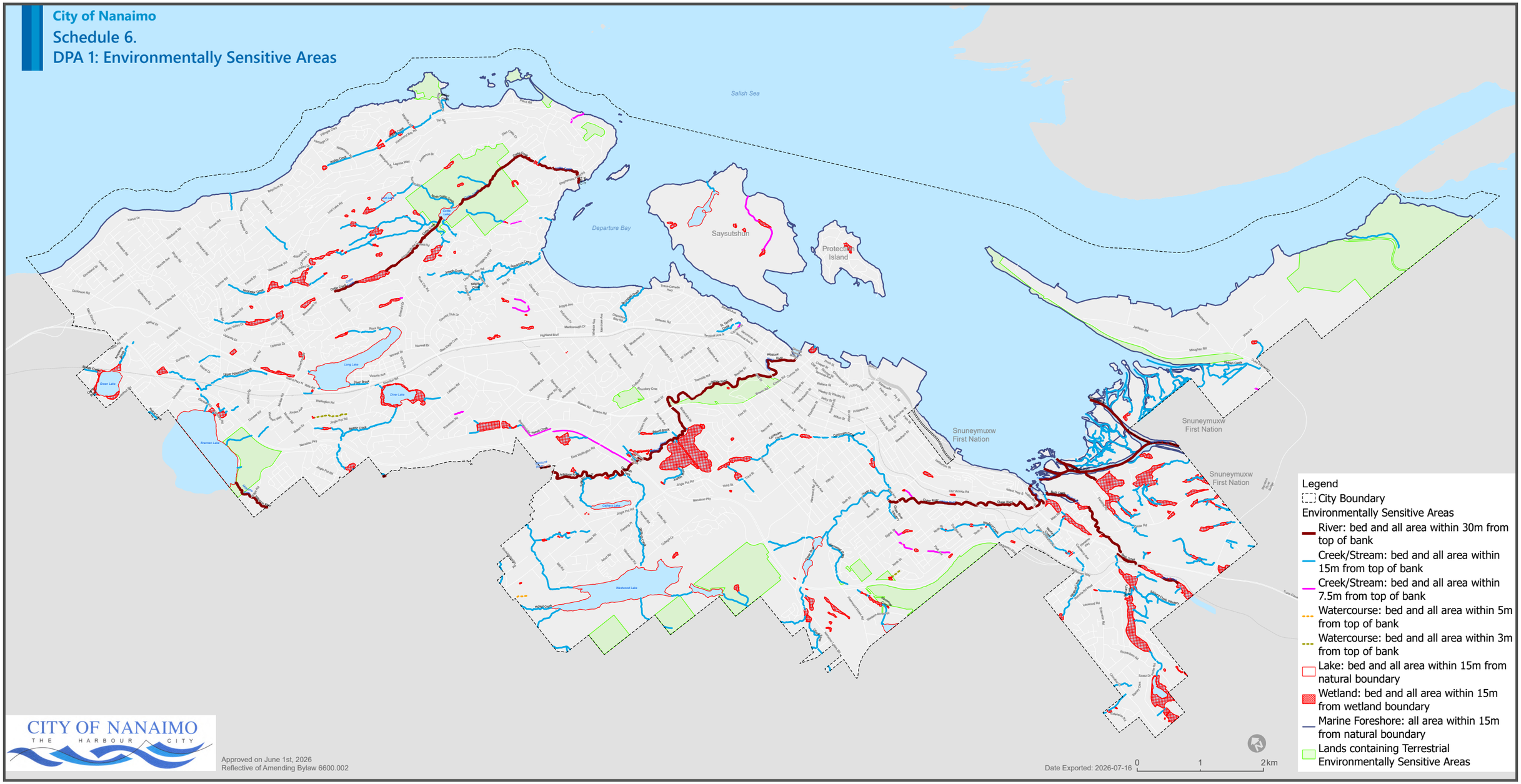
Date Exported: 2026-07-16

City of Nanaimo

Schedule 6.
DPA 1: Environmentally Sensitive Areas



Legend

- City Boundary

Environmentally Sensitive Areas

- River: bed and all area within 30m from top of bank
- Creek/Stream: bed and all area within 15m from top of bank
- Creek/Stream: bed and all area within 7.5m from top of bank
- Watercourse: bed and all area within 5m from top of bank
- Watercourse: bed and all area within 3m from top of bank
- Lake: bed and all area within 15m from natural boundary
- Wetland: bed and all area within 15m from wetland boundary
- Marine Foreshore: all area within 15m from natural boundary
- Lands containing Terrestrial Environmentally Sensitive Areas

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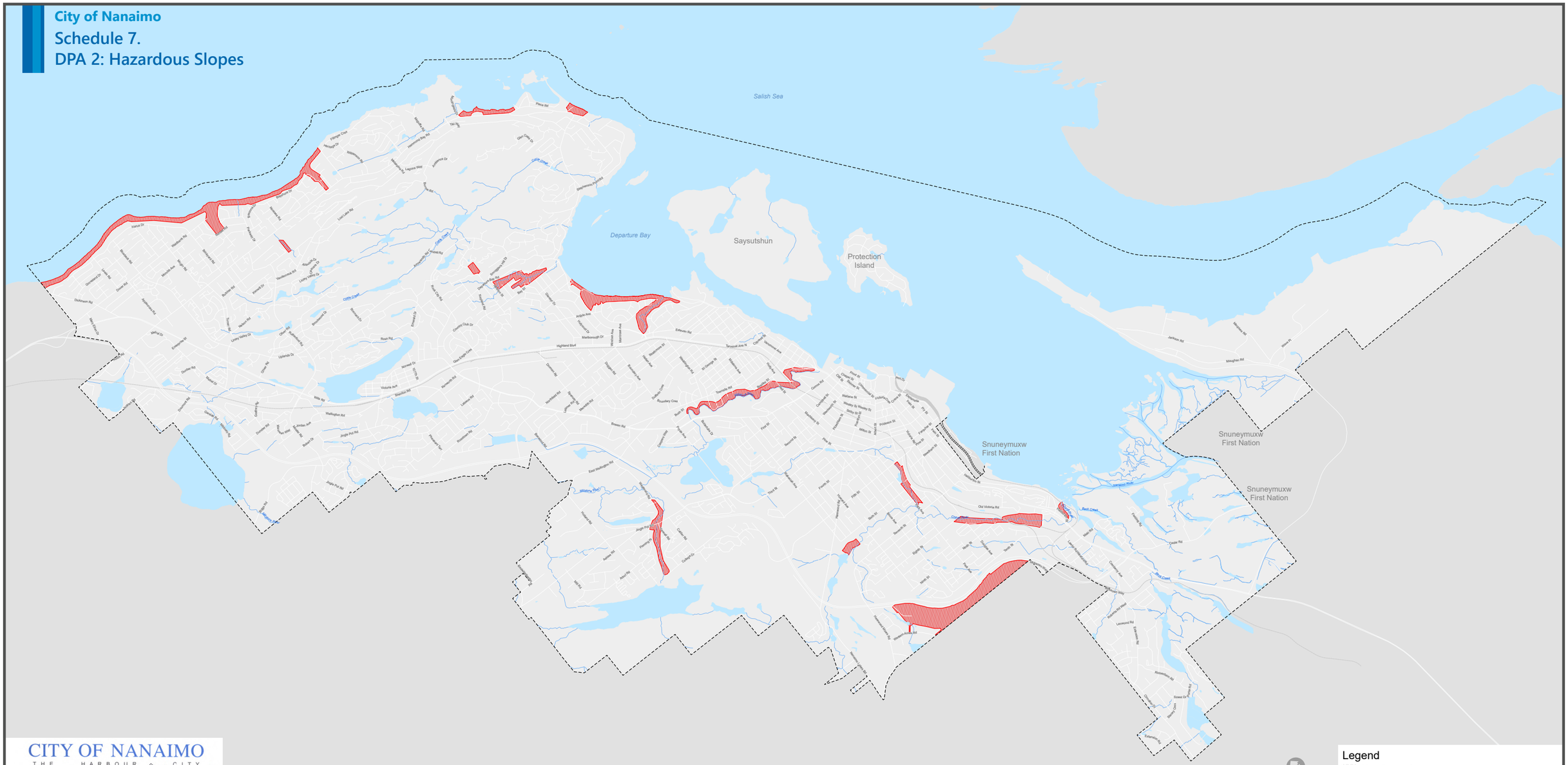
0 1 2 km

City of Nanaimo

Schedule 7.
DPA 2: Hazardous Slopes

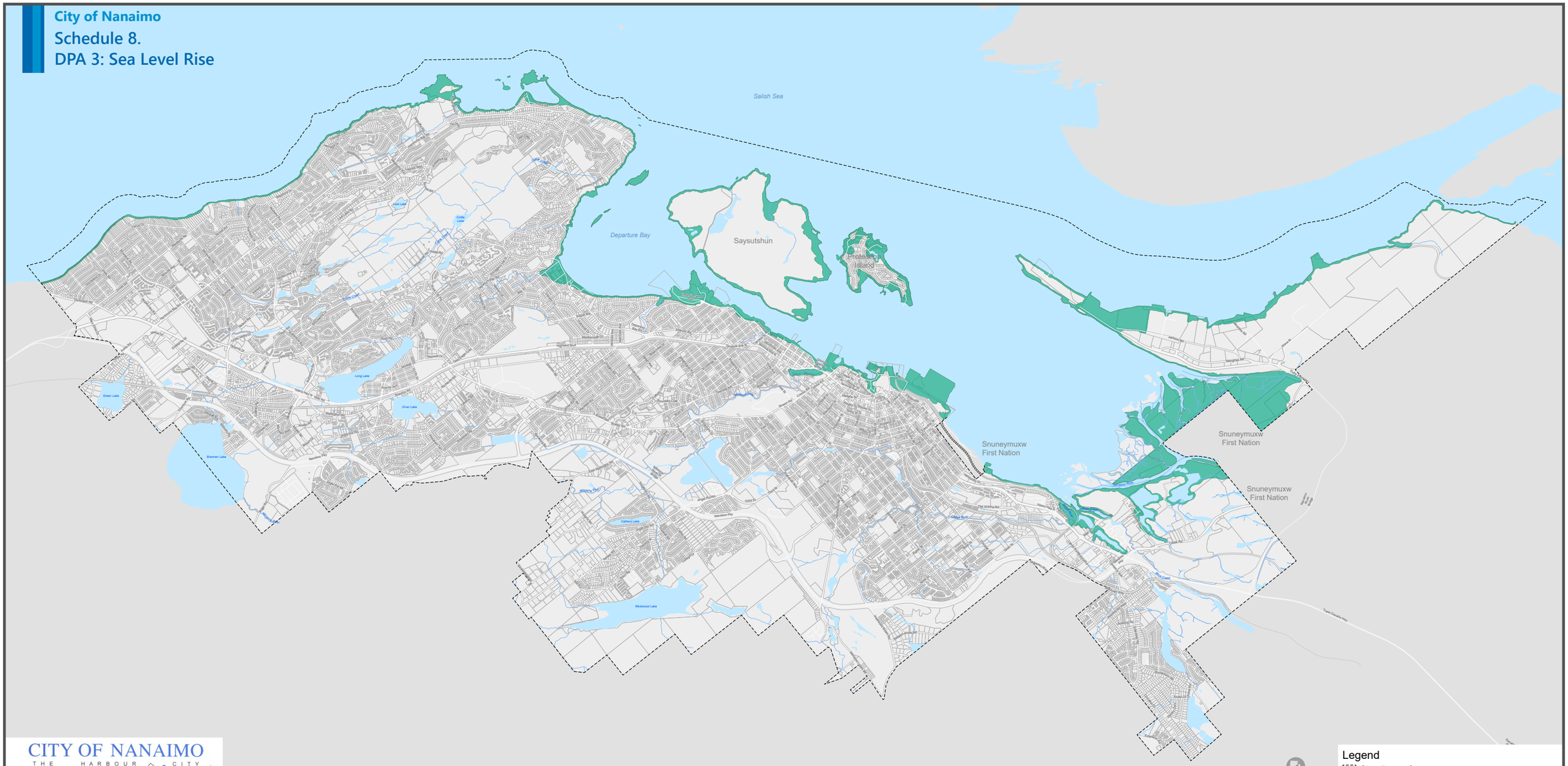


CITY OF NANAIMO
THE HARBOUR CITY

Approved on June 1st, 2026
Reflective of Amending Bylaw 6600.002

City of Nanaimo

Schedule 8.
DPA 3: Sea Level Rise



CITY OF NANAIMO
THE HARBOUR CITY

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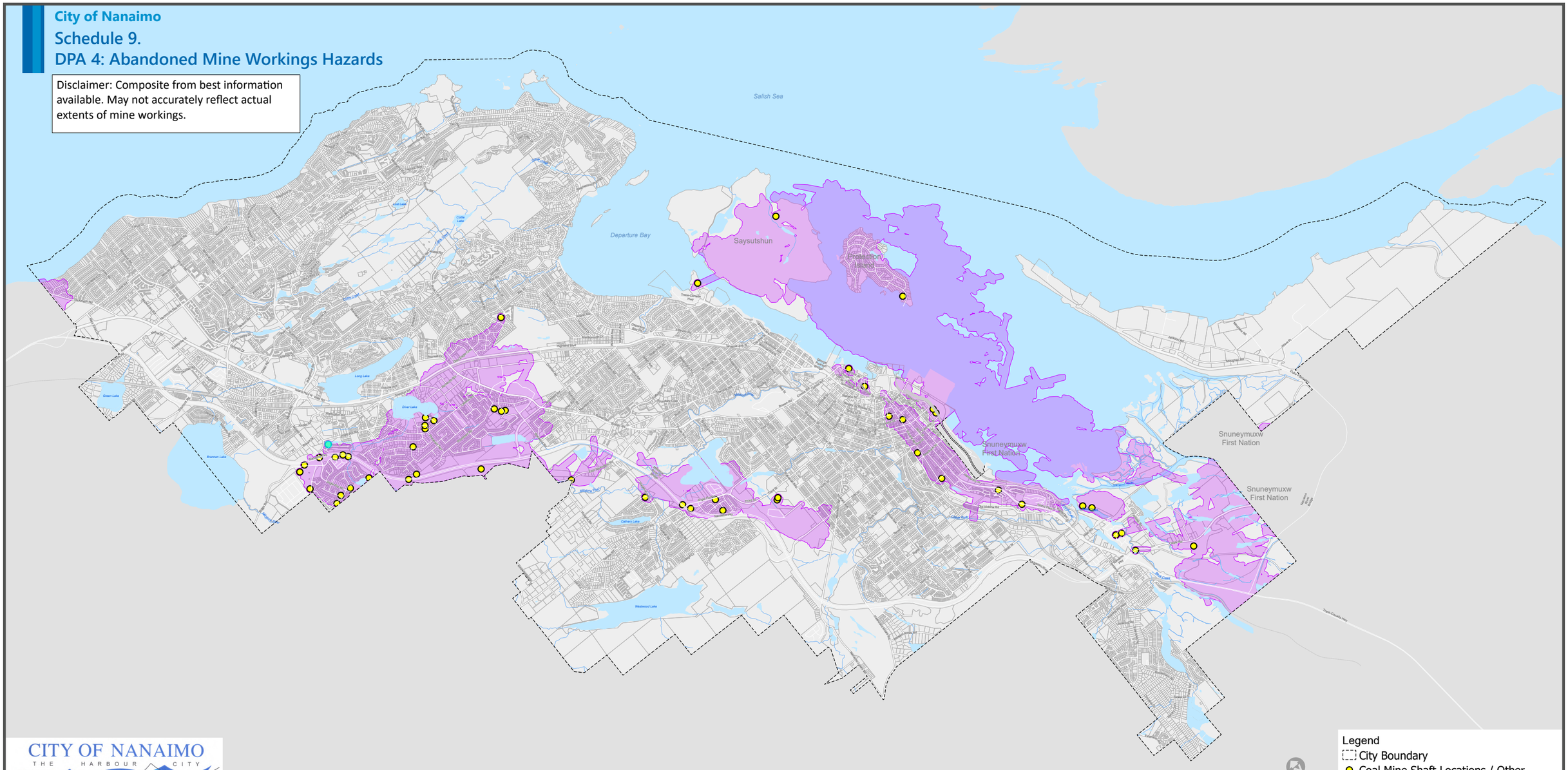
City of Nanaimo

Schedule 9.
DPA 4: Abandoned Mine Workings Hazards

Disclaimer: Composite from best information available. May not accurately reflect actual extents of mine workings.



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THE HARBOUR CITY

Approved on June 1st, 2026
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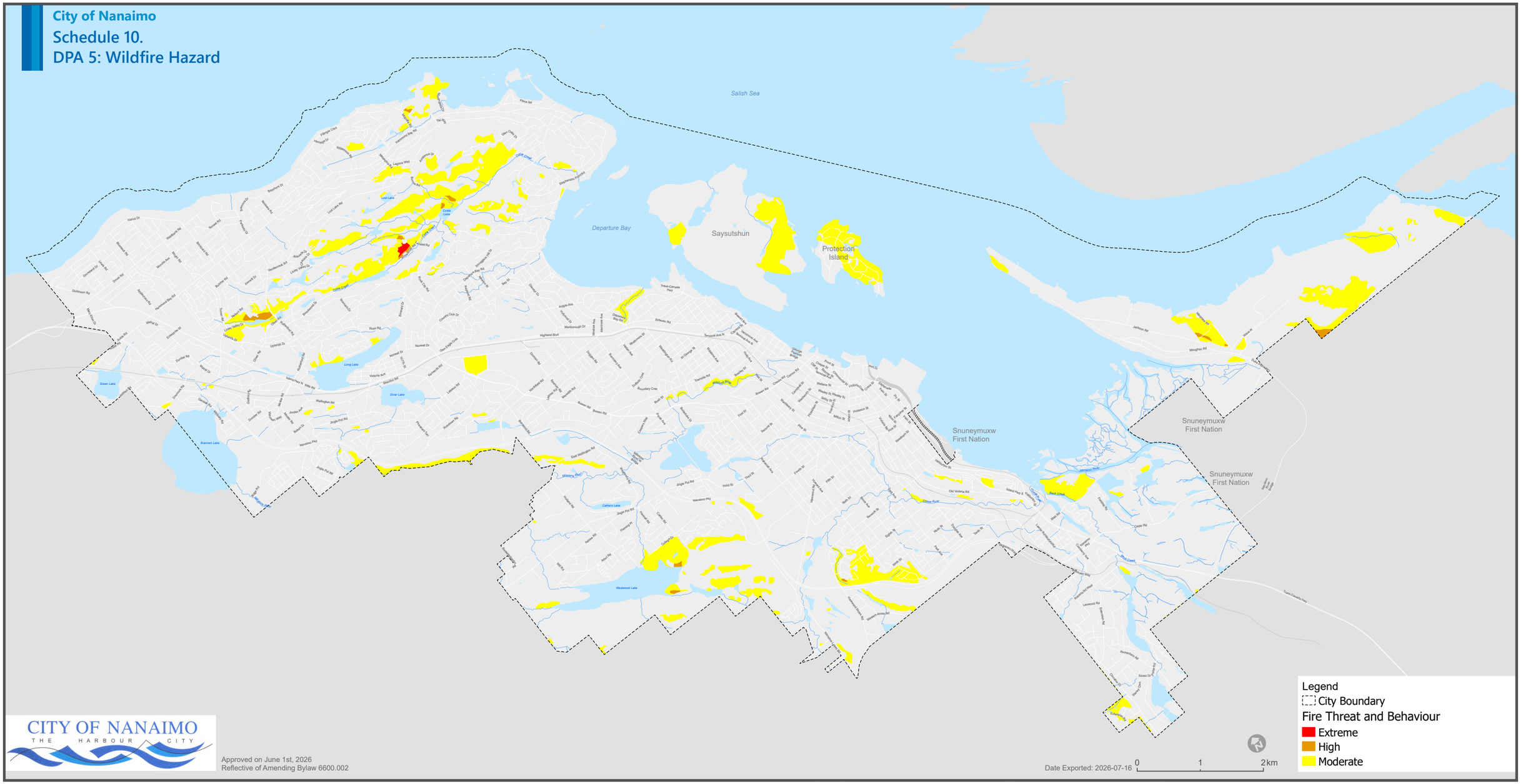
Date Exported: 2026-07-16

0 1 2 km

Legend
- City Boundary
- Coal Mine Shaft Locations / Other
- Coal Mine Risk

City of Nanaimo

Schedule 10.
DPA 5: Wildfire Hazard



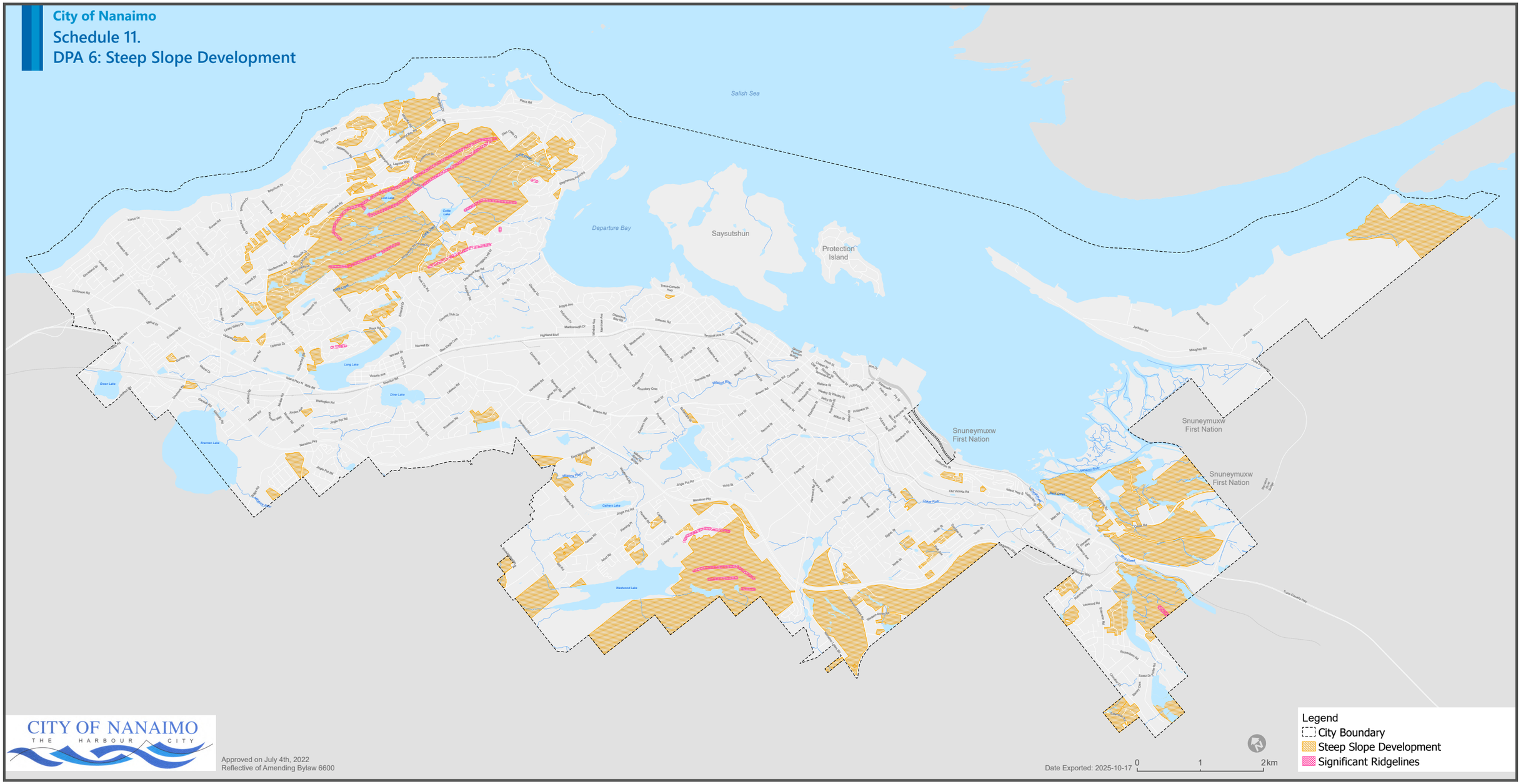
CITY OF NANAIMO
THE HARBOUR CITY

Approved on June 1st, 2026
Reflective of Amending Bylaw 6600.002

Date Exported: 2026-07-16

City of Nanaimo

Schedule 11.
DPA 6: Steep Slope Development



CITY OF NANAIMO
THE HARBOUR CITY

Approved on July 4th, 2022
Reflective of Amending Bylaw 6600

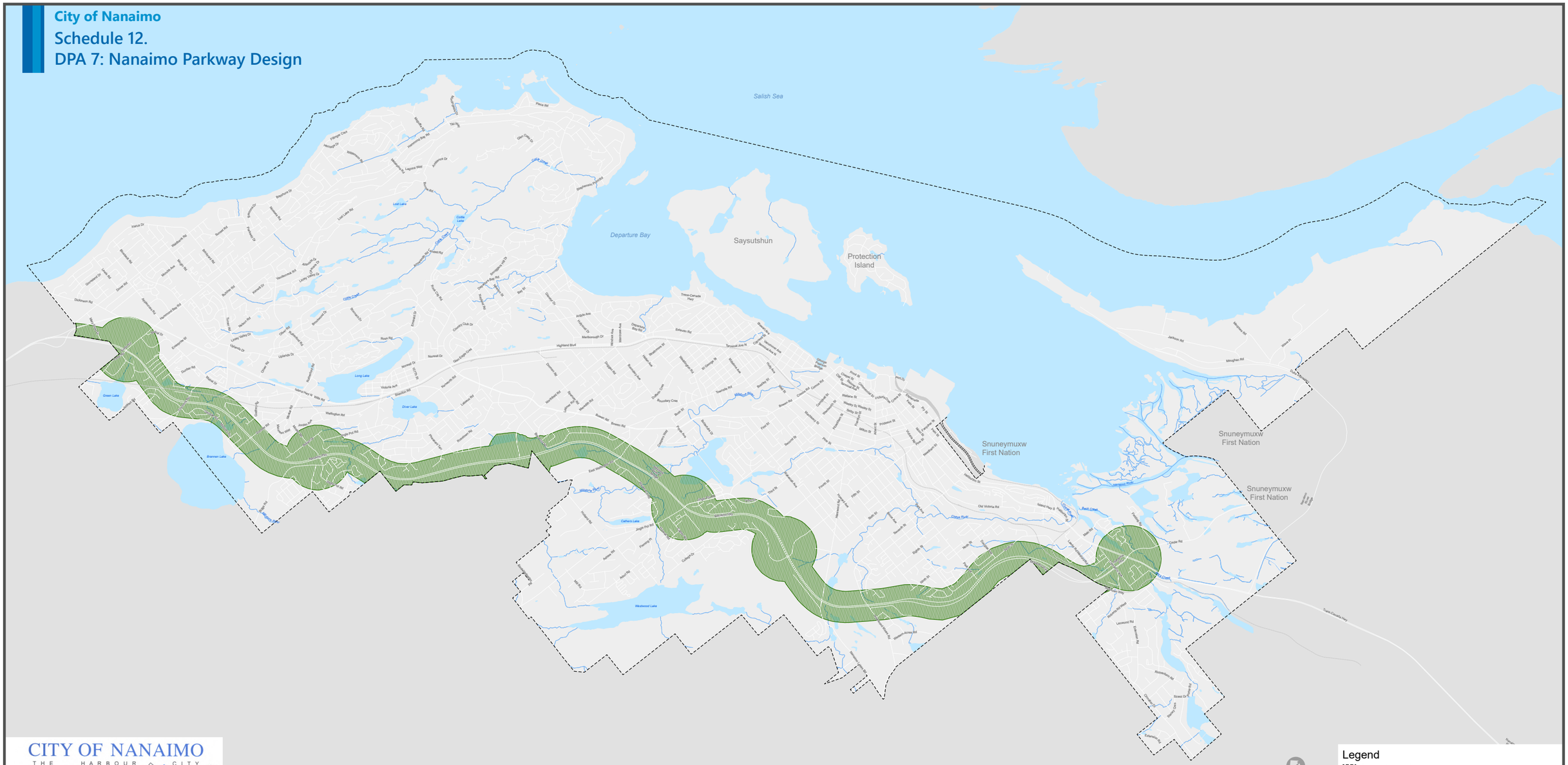
Date Exported: 2025-10-17

0 1 2 km

Legend
- City Boundary
- Steep Slope Development
- Significant Ridgelines

City of Nanaimo

Schedule 12.
DPA 7: Nanaimo Parkway Design



CITY OF NANAIMO
THE HARBOUR CITY

Approved on June 1st, 2026
Reflective of Amending Bylaw 6600.002

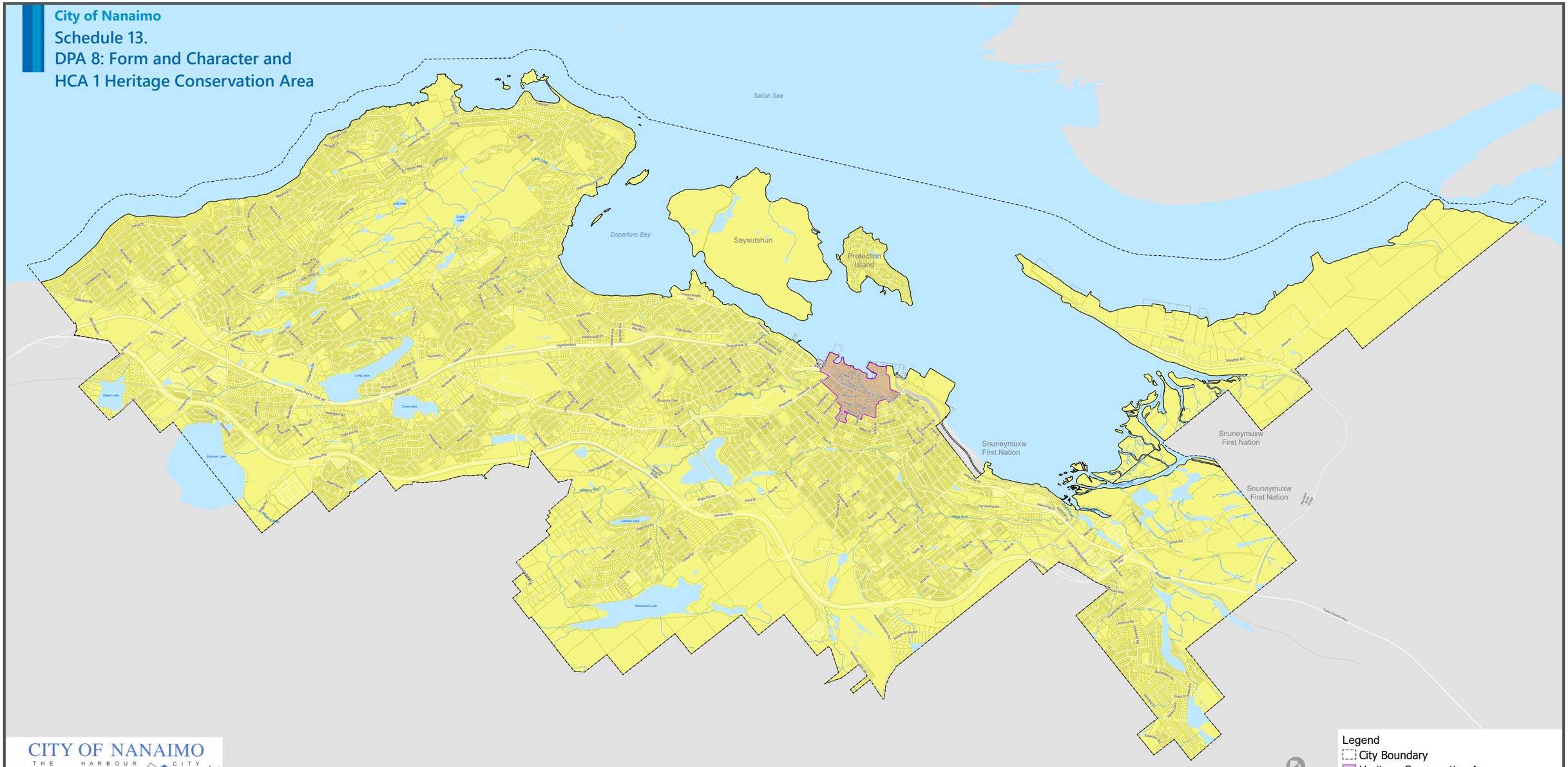
Date Exported: 2026-07-16

0 1 2 km

Legend
- City Boundary
- Nanaimo Parkway Design

City of Nanaimo

Schedule 13.
DPA 8: Form and Character and HCA 1 Heritage Conservation Area



CITY OF NANAIMO
THE HARBOUR CITY

Approved on July 4th, 2022
Reflective of Amending Bylaw 6600

*Applies to all lands within the City of Nanaimo.

Date Exported: 2025-10-31

0 1 2 km

Legend
- City Boundary
- Heritage Conservation Area
- DPA 8: Form and Character

appendices

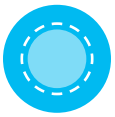


> Cities have a unique role and opportunity to shape humanity's chances of thriving in balance with the rest of the living planet this century.
>
> *- Thriving Cities Initiative*

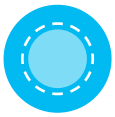
APPENDIX A:
REGIONAL CONTEXT STATEMENT



RGS GOAL	RELATED CITY PLAN CONTENT	
	SECTIONS	POLICY DIRECTIONS
GOAL 1 *B6600.002* **Climate Adaptation & Mitigation** Reduce GHG emissions and energy consumption and promote adaptive measures to prepare for climate change impacts.	 **C1.1** Greenhouse Gas Emissions Reduction	» Sets target for 100% renewable energy by 2050 » Supports shift to zero carbon and energy efficient buildings and zero carbon transportation by 2050 » Commits to reducing overall community greenhouse gas emissions to below zero by 2050
	 **C1.2** Climate Adaptation & Hazard Mitigation	» Applies a climate change resilience lens to land use, infrastructure, and acquisition planning and policy » Prioritizes communication and capacity building to help residents prepare for climate change impacts
	 **C1.4** Healthy Watersheds	» Supports regular review and updates to standards and regulations for stormwater and rainwater management including linkages to Regional District of Nanaimo's *Drinking Water and Watershed Protection Program*
	 **C1.5** Water, Sewer, & Stormwater Services	» Applies climate science in infrastructure life cycle planning » Acknowledges that overland flooding from heavy rainfall may increase and supports planning for overland flood paths to reduce potential impacts
	 **C1.6** Solid Waste Management	» Supports elimination of organic matter sent to the regional landfill by 2030
	 **C2.1** Connected Communities	» Promotes healthy and compact communities » Encourages alignment of land use and mobility networks » Seeks to manage transportation demand to reduce vehicle emissions
	 **C2.2** Integrated Walk, Roll, Cycle, & Transit Network	» Prioritizes walking, rolling, cycling, and transit routes » Supports addition of rapid and frequent transit routes » Seeks to make walking, rolling, cycling, and transit more efficient and attractive to be competitive with driving
	 **C3.5** Emergency Management	» Prepares the City to manage known hazards and emerging threats, including natural hazards » Supports regular updates to the City's *Emergency Plan* » Supports alignment to the Regional District of Nanaimo's *Hazard Risk and Vulnerability Assessment*

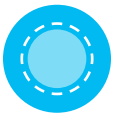
RGS GOAL	RELATED CITY PLAN CONTENT	
	SECTIONS	POLICY DIRECTIONS
GOAL 2 **Protect the Environment** Protect and enhance the environment and avoid ecological damage related to human activity	 **C1.3** Urban Tree Canopy, Natural Areas, & Greenways	» Prioritizes maintenance and expansion of the urban tree canopy » Encourages protection of existing natural lands and enhancement of natural areas » Continues to support linked greenways
	 **C1.4** Healthy Watersheds	» Directs new and existing development to support watershed health through best management practices for rainwater management
	 **C1.8** Artificial Lighting & Dark Skies	» Encourages balancing of dark skies and community safety to reduce harmful effects of light pollution on ecosystems and wildlife
	 **C2.3** Recreational Trails	» Balances trail planning efforts to support access to natural areas without compromising natural values
	 **C4.9** Parkland & Park Amenity Management	» Prioritizes natural areas, wildlife corridors, tree stands, and environmentally sensitive features in park acquisition objectives » Requires protection of natural features during parkland development » Encourages management of parks to support full life cycle of natural features » Seeks to partner with First Nations and others to co-manage parks that are identified as mutual priorities
	 **C4.10** Waterfront Use & Protection	» Considers marine and adjacent terrestrial habitat values in waterfront planning » Prioritizes waterfront lands – freshwater and marine – for future parkland acquisition » Seeks to manage access to and within vulnerable waterfront areas and restore waterfront water quality and habitat
	 **D2.1** City Boundary & Urban Containment Boundary	» Maintains an Urban Containment Boundary that separates urban uses and areas for growth from lands with significant natural, agricultural, or ecological values
	 **D4.8** Green Spaces	» Supports park dedication and acquisition, including consideration of additional dedication of lands that protect environmentally sensitive areas

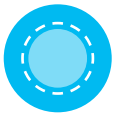
RGS GOAL	RELATED CITY PLAN CONTENT	
	SECTIONS	POLICY DIRECTIONS
GOAL 3 **Coordinate Land Use & Mobility** Ensure land use patterns and mobility networks are mutually supportive and work together to reduce automobile dependency and provide for efficient goods movement	 **C2.1** Connected Communities	» Encourages alignment of land use and mobility networks by incorporating both land use and mobility directions » Prioritizes walking, rolling, cycling, and transit routes in all Urban Centres » Aligns road standards with adjacent land uses
	 **C2.2** Integrated Walk, Roll, Cycle, & Transit Network	» Encourages provision of active transportation amenities in and between Urban Centres » Supports rapid and frequent transit networks connecting the city's Urban Centres » Seeks to work with others to coordinate land based, marine, and air transportation networks to reduce reliance on personal vehicles when connecting between modes » Recognizes the E&N corridor as an integral active transportation corridor
	 **D4.3** Centres	» Locates the city's seven Urban Centres to align with mobility hubs » Encourages Urban Centres to evolve into complete communities that allow daily needs to be met within each Urban Centre » Requires each Urban Centre to have a centrally located transit exchange or transit stop with integrated pedestrian access
	 **D4.4** Corridors	» Aligns the city's Corridors with planned rapid and frequent transit routes » Prioritizes safe and accessible movement of pedestrians, cyclists, and transit in Corridor development

RGS GOAL	RELATED CITY PLAN CONTENT	
	SECTIONS	POLICY DIRECTIONS
GOAL 4 *B6600.002* **Community Building** Establish distinctive activity centres and corridors within growth containment boundaries that provide ready access to places to live, work, play, and learn	 **D2.1** City Boundary & Urban Containment Boundary	» Maintains a Growth Containment Boundary aligned with the city boundary and an Urban Containment Boundary to focus housing and jobs primarily within existing urban areas » Adjusts the Urban Containment Boundary to exclude lands in the south that are not intended for urban growth, helping to focus future growth within existing urban areas (see *Schedule 1: City Boundary & Urban Containment Boundary*)
	 **D4.3** Centres	» Establishes seven Urban Centres that offer a broad range of housing types; employment opportunities; community amenities; and excellent transit, pedestrian, and rolling routes » Sets a hierarchy for growth centres with a focus on Downtown as the Primary Urban Centre » Each Urban Centre has a distinct focus and character
	 **D4.4** Corridors	» Establishes Corridors along primary transit routes and encourages mixed-use and multi-unit residential development that provide both destinations and critical connections between Urban Centres
	 **D4.5** Neighbourhoods	» Encourages modest infill in neighbourhoods, especially those in close proximity to Urban Centres or Corridors to encourage walking, cycling, rolling, and transit access to core service areas » In locations further from Urban Centres or Corridors, encourages formation of local hubs around school sites (through partnerships), where educational activities can be combined with day-to-day small scale neighbourhood needs such as daycare; recreation; culture and wellness space; corner store; cafe; cultural amenities; and other local-serving elements
GOAL 5 **Enhance Rural Integrity** Protect and strengthen the region's rural economy and lifestyle	 **D2.1** City Boundary & Urban Containment	» Maintains an Urban Containment Boundary that separates urban uses and areas for growth from lands with significant natural, agricultural, or ecological values » Recognizes Nanaimo as a centre for growth in the region and encourages densification in Urban Centre, Corridor, and Neighbourhood designations to reduce pressure on rural areas » Redesignates lands in the south end of the city from Resort to Resource Management and adjusts the Urban Containment Boundary to exclude these lands in keeping with surrounding land uses and servicing capacity (see *Schedule 1: City Boundary & Urban Containment Boundary*)
	 **D4.8** Green Spaces	» Designates ALR, forested, and environmentally sensitive lands as Resource Management lands, not intended for urban development » Discourages removal of lands from the Agricultural Land Reserve (see *Schedule 2: Future Land Use Designations*)

RGS GOAL	RELATED CITY PLAN CONTENT	
	SECTIONS	POLICY DIRECTIONS
GOAL 6 *B6600.002* **Diverse Affordable Housing Choices** Support and facilitate the provision of appropriate, adequate, attainable, affordable, and adaptable housing	 **C3.2** Affordable Housing	» Considers a range of tools to support and encourage new affordable housing and limit loss of existing affordable housing » Seeks to increase the variety of housing options and tenures to meet changing housing needs » Supports incentives for the provision of affordable housing » Restricts short term rentals and prevents conversion of market rental buildings to strata when rental vacancy rates are low » Supports working with the Regional District of Nanaimo, First Nations, regional partners, and senior levels of government to address regional housing needs
	 **C3.3** Intergenerational Living	» Encourages aging-in-place through adaptable unit requirements and increased universal accessibility in new and existing housing
	 **C3.1** Community Safety & Security	» Supports improved access to health and housing services through partnerships to help meet the needs of marginalized residents » Encourages more effective coordination of services to meet community health and housing needs » Supports and encourages development of accommodation options to rapidly re-house those experiencing homelessness
	 **C4.2** Equity & Inclusivity	» Encourages opportunities to co-locate civic facilities and affordable housing and integrate community-servicing facilities in affordable housing projects
	 **D4.3** Centres	» Encourages a variety of housing forms to meet all demographics and incomes in Urban Centres (see *Figure 25: Residential Land Use Overview*)
	 **D4.5** Neighbourhoods	» Encourages infill and innovative housing forms to increase housing options in Neighbourhoods (see *Figure 25: Residential Land Use Overview*) » Supports conversion of character homes to multi-unit residential where appropriate » Supports secondary suites

RGS GOAL	RELATED CITY PLAN CONTENT	
	SECTIONS	POLICY DIRECTIONS
GOAL 7 *B6600.002* **Economic Resiliency** Support strategic economic development and link commercial and industrial strategies to the land use and rural and environmental protection priorities of the region	 **C5.1** Economic Capital	» Ensures adequate supply of appropriately zoned lands for existing business expansion and new business operations » Recognizes the city's potential as the transportation, cargo, and logistics hub of Vancouver Island and seeks to enable efficient movement of people, goods, and services » Encourages positioning of Nanaimo as a Health Care Centre of Excellence
	 **C5.2** Human, Social, & Environmental Capital	» Seeks to retain existing talent and attract new talent to the area » Promotes green economic development opportunities including green energy and energy conservation » Seeks to establish the use of circular economy principles
	 **C5.3** Business Development	» Seeks to support business retention and expansion » Works collaboratively with First Nations to identify areas of joint action and economic development initiatives that bring shared prosperity
	 **C5.4** Innovation & Technology	» Encourages robust internet connectivity and access » Supports working towards designation as an "Intelligent City" that puts data and digital technology to work » Encourages development and leveraging of the technology sector
	 **C5.5** Place Making & Investment Attraction	» Encourages strategic investment in key assets like the Downtown and the Waterfront » Promotes a strong reputation within and beyond the city as an attractive place to live, learn, work, and invest
	 **C5.6** Tourism	» Protects and promotes the city's assets that make it desirable to visit » Promotes development of Indigenous led tourism opportunities and experiences through partnerships with First Nations » Supports collaboration on destination development plans, tourism, and marketing
	 **D4.6** Industrial Lands	» Encourages a regional approach to managing industrial lands » Discourages re-designation of industrial lands to other uses » Encourages clean, sustainable industrial uses and consideration for eco-industrial networks » Limits office, residential, or recreational uses in industrial areas » Promotes and supports economic agriculture and food processing opportunities
	 **D4.7** Waterfront	» Recognizes and supports marine based industrial uses in parts of the waterfront » Maintains marine transportation access for the working harbour

RGS GOAL	RELATED CITY PLAN CONTENT	
	SECTIONS	POLICY DIRECTIONS
GOAL 8 *B6600.002* **Food System Resiliency** Protect and enhance the capacity of the region to produce and process food	 **D2.1** City Boundary & Urban Containment Boundary	» Maintains a Growth Containment Boundary aligned with the city boundary and an Urban Containment Boundary that separates urban uses and areas for growth from lands with significant natural, agricultural, or ecological values » Recognizes Nanaimo as a centre for growth in the region and encourages densification in Urban Centre, Corridor, and Neighbourhood designations to reduce pressure on rural areas
	 **C3.4** Food Security	» Supports and advocates for food security and nutrition for all residents » Supports local food infrastructure on City owned lands including farmers markets, urban farms, and community gardens » Encourages collaboration on food security at a regional level
	 **D4.8** Green Spaces	» Allows for agricultural uses in the Resource Management designation » Discourages removal of lands from the Agricultural Land Reserve
GOAL 9 *B6600.002* **Pride of Place** Celebrate the unique natural beauty, culture, history, and arts of the region	 **C4.1** Truth & Reconciliation	» Seeks to preserve, celebrate, and elevate Indigenous heritage in collaboration with First Nations including through place-naming, signage, art, and other measures
	 **C4.3** Access for All	» Seeks to reduce barriers in the community so people of all ages and abilities can move freely
	 **C4.5** Culture	» Recognizes the importance of culture in contributing to quality of life » Encourages continued growth of the culture sector through experiences and collaboration
	 **C4.6** Archaeology & Heritage	» Maintains a Heritage Conservation Program » Integrates heritage resource management into development approval and planning processes » Seeks to increase public awareness and understanding of heritage and First Nations
	 **C4.7** Public Art Projects & Programs	» Seeks to integrate public art into the experience of the community

RGS GOAL	RELATED CITY PLAN CONTENT	
	SECTIONS	POLICY DIRECTIONS
	 **C4.8** Community Events, Festivals, Tournaments, & Gatherings	» Encourages community festivals, celebrations, and events » Supports continuing to work with First Nations to support the development of venues and co-hosting of local, regional, provincial, and national sporting and cultural events » Encourages creation of spaces that support events and gatherings
GOAL 10 *B6600.002* **Efficient Services** Provide efficient, cost effective services and infrastructure	 **D2.1** City Boundary & Urban Containment Boundary	» Does not support extension of servicing beyond the Urban Containment Boundary, except for health or environmental reasons » Promotes concentration of people and jobs in urban centres to support more efficient use of services
	 **C1.5** Water, Sewer, & Stormwater Services	» Restricts growth in areas with sewer, water, drainage, or infrastructure capacity limitations until there is confirmed funding and plans to address shortfalls » Seeks to coordinate infrastructure upgrades to optimize community investments » Continues to monitor water use to ensure protection of our drinking water source » Supports the Regional District of Nanaimo's *Liquid Waste Management Plan* » Seeks to manage stormwater efficiently, including the role of natural assets in stormwater management
	 **C1.6** Solid Waste Management	» Seeks to increase public awareness and participation in the zero waste mandate » Seeks to set fees for solid waste collection to provide service at an acceptable cost while reducing unnecessary waste
	 **C3.6** Recreation, Culture, & Wellness	» Encourages thoughtful planning, design, and management of new or upgraded civic facilities to maximize benefit and lifespan of investment » Encourages collaboration with community partners in the joint use and development of recreation, sport, culture, and wellness facilities

RGS GOAL	RELATED CITY PLAN CONTENT	
	SECTIONS	POLICY DIRECTIONS
GOAL 11 *B6600.002* **Cooperation Among Jurisdictions** Facilitate an understanding of, and commitment to, the goals of growth management among all levels of government, the public, and key private and voluntary sector partners	 **C4.1** Truth & Reconciliation	» Continues to collaborate with First Nations on projects of mutual environmental, economic, social, and cultural interest on their Traditional Territories » Supports continued engagement with First Nations governments in accordance with Protocol Agreements
	 **C4.4** Political Voice & Engagement	» Seeks to provide opportunities for all community members to engage meaningfully in civic life
	Various Sections	» Supports ongoing formal agreements with the Regional District of Nanaimo for growth management, waste management, sewer services, transit operations, and recreation services » Supports cooperation with the Province, Regional District of Nanaimo, and stewardship groups on environmental management » Section E5 **Relationships** outlines a commitment to collaboration, communication, and coordination for the good of all

The following Area Plans form part of *City Plan*.
Click on the links below to access each plan.

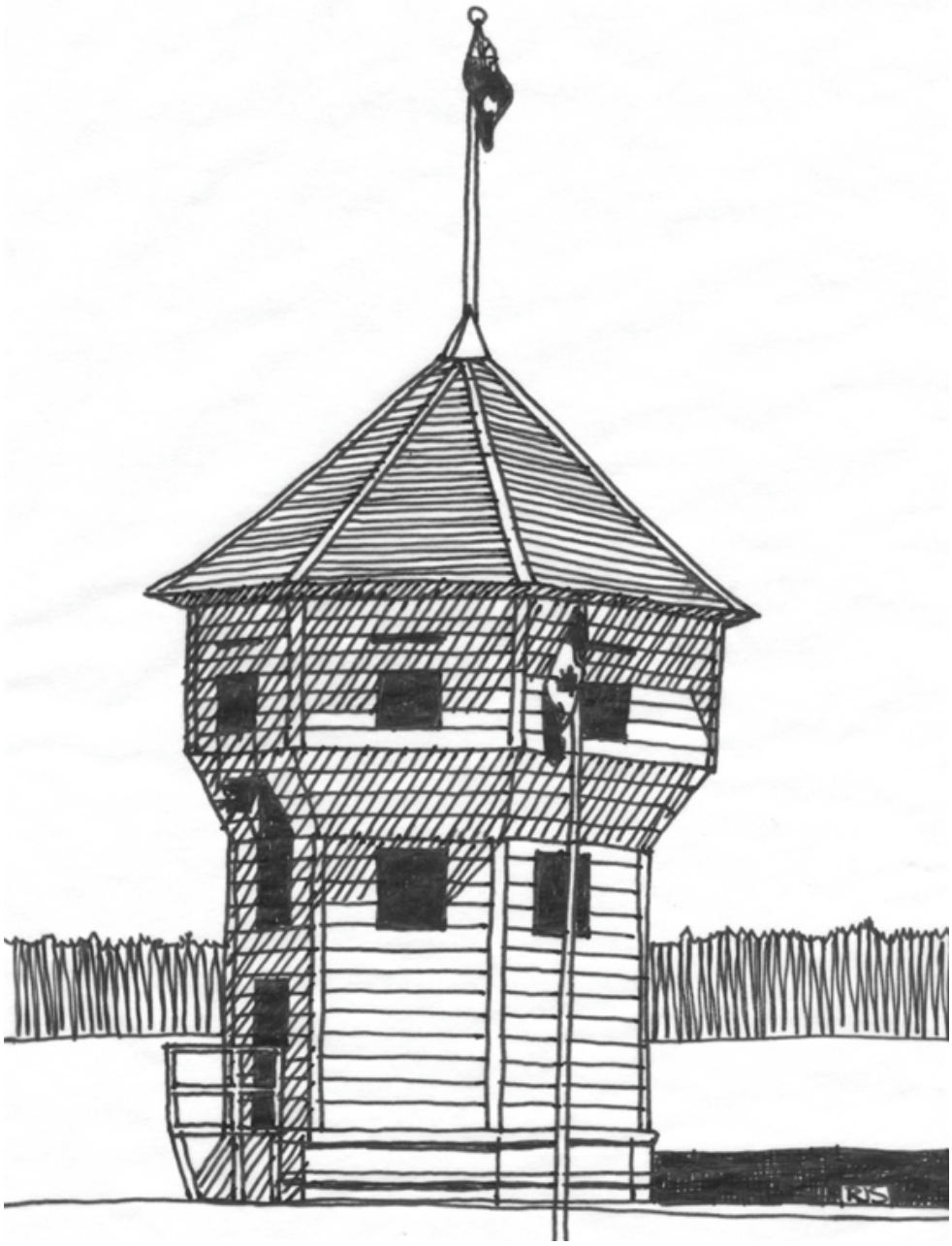
APPENDIX B: The Nanaimo Downtown Plan (2002)

APPENDIX C: Port Drive Waterfront Master Plan (2018)

APPENDIX D: Hospital Area Plan (2018)

APPENDIX E: Bowers District Master Plan (2022)

APPENDIX F: Sandstone Master Plan (2022)



NANAIMO DOWNTOWN PLAN
REFERENCE DOCUMENT
April 2002

City of Nanaimo Official Community Plan Policy Section of Reference Document was adopted as part of the City of Nanaimo Official Community Plan on 2002-May-27 in Bylaw No. 6000.038
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INTRODUCTION



The Nanaimo Downtown Plan builds on objectives that have been worked on for years and provides substance to the vision that has emerged through the creation of implementable policies. It includes a series of objectives, principles, policies, concepts and actions to guide Downtown development and revitalization over the next five to ten years and beyond. In presenting a broad range of policies and an optimistic future vision, the Plan seeks to raise expectations about the Downtown's potential. It addresses a number of changes that have occurred in the Downtown since 1993, when the last Plan was prepared.

The Downtown Plan forms part of Nanaimo's Official Community Plan (OCP) that was enacted July 8, 1996. It fits the long term community growth strategy set out in the OCP of focusing development inside Town Centres and Neighbourhood Villages, and seeks to ensure that future land use decisions contribute to the achievement of the City's social, economic and environmental goals.

The City wide OCP addresses broader community issues, while this Plan is used for the area defined as Downtown Nanaimo.

1.1 Plan Overview

This Plan represents the culmination of many years of careful consideration of the Downtown area. Ever since the impact on Downtown of the sub-urbanization of Nanaimo was acknowledged in the late 80's, there has been growing concern that Downtown is in serious decline. It is of concern that Downtown businesses are finding it increasingly difficult to operate successfully. It is also disappointing that such a unique and historically important place, in what can be accurately described as a fantastic natural setting, is in danger of losing its attractiveness to residents and visitors.

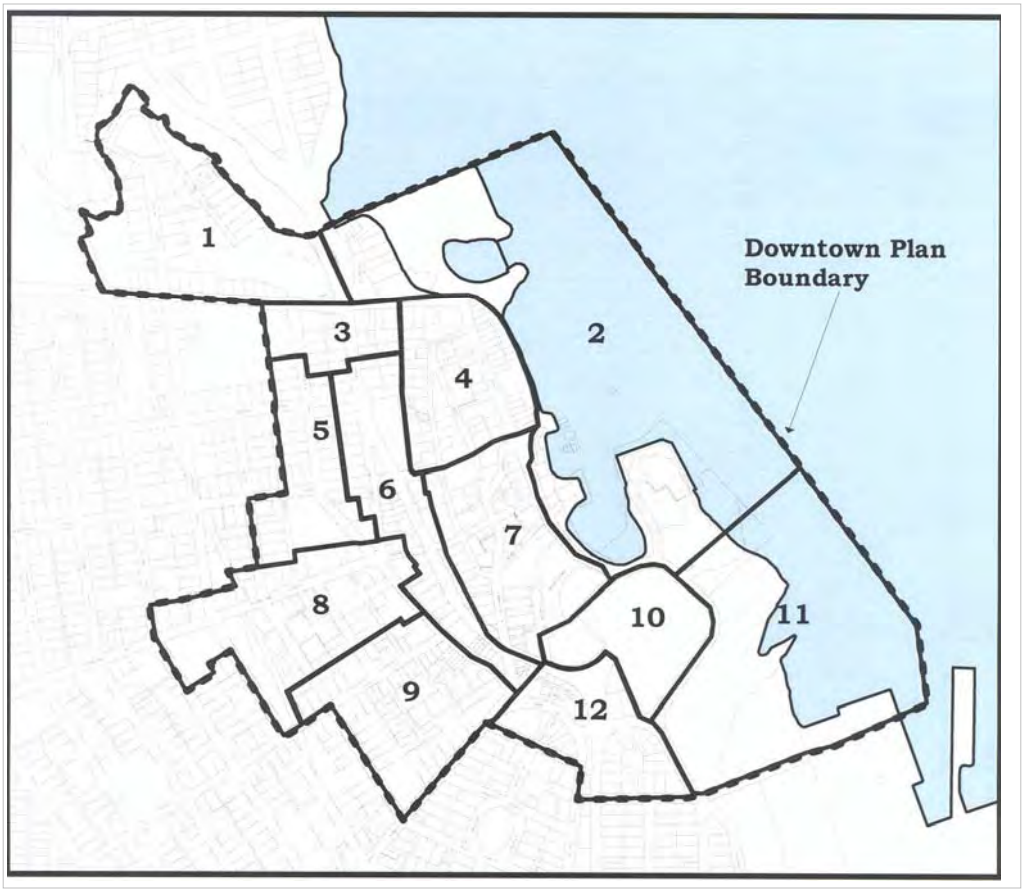
The City has been taking steps to reverse those trends. It has initiated such actions as the approval of the Cameron Island high density residential development, the development of the new theatre and arts complex, the recent removal of development cost charges from Downtown developments and, currently, the pursuit of positive actions to achieve a new trade and convention centre combined with a new hotel on the significant Malaspina Hotel site.

Despite these actions the Downtown economy still lacks the energy in 2002 to generate the scale of private investment needed to bring about desired change and to obtain the improvements which most people seek for the area.

While the vision encompassed in the Downtown Plan will take many years to fulfill, the plan sets out a policy environment and numerous actions that will stimulate Downtown rehabilitation.

1.2 Downtown and Character Area Boundaries

The Downtown and Character Area boundaries are shown on the map below. The Plan builds on the diversity in the Downtown by recognizing and reinforcing the strengths of each particular character area.



Twelve distinct areas have been defined with the boundaries based on historic, geographic, land use, demographic and functional characteristics.

1. Future Study Area #1	*Uses to be determined*
2. Waterfront	*Public access and enjoyment*
3. North Gate	*Welcome and please come again*
4. Chapel Front	*Urban housing with high-rise*
5. Wallace	*Residential office edge*
6. Terminal Parkway	*A Parkway of trees*
7. Core	*Historic City Centre*
8. Fitzwilliam	*Old town variety*
9. Quennell Square	*Office, community service, business and housing*
10. Harbourpark	*Shopping anchor and connector*
11. Future Study Area #2	*Uses to be determined*
12. South Gate	*Welcome and please come again*

1.3 Preparation of the Plan

A Concept Plan for Downtown Nanaimo was originally prepared and presented in 1993; however, the Plan was not formally adopted by the City. A review of the Plan in 2001 suggested that, with certain updates and refinements, it remained largely valid. Following several studies and work done by a variety of Downtown revitalization committees and workshops, the City and stakeholders in the Downtown reviewed and prioritized a variety of directions and actions that they believed would bring vitality back to Downtown. The actions identified as essential to revitalizing the Downtown were grouped under three Downtown strategies:

- Increase the number of people living Downtown, by encouraging additional residential development;
- Create a unique niche for Downtown by positioning the area as a centre for arts and culture activities; and
- Increase the number of people working in Downtown, by building a strong business base in the Downtown core.

An important component of Downtown revitalization is to create a stable policy environment within which the private sector can consider investment decisions. A new Concept Plan, completed in November 2001, was prepared for Downtown Nanaimo as a first step for examining and updating policies affecting development.

This document focuses on the reformatting of the Concept Plan into an Official Community Plan (OCP) amendment bylaw and prepares the groundwork for developing new zoning regulations that will guide future development in the Downtown.

This is the final stage of the Downtown Plan process, involving reviews with stakeholders and a statutory public hearing and City Council adoption of the Plan as an amendment to the existing OCP Bylaw. Once Council has adopted the new Plan, an implementation process will be undertaken.

1.4 Plan Organization

The Nanaimo Downtown Plan is organized into six chapters, followed by three appendices:

1. **Introduction.** This chapter outlines the purpose, rationale, boundaries, Plan preparation and organization of the Plan.

2. **Context.** This chapter provides information on the context, history of development, demographics, past planning efforts, land use distribution, and a brief overview of the trends, issues and opportunities.

3. **Vision and Concept.** This chapter presents a vision of the desired future Downtown. The overall development concept and planning principles are outlined in this chapter.

4. **Policies and Actions.** This chapter is the core of the Plan, containing the policy direction that will guide Downtown development over the next five to ten years. The chapter is organized by subject area, starting with Economic Development. Each of the nine sections contains a general description, an overall objective and a series of policies and actions.

5. **Land Use and Form of Development.** This chapter contains the objectives and policies to guide the distribution of varying land uses and activities, shape, height and density of development in the Downtown and in each of the Downtown areas. It sets the direction for new zoning and design guidelines.

6. **Plan Implementation.** This chapter presents the City's incentives to support Downtown revitalization, budget and financing strategy for the Plan, the City's streamlined review process, the Downtown Action Program and monitoring of the Plan's outcomes.

2

CONTEXT



This chapter provides information on the context, history of development, demographics, land use distribution, past planning efforts, and an overview of trends, issues and opportunities in the Downtown.

2.1 History of Development

Nanaimo was born as a coal town. In fact, in 1852 the Hudson's Bay Company first started mining in the area. The HBC settlement, on what is today Downtown Nanaimo, was named Colviletown after Andrew Colvile, the Governor of the HBC. Early Colviletown developed in close proximity to the mine workings and consisted of a sawmill on the Millstone River, wharves for loading coal and log cabins and bunkhouses. Over the next ten years, the town grew haphazardly with the mine and the shoreline governing its pattern of growth. Shops and businesses lined the rough roads named Commercial, Wharf and Bastion Streets. In 1860, the town was renamed Nanaimo (derived from Snunéymuxw) and in 1862, the HBC sold their mine interests and the town to the Vancouver Coal Mining and Land Company, a British-owned conglomerate. The deal included the mines, buildings and 6,193 acres of land.

The new company, under the management of Charles Nicol, very quickly instituted more order to the physical layout of the town. In 1864, the company hired an architect in Britain, George Deverill, to draft a town plan based on topographical maps of the area. Deverill gave Nanaimo one of its more distinctive features, the fan shaped pattern of the Downtown streets. Rather than section the town into a grid of regular rectangles, the streets follow the natural downward slope and bowl formation of the land. In the case of Nanaimo, the radial plan leads the traveler to the primary business district and towards the natural beauty of the harbour. The town plan was the initial step towards Nanaimo's eventual incorporation in 1874.



"Credit: Nanaimo Community Archives"

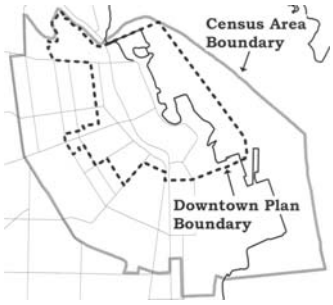
Mining was also significant in reshaping of Nanaimo's shoreline and harbour. Mine tailings were used to expand the land area along the waterfront and fill in the tidal ravine inlet that once divided the Downtown along Terminal Avenue. The filling and shaping of the waterfront has continued into the 20th century with the most recent additions of Swy-A-Lana Park (1984) and the waterfront promenades (begun in 1988).

Nanaimo has seen significant change since the 1960s. At that time, the Downtown was the city's major commercial area. Nanaimo had an economy based on natural resources, primarily forestry and fishing. Until the 1970s, Nanaimo's growth was slow but steady. Nanaimo's "small town" atmosphere changed with amalgamation in 1975. Commercial mall development spread new shopping areas north along the Island Highway and, as with many North American cities, Nanaimo suffered from suburbanization, auto dependency and a deteriorating Downtown core.

2.2 Downtown Community Profile

For the purposes of the demographic and income distribution sections, the Downtown boundary includes the 'Old City Neighbourhood' and part of the 'Southend Neighbourhood' area as defined in Figure 2.2.0. This is to include residents within the City Centre planning area and to accommodate 1996 Census Enumeration Area boundaries.

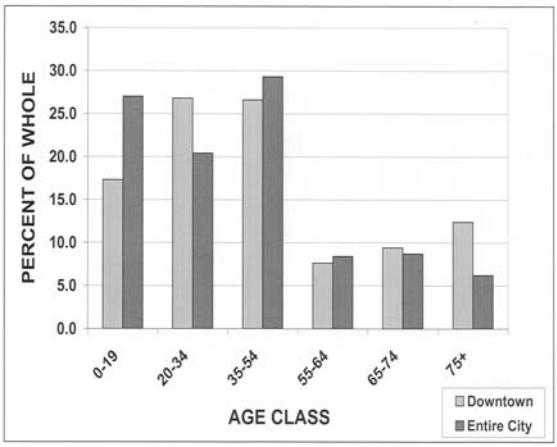
Figure 2.2.0 – Census Area



Downtown Demographics

The population of Downtown Nanaimo at the time of the 1996 Census was 4405 or 6.3% of the city's total population. The characteristics of the age distribution of Downtown residents differ from that of the city as a whole. The component of Downtown residents under the age of 19 is significantly less than that of the city as a whole as seen in Figure 2.2.1. Those 20 to 34 years of age make up a larger portion of the population Downtown when compared to the city as a whole. Additionally, the component of Downtown residents over 75 years of age is substantially greater than that of the entire city.

Figure 2.2.1 – Age Distribution (1996)



Downtown Income Distribution

The average income for households in the Downtown ($31,228 - 1995 census figure) is lower than that of the city as a whole ($45,133 - 1995 census figure). This significant difference in income is not surprising, as almost 50% of the Downtown's households are single person households. The average income for a single person household is $20,353 as compared to $24,049 city-wide. There are also many more single parent families in the Downtown than there are city-wide; 27% as compared to 17.5%. As one might expect, these two segments of the greater population are in part drawn to the Downtown because of its affordable housing stock.

Downtown Development

In 2001, 57 building permits, at a value of $5.6 million were issued for projects in the Downtown. This represents 8.9% of all building permits issued for the City of Nanaimo, while representing 21% of commercial building permits for the city.

Downtown Tax Revenue

The Downtown Plan area represents almost 6% of the City's overall tax revenue base. Almost 78% of the tax revenue generated in the Downtown Plan area comes from the business tax base, with the vast majority of the remaining 22% derived from residential taxes. The Downtown Plan area accounts for more than 16% of the taxes generated by the City's business tax base. This tax revenue comparison considers only the municipal portion of property taxes, and excludes School District, Hospital and other taxes.

Figure 2.2.1

Type of Business	Number	Percent of Downtown Total	Downtown As a Percent of City-wide
Accommodation & Food Services	67	10.8	26.7
Administrative & Support, Waste Management & Remediation	44	7.1	15.3
Agriculture, Forestry, Fishing & Hunting	4	0.6	36.4
Arts, Entertainment & Recreation	15	2.4	37.5
Construction	12	1.9	1.6
Educational Services	5	0.8	7.6
Finance & Insurance	37	6.0	27.2
Health Care & Social Assistance	66	10.6	15.5
Information & Cultural Industries	6	1.0	17.6
Manufacturing	19	3.1	13.3
Other Services	70	11.3	17.8
Professional, Scientific & Technical Services	83	13.4	18.2
Public Administration	28	4.5	-
Real Estate & Rental & Leasing	20	3.2	4.0
Retail Trade	134	21.6	16.8
Transportation & Warehousing	6	1.0	4.4
Utilities	1	0.2	100.0
Wholesale Trade	4	0.6	3.7
TOTAL	**621**	**100.0**	

Downtown Businesses

For the purposes of this section, Business Improvement Areas 1 through 5 serve as the Downtown boundary. A detailed breakdown of the type of businesses which exists in the Downtown can be seen in Figure 2.2.1.

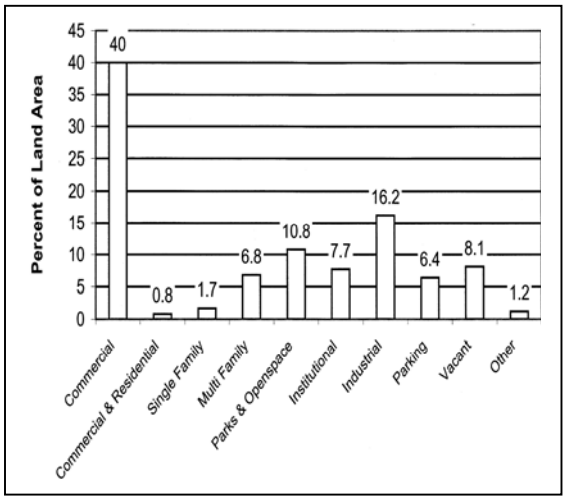
Retail trade businesses make up the largest proportion of Downtown businesses (21.6%), equivalent to 16.8% of retail trade businesses within the City of Nanaimo. Arts, entertainment and recreation businesses formed 2.4% of Downtown businesses, while forming 37.5% of such businesses city wide. This suggests that the Downtown serves an important role within the city as an arts, entertainment and recreation hub. Businesses in the Downtown also constitute a significant component of the city's accommodation and food services, and finance and insurance business sectors.

While the number of public administration businesses were not available for the city as a whole, it has been estimated that this sector comprises 4.5% of Downtown businesses.

Existing Land Use

Figure 2.2.2 shows the existing land use in the Downtown Plan area. As might be expected, commercial uses account for the largest single use at 40% of the total land area. Multi-family comprises nearly 7% of the land area with density estimated at 9 unit per hectare in 1996 and parks and open space nearly 11%. The industrial component (16.2%) consists mainly of transportation and manufacturing facilities within Character Area 11 (see Future Study Area #2). Together, vacant land and parking account for 14.5% of the land area.

Figure 2.2.2



2.3 Past Planning Efforts and Downtown Organization

Downtown revitalization efforts in the mid '80s began with the implementation of Downtown Design Guidelines in preparation for the Provincially funded Heritage Area Revitalization Program (HARP). Work under HARP was focused on the Commercial Street business area. Services were upgraded and surface work resulted in pedestrian lighting, street trees, street furniture and decorative sidewalk brickwork. Unfortunately, the focus on the physical design of Downtown was not enough to turn the Downtown economy around.

In 1993, a Downtown Concept Plan was prepared and the Height and Density Study followed in 1994. Both documents have remained as reference documents.

Between 1999 and 2001, an enormous amount of time and energy has been devoted to determining the essential steps for revitalizing Downtown. The National Main Street Centre provided a model for Downtown revitalization that has worked in 1,500 communities across North America. The report, "An Assessment of Downtown Nanaimo's Opportunities for Revitalization", highlights the importance of focusing revitalization efforts on four fronts: restructuring the Downtown economy to create a market niche for retail, business and employment; develop a strong organizational structure to lead revitalization and manage Downtown into the future; concentrate on Downtown design creating a public realm that is an extension of living and working space, and will transform the Downtown into a people friendly, safe and unique destination; and

finally, promote the Downtown as an important community place that must be experienced by residents and visitors, and business owners and employees.

A vision identifying Downtown Nanaimo as a people-friendly unique heart of the city was confirmed by residents and work began on the three strategies intended to assist in achieving the vision:

- develop the Downtown as an arts, culture and entertainment centre;
- increase the number of people living Downtown; and
- increase the number of people working Downtown.

Great progress has been made toward Downtown revitalization through the hard work of many volunteers and Downtown stakeholders. A $300,000 investment in 2001 and again in 2002 from the Downtown business improvement areas and the City of Nanaimo under a partnership agreement enabled the hiring of a Downtown Executive Director. The Executive Director manages the financial resources and huge amount of social capital directed towards improving the Downtown. The consolidation of arts and culture activities was made possible with the capital investment by the City in the purchase of the CIBC Centre for the Arts building, which also houses the Downtown Nanaimo Partnership office. A Downtown Residential Market Analysis and Downtown Business Recruitment and Retention Study will be completed in 2002. Development cost charges have been removed for Downtown residential development and parking requirements have been decreased. A tax incentive program will be available for conversion of upper storey heritage buildings for residential use in early 2002.

With the completion of this Plan in the spring of 2002, work will begin on new Downtown zones and design guidelines for each of the character areas for guiding development into the future.

2.4 Trends, Issues and Opportunities

Many downtowns across the country have experienced boom and decline periods throughout their history. In many cases, decisions to locate malls on the edges of town have contributed significantly to the failing health of downtowns and the need to rethink the downtown economic structure and its market niche.

Over the last 15 years, an economic decline occurred in Nanaimo's Downtown as businesses followed the residential market to the north end of the city. Businesses were also attracted to the larger regional market in the northern half of Vancouver Island. This market shift was accompanied by a lengthy slumping provincial economy. The perception of Downtown as a decaying, unsafe environment with nothing to offer was fanned by the lack of attention focused on the Downtown as the centre of the community.

Recently, considerable effort has been made to return the focus to the Downtown with municipal investments into a new theatre and library complex, a proposed convention centre and the purchase of the CIBC building for a Centre of the Arts. Council has made additional capital dollars available for 2002. As well, public/private initiative have resulted in the upgrade of Wesley Street's infrastructure and the creation of the Downtown Nanaimo Partnership.

The revitalization effort has many organizations pooling their resources and providing quality events in the Downtown.

Also, businesses are promoting the Downtown by combining efforts to advertise and promote Downtown businesses. These recent trends are positive initiatives which should intensify the land use activity Downtown over time.

The issues identified as needing attention in the Downtown are similar to many declining downtowns. Parking is almost always cited as a problem (too few spaces; payment required by user rather than shop owner as required at mall locations). Safety is a concern to some since there are fewer people on the streets, properties and streets often look dirty and unkempt, and declining economies often result in social issues such as loitering and prostitution becoming more visible. Poor signage increases the frustration of visitors who have difficulty finding their way around. The loss of necessary services to meet the needs of the local population force Downtown residents to go to other shopping areas and the deteriorating business environment does not encourage new businesses to move Downtown.

Despite trends of decline and issues discouraging Downtown activity, Downtown Nanaimo has important opportunities unique to Downtown. It is well connected to transportation and communication linkages with fibre optic cables in place, seaplane connections to Vancouver and a foot passenger ferry to Vancouver expected in the near future. There is a wide variety of unique shopping, dining, and arts and culture activities within walking distance of each other. The amphitheatre topography and siting on the harbour gives Downtown Nanaimo an

important geographic advantage which is emphasized by the historic character and unique charm of the Old City neighbourhood. The pedestrian scale and sense of community in the Downtown is experienced on narrow winding streets surrounded by low-rise buildings. Commercial and residential properties are affordable and desirable with the proximity to the seawall, library, theatre and other cultural and recreational facilities, and the view of the harbour and mainland mountains. By capitalizing on opportunities to meet some of the needs, the trends can be shifted to bring the vitality back into the Downtown, since decline over the years has not damaged the unique and valued opportunities found in the Downtown.

VISION AND CONCEPT



Over many years, the Downtown community has been developing ideas and concepts for the future Downtown. In 2000, the Downtown Stakeholders Group developed a Vision Statement to summarize their aspirations for Downtown. This statement forms the basis for this Plan and is expanded in this section to describe the planning principles and concepts that aim to achieve the vision.

3.1 Downtown Vision including Planning Principles

The Downtown Vision set out below sees the Downtown as a place that is safe, friendly and alive with people and activity.

Downtown is the heart of the city. It is a people-friendly and unique place because of the harbour, the history evident in heritage sites and its physical design. Downtown attracts residents, businesses, government, professional services and tourists because of its beauty, spectacular waterfront, excellent transportation links, arts and culture events and facilities, culinary attractions, diverse shopping, and lifestyle opportunities. These all exist within a positive and strong economic environment.

The Vision embraces six guiding principles.

1. **Encourage living Downtown**. Increase residential development, making Downtown a place for seniors, singles and families, living throughout the Downtown within safe, healthy neighbourhoods where residents feel a strong sense of community.
2. **Improve and stabilize the Downtown economy** by generating new and expanded businesses. A stronger development climate and an ever-increasing population base will attract more business and investment to the Downtown, including new and revitalized shops, restaurants, and a variety of services.
3. **Integrate and coordinate arts, culture and entertainment facilities and programs.** Arts and culture are important to the quality of life in Nanaimo and are particularly appropriate located Downtown where they are readily accessible to everyone, contribute to the attractiveness and livability of Downtown and contribute to its economic stability. "A Cultural Strategy for Nanaimo", adopted by City Council, June 2001, sets out a number of goals and coordinated actions for the city as a whole.
4. **Provide better linkages within Downtown and the Waterfront** emphasizing orientation to the waterfront with enhanced accessibility and pedestrian and cyclist pathways.
5. **Conserve and enhance the scale and historic character of Commercial Street** reinforcing and extending the old Downtown Core centered on Commercial Street into adjacent areas as Downtown uses expand.
6. **Provide convenient public transportation** by improving and increasing transit use between Downtown and other parts of the Island and the Lower Mainland and making it a more convenient and practical means to and from Downtown.

3.2 The New Concept Plan

The new Downtown Concept Plan describes a Downtown that integrates the aspirations of the many stakeholders and public who have contributed their ideas over the last several years. This is an interpretation of the Vision for Downtown.

Downtown is the heart of the city and its region. It is also the place where the history of Nanaimo began. The Bastion at the waterfront symbolizes the beginnings of the city and also provides the centre-piece and focal point of the Concept Plan.



It recognizes the special existing features of the area and enhances them to create a place of diversity and interest. Diversity and interest are provided in the shape, height and density of development, the distribution of varying land uses and activities, special landscaping treatments, and by emphasizing the special characteristics of different areas. These are linked together through a comprehensive pedestrian and road network.

The Plan is described in map form and its intentions are summarized under the following seven directions.

1. **Encourage living Downtown**. Provide for the intensification of housing development in many forms throughout Downtown. This will include locations for infill, townhouses, live/work accommodations and medium and high density apartments, including locations for high-rise towers. It also includes creating livable environments for those various residential communities. They will vary from quiet enclaves to infill housing above stores in the heart of the commercial and entertainment core. They will vary from student housing and singles to housing for families, and seniors. Housing should be inclusive of all income levels and strive to meet the special needs of those populations identified in the Housing Study, “Building Capacity: A Housing Needs Assessment (1999)”.

2. **Improve the Physical Environment.** Set guidelines for the creation of a high quality physical environment that includes a diversity of uses, a network of parks and open spaces, special gateways to provide notable entrances to the Downtown, distinctive character areas, comfortable and attractive streets, emphasis on the enjoyment and convenience of walking and programs of public art, festivals and community events.

3. **Strengthen Downtown Business Opportunities.** Provide for a great diversity of uses in the commercial areas, continuous retail frontages with weather protection, increase the resident population base, improve accessibility and parking and program year round events focused on the commercial core and waterfront areas. Promote our connectiveness through existing fibre optics and excellent transportation linkages to Vancouver and beyond.

4. **Enhance the Enjoyment of the Waterfront and the Natural Environment.** Orient new developments to the waterfront and the expansive views of the surrounding ocean and mountains. Preserve existing and create new public views of the ocean and mountains. Improve access to the waterfront and increase and improve pedestrian links between the waterfront walkway and the rest of Downtown especially the core commercial areas.

5. **Improve Accessibility.** Clarify the hierarchy of roads and accesses with street design and a comprehensive signage system. Emphasize pedestrian, bicycle, public transit and vehicular accessibility to Downtown.

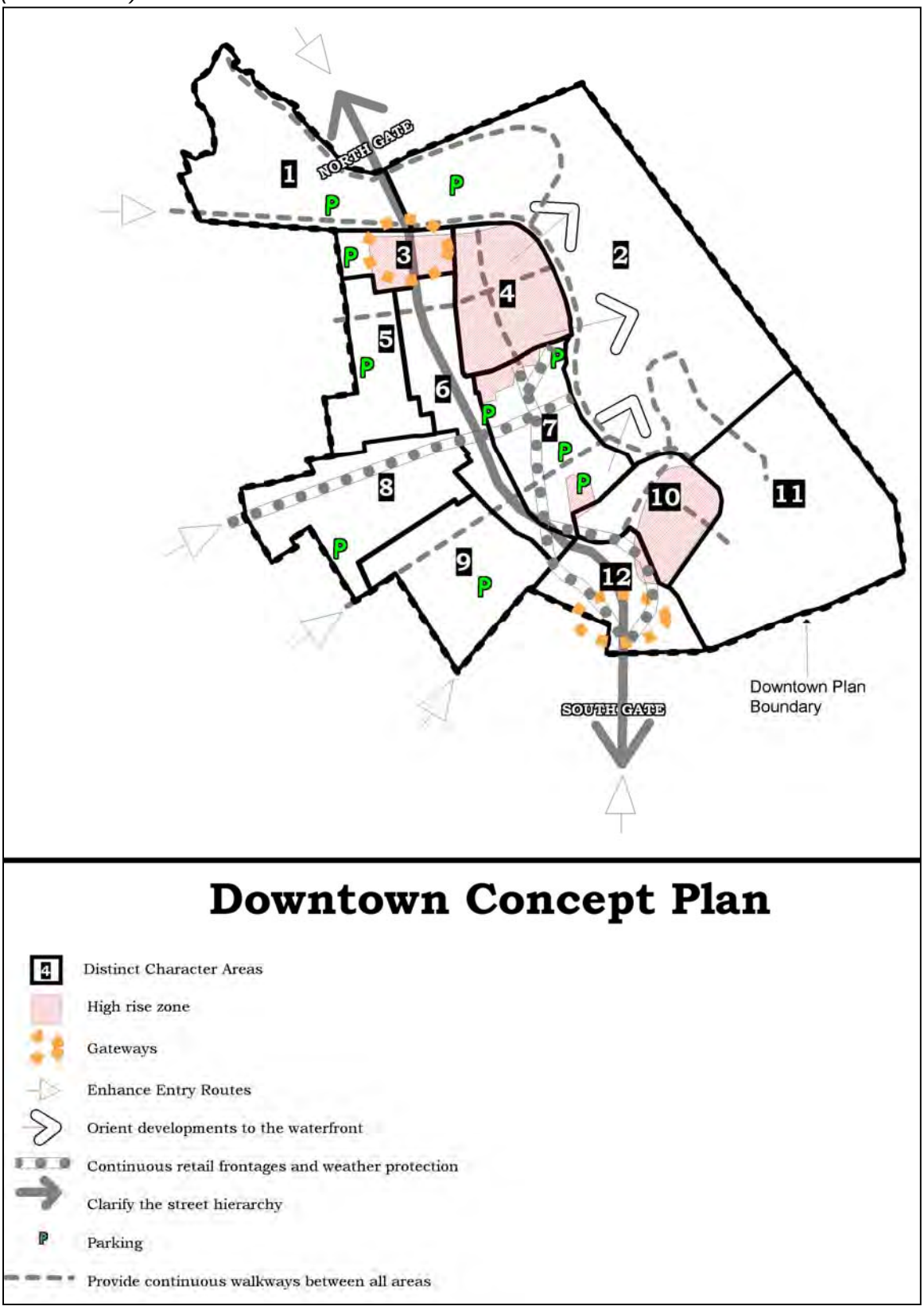
6. **Identify Distinct Character Areas.** Adopt new zoning regulations and design guidelines that direct public and private developments to emphasize the distinctive features of different areas of Downtown.

7. **Create Attractive Linkages Between all Areas**. Develop public and private improvement programs to extend and expand walk and bike ways around the Downtown, creating greenways wherever possible. Provide a comprehensive signage program to provide information, orientation and direction. Give entrance routes to Downtown special design treatments, and encourage significant developments at entrances to Downtown to provide recognizable Gateways.

The Concept will take many years to come to fruition and will take a great deal of energy by many people to realize the vision. It will require a variety of actions, from negotiating and marketing, to designing and building, and through monitoring and updating the policies that are driving it.

3.2 The New Concept Plan

(2004-Dec-13)





This chapter is the core of the Downtown Plan. It contains the objectives, policies and actions that will guide the future development of the Downtown over the next five to ten years. It addresses nine areas of primary focus:

1. Economic Development
2. Arts, Culture and Entertainment
3. Housing and Community Development
4. Transportation Systems (including pedestrian and cycle movement)
5. Parks, Open Space and Recreation
6. Historic Preservation
7. Natural Environment
8. Urban Design
9. Character Areas (Neighbourhoods)

4.1 Economic Development

This is a long-term plan. Its fulfillment depends on the ability of Nanaimo to attract the type of development that will generate those changes described in the Downtown Plan. Similarly, the phasing will depend on which of the many initiatives proposed will occur first. These could include a major renewal of the Harbourpark project, the commencement of residential development in the Chapel Front area, the redevelopment of the Front Street waterfront properties following the initiative of the new convention centre, or the initiation of the improvement of Terminal Avenue.

The presence of all levels of government in the Downtown is critically important to the Downtown economy. The Downtown has become a centre for the delivery of many community services provided by the private sector, non-profit and senior governments. They play a vital role Downtown both economically and through their provision of critical community services.

It is equally important to seek cooperation and partnerships in development among stakeholders, owners and the private and public economic sectors.



Objective

To build on and realize the strengths of the Downtown as the economic heart of Nanaimo; a centre for the arts, culture, tourism, specialty retail, education, knowledge-based and technology industries, and a prosperous business, professional, government and community services centre, complemented by a strong residential community.

To capitalize on Downtown's proximity to excellent transportation connections and well-developed communications infrastructure and accessibility to recreational amenities.

Policies and Actions

An Economic Vision for Downtown

Policy 1 Embrace the vision of a strong, progressive and busy Downtown and forge a commitment to foster its growth.

Action 1 Encourage investment and attract people, actively promote the Downtown as the natural business centre for the city and the broader regional economy.

Action 2 Facilitate networking and strategic partnerships among members of the Downtown economic community.

Strong Downtown Economy

Policy 2 Support major public and private investment in the Downtown to stabilize, increase and diversify the Downtown economic base.

Action 1 Clarify the roles of the key stakeholders, eliminating any unnecessary overlap or duplication of activities.

Action 2 Develop and implement a Downtown Business Plan with a set of integrated strategies to attract new economic activities and to keep existing activities in the Downtown.

Action 3 Consider the creation of a Downtown Development Corporation to facilitate the development and implementation of this business plan.

Action 4 Implement a program to recruit new businesses based on the market research undertaken for Downtown.

Action 5 Through on-going dialogue with existing Downtown business associations, identify policies and actions that will encourage existing businesses and community services to remain in the core area.

Action 6 Continue to explore opportunities for incentives to assist with pilot projects and time limited revitalization initiatives.

Action 7 Develop a market identification that advertises the Downtown as the heart of the community and promotes the Downtown as a place to live, visit and conduct business.

Action 8 Review municipal policies and regulations to remove unintentional policy barriers that may discourage investment.

Quality Development

Policy 3 Ensure quality development in Downtown.

Action 1 Adopt land use regulations, guidelines and administrative processes that support quality development in the Downtown, encouraging flexibility and design innovation.

Concentration of Government Offices

Policy 4 Encourage municipal, regional, provincial and federal governments and government funded agencies to maintain a strong presence in the Downtown.

Action 1 Actively market the Downtown to both levels of government regarding the benefits of retaining offices and relocating other offices to Downtown.

Centre of Academic Excellence

Policy 5 Encourage the growth of educational institutions and other training facilities in the Downtown.

Action 1 Encourage a university presence in the form of a campus and other facilities as the core of a Downtown educational emphasis.

Action 2 Work with Malaspina University College (MUC) to identify public/private partnerships focusing on the development of Downtown educational facilities.

Action 3 Encourage the development of supportive services, programs and facilities for Downtown residents, staff and students.

Action 4 Coordinate with the convention centre and Downtown hotels, to promote regionally based educational opportunities.

Tourism Infrastructure

Policy 6 Strengthen the Downtown's role in Nanaimo's tourism industry.

Action 1 In conjunction with Tourism Nanaimo prepare and implement a Downtown Tourism Plan to improve and promote Downtown attractions that would better serve Nanaimo area residents, tourists and business travelers. This would provide policies and actions for

such initiatives as enhanced harbour-based tourism, passenger ferry facilities and services, cultural, heritage and recreational facilities and programs.

Policy 7 Encourage cruise ship visits to Downtown Nanaimo.

4.2 Arts, Culture and Entertainment

The Downtown Plan recognizes the significant and far-reaching social and economic benefits of a strong arts, culture and entertainment industry, the value of artistic and cultural expression and enjoyment, and the value of this sector to strengthen Nanaimo's tourism potential and economic growth. The Bastion, library, museum, new theatre and arts centre provide an important beginning for what could become an extensive and important presence of the arts and culture in Downtown. Multi-use of adapted heritage buildings and new facilities with a variety of programmed activities can provide Downtown with a special attractiveness not available in other parts of the region and thus becoming another special reason to visit Downtown.

Arts, Culture and Entertainment objectives, policies and actions for the Downtown are designed to integrate with the "Nanaimo Cultural Strategy, July 2001", in order to achieve the goals of the strategy for Downtown. The Nanaimo Cultural Strategy was developed by the Nanaimo Cultural Strategy Sub-Committee and sets out the Vision, Municipal Cultural Policy, Goals and Strategies for identified key areas of cultural development in Nanaimo.

The cultural strategy includes the following components:

- Administration
- Funding
- Art in Public Places
- Facilities
- Marketing and Economic Development
- Programming/Education

Objective

To enrich and enliven the spirit and quality of the Downtown experience by intensifying it as the centre for arts and culture, and to expand the Downtown role as a regional, national and international centre for the development and enjoyment of the arts, culture, and other forms of entertainment.



Policies and Actions

Intensify Downtown Arts and Culture

Policy 1 Continue to build on the important presence of arts and culture in Downtown.

Action 1 Intensify the use of existing arts and culture facilities, and encourage the development of complementary activities.

Action 2 Explore opportunities to utilize existing heritage and other buildings for arts and culture facilities while ensuring that the location of such facilities is appropriate to the nature of the proposed Downtown Character areas.

Action 3 Develop programs to encourage artists, arts and cultural groups, and related professionals to find working and living space in the Downtown.

Downtown Public Art

Policy 2 Encourage public art in the Downtown.

Action 1 Work with the Cultural Committee to promote the "Art in Public Places Policy" in Nanaimo with the objective of commissioning and/or purchasing public art for display in public places in the Downtown.

Action 2 Encourage private developers to incorporate public art into their projects.

Marketing and Financial Support

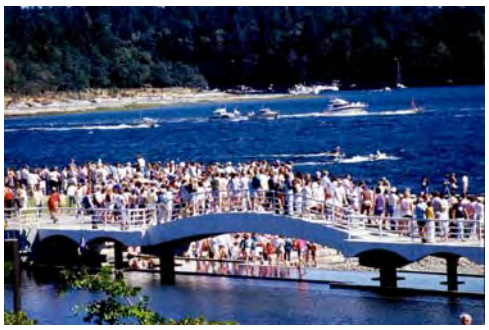
Policy 3 Strengthen the funding for marketing Downtown attractions and events.

Action 1 Continue private/public sector partnerships to promote year round festivals, arts, cultural and community events as part of the Downtown Nanaimo experience.

Action 2 Continue supporting established and emerging Downtown arts and cultural groups and programs through municipal grant programs.

Action 3 Continue to facilitate financial support from other levels of government, foundations and private donors.

Action 4 Provide strong support in-principle for Downtown (through letters of support).



4.3 Housing and Community Development

For many years, City Council has endorsed Downtown housing as a means to build a strong, stable population base in the city centre. Despite these supportive policies, little housing has been built in the Downtown during the past several years.

While it is unlikely that more than one residential high-rise may occur every five years, there seems to be consensus among people that this form of housing with its higher densities would improve the economics of residential development which, in turn, would help over time to provide the number of residents needed to add 24-hour vitality to Downtown. While economic reality will limit the number of high-rises built, the proposed high-rise zones in the Downtown Plan will enable high-rise building forms to be considered as a housing option. These areas are specially located to preserve important public views. Other housing types including converted heritage buildings, medium-rise apartments and townhouses, live/work studios are all appropriate to the Downtown. They help to provide the variety and choice to meet diverse socio-economic needs.

New initiatives and incentives are needed to attract developers and the citizens of Nanaimo to reconsider Downtown as an attractive place to live. The Downtown Plan's housing strategy proposes a number of policies to address this area.

Objective

To substantially increase the Downtown's residential population and provide a variety of housing, through well-placed high-rise, medium density and townhouse development, to serve a broad range of social and economic needs. Develop a sense of community amongst all Downtown residents.

Policies and Actions

Downtown Housing Targets

Policy 1 Increase the resident population in the Downtown.

Action 1 Stimulate Downtown housing development by expanding areas zoned for residential development and encouraging high density and high-rise residential in specified areas.

Action 2 Continue to encourage the conversion of Downtown heritage buildings to residential use through the financial incentives available through the City's Downtown Heritage Residential Conversion Program.

Action 3 Examine ways to provide more flexibility in the application of Provincial and Municipal Building Code regulations in order to safely convert older buildings in the Downtown to residential use and live/work accommodation.

Action 4 Implement a Downtown housing marketing program involving both private and public sector partners in the utilization of their property and the promotion of Downtown living.

Action 5 Maintain a listing of housing available in the Downtown for the information of potential residents and for use in the marketing program.

Action 6 Improve the residential environment through public improvements to streets, parks and open spaces and convenient connections to local commercial, neighbourhood facilities and support services.

Action 7 Discuss Local Area Improvement cost sharing formulas and methods for implementation where there is a Downtown community benefit and no adjacent property owners.

Downtown Residents

Policy 2 Encourage a wide variety of residential development in the Downtown affordable for people at all income levels.

Action 1 Encourage a wide range of housing choice in terms of type, tenure, affordability and design in all areas of the Downtown and adjacent neighbourhoods.

Action 2 Develop an action plan to address the housing needs of low income and special needs households in the Downtown.

Action 3 Consider the use of incentives to ensure opportunities for the development of affordable and special needs housing, as listed below, are realized:

- purpose-built market rental housing;
- seniors housing including assisted living options;
- artists live/work studios;
- non-profit rent geared to income housing suitable for students and low income singles.

Community Development in the Downtown

Policy 3 Encourage community development in the Downtown.

Action 1 Establish a community development program in the Downtown that facilitates interaction amongst the residents and works to identify and address the need for services and facilities.

Action 2 Support Downtown residents in establishing a representative neighbourhood association.

Action 3 Determine, in consultation with Downtown stakeholders, the need for new community amenity space.

Policy 4 Ensure safety and security in Downtown residential areas.

Action 1 Support development of a crime prevention program in concert with the RCMP, the business community and residents.

Action 2 Maintain a Community Police Station in the Downtown and operate crime prevention programs such as Neighbourhood Foot Patrols, Neighbourhood/Apartment Watch, the Security Network Program and the Crime Free Multi-Housing Program.

Action 3 Ensure that all designs for residential buildings are reviewed using the principles of Crime Prevention Through Environmental Design (CEPTED).

4.4 Transportation Systems

The central theme in the future development of the transportation system is to reduce the reliance on the private automobile and maximize the attractiveness of pedestrian, cycle and public transit alternatives. This still means that Downtown has to be conveniently accessible to commercial servicing vehicles and have good access and parking areas for the private automobile. Therefore, it is important to ensure that the road network has the capacity to serve Downtown Nanaimo as a regional centre for people, goods and services.

The potential for business and tourism growth through linkages by ferries, float planes and cruise ships is also vital to the future of Downtown.

Objective

To provide a safe, balanced, efficient and integrated transportation system in the Downtown that serves the needs of existing and future development and accommodates each mode of transportation – pedestrian, bicycle, public transit, ferry, air and rail services, and commercial and private vehicles.

Policies and Actions

Policy 1 Provide a safe, efficient and pleasant environment for pedestrians, cyclists, public transit users and commercial and private vehicle drivers.

Action 1 Develop a Downtown Transportation Plan that identifies improvements to the present system to implement this policy as more specifically described in the remainder of this section of the Plan.

4.4.1 Pedestrian Emphasis



Emphasis is on making the Downtown attractive to the pedestrian. This means making it comfortable and convenient to walk from place to place Downtown.

Policies and Actions

A Quality Pedestrian Environment

Policy 1 Create an attractive, high quality pedestrian environment.

Action 1 Provide amenities for pedestrians throughout the Downtown, by implementing streetscape plans and design guidelines for special pedestrian routes and by encouraging active use of sidewalk space.

Action 2 Establish a policy and procedures whereby improvements to the pedestrian environment are incorporated as a significant component in funding and implementing roadway improvements in the Downtown.

Action 3 Encourage continuous weather protection on main pedestrian routes, especially on shopping streets.

Action 4 Improve and expand the pedestrian circulation network to link important destinations within the Downtown as part of significant redevelopment projects.

Action 5 Strengthen connections between the Downtown and adjacent neighbourhoods by identifying missing links in the circulation network.

Action 6 Establish a pedestrian signage/ mapping system for Downtown streets, sidewalks and open spaces to direct and orient pedestrians and to promote Downtown attractions.

Transportation Management Measures

Policy 2 Improve traffic and pedestrian movements in the Downtown by implementing transportation management measures that address the specific needs of each particular neighbourhood, as required.

Action 1 Review the operation of the transportation management system.

Action 2 Consider the importance of pedestrian mobility in the Downtown.

Safety, Maintenance and Accessibility

Policy 3 Ensure that pedestrian routes and pedways are safe, secure, comfortable, well maintained and accessible to all persons.

Action 1 Explore options for improving intersection design and traffic calming and permitting mid-block crossings in selected locations to give more priority to pedestrians.

4.4.2 Bicycle Routes



Emphasis is on encouraging cycling by providing safe, attractive and convenient bike routes connecting to and throughout Downtown.

Policies and Actions

A Bicycle Friendly Downtown

Policy 1 Ensure the bike route system is continuous and well connected to major destination points within the Downtown and adjacent neighbourhoods.

Action 1 Continue to develop integrated on-road and off-road cycle routes to and within Downtown.

Action 2 Provide and encourage development of end-of-trip facilities such as, change rooms, showers, storage lockers and safe and secure bicycle parking.

4.4.3 Public Transit



Emphasis is on increasing public transit use by making it a more convenient and practical means to travel to and within the Downtown.

Policies and Actions

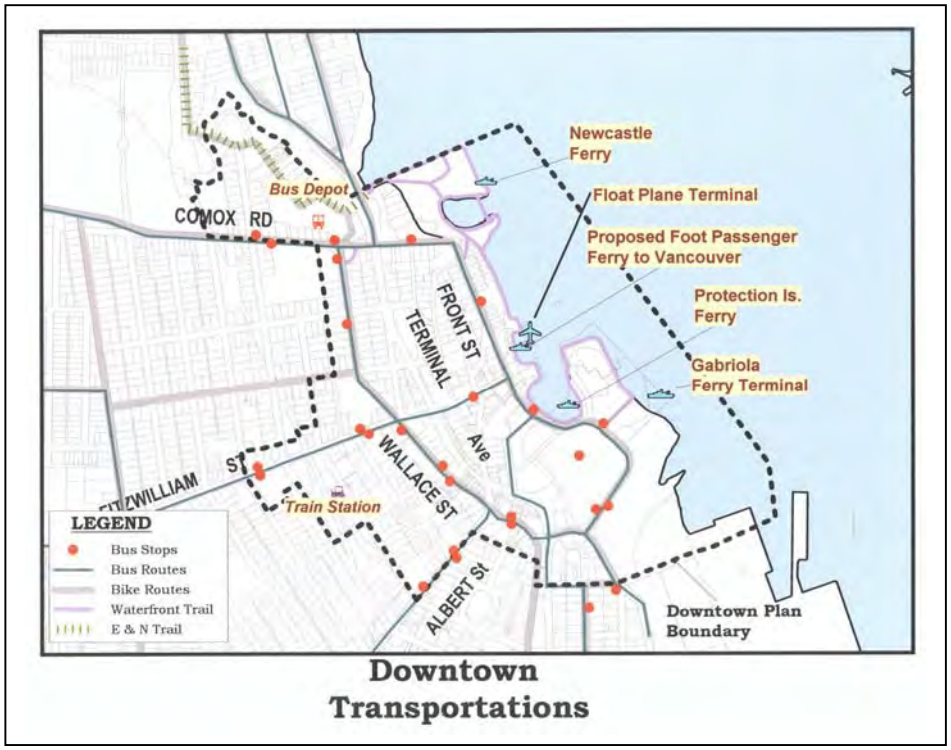
Transit First

Policy 1 Adopt policies wherein an emphasis is placed on establishing public transit as a practical alternate means of access to the Downtown.

Action 1 Develop an easy-to-use Downtown transit route network that integrates with other transportation modes.

Action 2 Improve bus stops with better shelters and route information displays.

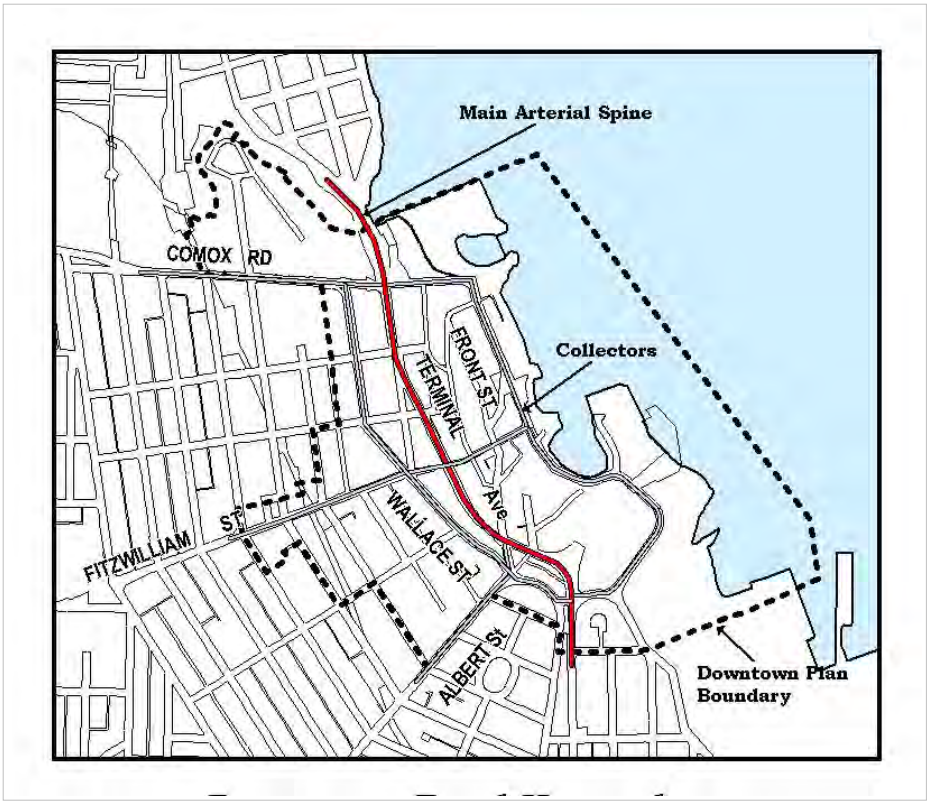
Action 3 Develop options for and implement a shuttle bus or vintage streetcar that could accommodate both pedestrians and bicycles and connects tourist and other attractions in the Downtown, and central area neighbourhoods to high traffic destinations.



Downtown Transportations

4.4.4 Road Network

Emphasis is on encouraging the safe and efficient movement of vehicular traffic to, from and within Downtown, while providing a safe, efficient and pleasant environment for pedestrians and cyclists.



Policies and Actions

Road System

Policy 1 Continue to monitor the road system and take any step necessary to ensure that it is easy to understand and provides convenient access to a variety of Downtown destinations and for a variety of purposes.

Action 1 Review the hierarchy of roads to ensure that Downtown oriented traffic needs are met.

Action 2 Provide a comprehensive signage system to clarify the road system and access to and within Downtown.

Action 3 Enhance the following major entry routes to Downtown: Fitzwilliam Street, Nicol Street, Terminal Avenue, Comox Road and Albert Street.

4.4.5 Parking



Emphasis is on providing a sufficient supply of convenient parking and to implement programs and processes to make parking more attractive and easier for the customers of the Downtown shops, offices, restaurants, arts, cultural and entertainment facilities.

Policies and Actions

Downtown Parking

Policy 1 Ensure coordinated management of Downtown parking.

Action 1 Provide efficient and effective management of Downtown parking through coordinated customer oriented information, pricing and advertising programs.

Action 2 Include parking signage in an overall signage study for Downtown.

Diversified Proactive Approach to Short-Term Parking

Policy 2 Recognize that the perceived lack of convenient, visible on-street parking for shoppers and a generally poor public perception of parking is a serious issue affecting the Downtown economy and adopt a diversified, proactive approach to counteract this problem.

Action 1 Parking Committee to review parking policies for Downtown and recommend changes including whether or not a new bylaw is required.

Employee Parking

Policy 3 Place a higher priority on customer parking over employee parking.

Action 1 Work towards reducing on-site parking needs through the promotion of other practical and efficient travel modes.

Residential Parking Requirements

Policy 4 Maintain present residential parking requirements.

Action 1 Maintain reduced parking requirements for residential development in the Downtown to help foster redevelopment.

4.4.6 Truck Routes

Emphasis is on promoting efficient truck movements.

Policies and Actions

Truck Route Network and Signage

Policy 1 Ensure efficient design and operation of truck route network for the movement of goods in the Downtown.

Action 1 Assess adequacy of the truck route network and its operations to ensure efficiency of urban goods movement and to reduce impacts on traffic flow in the Downtown.

Action 2 Provide clear truck route information and signage to ensure the effective movement of goods in the Downtown.

4.4.7 Ferry, Air and Rail Service

Emphasis is to encourage improved accessibility to Downtown by these services. Because of its waterfront location, Downtown can anticipate that as it grows and its attractiveness is enhanced for business, entertainment and living, that there will be increased demand for a variety of existing and new services linking Downtown with other destinations.

Policies and Actions

By Air

Policy 1 Encourage the development of air services to the Downtown waterfront.

By Water

Policy 2 Encourage the development of a passenger ferry connection to Downtown Vancouver.

By Rail

Policy 3 Encourage ongoing and improved rail service to provide commuter and tourism access to Downtown.

4.5 Parks, Open Space and Recreation



As Downtown intensifies it is important to ensure that the city's parks, open space and recreational facilities meet the needs of its growing working and resident population as well as support local tourism. Parks, open spaces and special features like Nanaimo's Trail System play an important role in strengthening the appeal of the Downtown. Extensions of the trail system into more urban walkways and cycle ways add to the attractiveness of Downtown and provide convenient linkages between all of its parts.

With its proximity to the Harbour and the waterfront parks and public open spaces, the Downtown provides exceptional recreational amenities.

Opportunities occur throughout Downtown, especially as redevelopment takes place, to provide a variety of smaller public and private open spaces and some larger urban squares for gatherings, festivals, markets, outdoor cafes, and sitting and strolling in the sun.

Trees are an important element of the urban landscape and every opportunity should be taken to soften and freshen the urban environment with street trees and a variety of flowers and shrubs.

Objectives

To ensure that the Downtown offers high quality parks, open spaces and recreational facilities to serve both the active and passive recreational needs of residents, workers and visitors, throughout the year.

Policies and Actions

Provision of Parks and Open Space

Policy 1 Ensure an adequate supply of readily accessible parks and open space to meet the varied needs of a growing population Downtown.

Action 1 Determine the open space needs for a new and growing population and a mechanism for acquiring lands needed for parks and urban open spaces in those areas of the Downtown where park space needs have been identified, particularly in the neighbourhoods targeted for more residential development.

Action 2 Encourage the creation of interest and surprise throughout the Downtown using available corners, alleys, rooftops and nooks for innovative open spaces.

Active Use of Open Spaces

Policy 2 Encourage active uses in open spaces appropriate to the nature of the proposed Downtown Character areas.

Action 1 Develop public open space to accommodate uses such as open air markets, street vendors, sidewalk cafes, artwork and exhibits.

Park Safety

Policy 3 Ensure park safety and security for residents and visitors.

Action 1 Ensure plans for new parks and for the redevelopment of existing parks follow design guidelines for crime prevention.

4.6 Historic Preservation



The Downtown has a rich history. This can be seen particularly well in its unusual street layout and in many older buildings of architectural and cultural interest. As well, the changes that have been made to the natural topography by successive generations, whether it is the filling of the ocean inlet to create Terminal Avenue, the numerous mining shafts below, or the several remaining rock outcroppings, remain to be conserved in one way or another so that the Downtown of the future has memories of the past.

Objective

To protect and manage the historic resources in the Downtown area so as to enhance the quality of the urban environment for the cultural and economic benefit of existing and future residents of the City of Nanaimo.

Policies and Actions

Encourage Preservation

Policy 1 Encourage the preservation of those buildings, areas and structures, including monuments, bridges, built landscapes and artifacts, that are of historical or architectural merit and ensure that these resources are protected and enhanced.

Action 1 Develop programs providing financial and administrative support to promote the rehabilitation and re-use of historic resources.

Promote the Benefits of Historic Preservation

Policy 2 Increase public awareness of Downtown's historic resources.

Action 1 Provide information and advice to owners, developers, interest groups, individuals and the media to foster a sense of ownership and pride in Downtown buildings and history.

Action 2 Maintain a communication program to promote the benefits of historic preservation.

Heritage Organizations

Policy 3 Support the efforts of community organizations and historic preservation groups.

Action 1 Involve the local community in historic preservation activities.

Action 2 Provide advice and assistance to undertake rehabilitation initiatives.

Rehabilitation and Re-use of Historic Properties

Policy 4 Maintain a flexible approach in implementing policies to encourage the preservation and use of historic resources in the Downtown.

Action 1 Promote the re-use of historic properties by providing advice, incentives, exemptions and compensation to owners.

Action 2 Encourage civic departments, as well as governments and government-funded agencies and socio-cultural groups to locate their offices and activities in heritage buildings.

The Architectural Integrity of Buildings

Policy 5 Ensure the visual and aesthetic qualities of historic buildings, sites and structures are preserved and rehabilitated.

Action 1 Provide design guidelines and flexible regulations appropriate to the historic character of the buildings and the area.

Action 2 Ensure that infill developments, renovations and additions to existing buildings respect the historical nature of adjacent and/or neighbouring properties.



PORTION OF COMMERCIAL STREET, NANAIMO, B.C.

4.7 Natural Environment

The quality of the air, water and land in Downtown has been and continues to be heavily affected by the actions of humans. Air pollution, stormwater run off, waste production, energy use, and methods of transportation all contribute to reducing the health of the natural environment.

Progress is being made in the general awareness of the problem and new methods of building to reduce energy consumption and waste, and rejuvenating natural systems of watercourses and vegetation, are being used. Reducing the reliance on the automobile through development of compact communities with the resultant increased usage of bikes and walking not only reduce pollution, but add to community enjoyment in urban living.

Objective

To enhance the quality of the natural environment by taking steps to reduce pollution, reduce energy consumption and minimize waste production, protect the remaining natural features, increase the stock of urban vegetation and provide opportunities to experience nature in the Downtown area.

Policies and Actions

A Greener Downtown

Policy 1 Improve the ecological health of the Downtown area.

Action 1 Maintain and expand the quality and quantity of natural vegetation and trees in both the public and private domain to improve the ecological health of the Downtown area.

Stormwater Management

Policy 2 Encourage on-site stormwater management strategies to support on-site infiltration and reduce demand on stormwater infrastructure.

Action 1 Continue to employ best stormwater management practices to provide information and advice to landowners and developers.
Action 2 Initiate further study for additional approaches for dealing with stormwater.



4.8 Urban Design

Downtown is the core of the region and the focus of the community. It exhibits the historic beginnings of the city in its street configuration and its numerous distinctive historic buildings and places. As well, the present shape of urban development has occurred in response to the unique topographical features which it occupies. These features provide Nanaimo with its uniqueness, its sense of time and its basic attractiveness. Sound urban design policies will ensure that as development continues these features are respected and enhanced while new urban forms provide for the future livability of the people who live, work and visit Downtown. New developments should also have regard for view preservation, the penetration of natural lighting to public and private spaces, weather protection, privacy and safety, public art, attractive landscaped public places, comfortable and convenient accessibility, as well as creating an overall attractive image for Downtown in the future.

Memorable cities around the world are frequently characterized by their setting. Nanaimo has a number of unique characteristics which, if given expression through urban design direction for new development, can provide Nanaimo with a recognizable and memorable sense of place.

The unique characteristics consist of these elements:

- The waterfront setting with outstanding easterly views.
- A natural amphitheatre – an amphitheatre formed by the Old City Area and a succession of layers reaching from the Old City Area to the top of Mount Benson.
- The topography of the raised centre of Downtown contrasting with the valley formed by Terminal Avenue and the rest of the vestiges of the historic ocean inlet.
- The various sized giant outcrops of rock occurring randomly around the Downtown area, some of which are already partially exploited to public advantage, such as the museum.
- The unusual street pattern formed by the fan shaped roads of the Old City and the curving narrow roads in the centre of Downtown.

Objective

To strive for excellence in the built environment of Downtown, enhancing its unique topographical and historic features and ensuring an attractive, comfortable and convenient place for those who live and work there and to attract tourists, shoppers and those seeking recreation and entertainment.

Policies and Actions

An Attractive and Livable Downtown

Policy 1 Enhance the Downtown by creating a clean, healthy, livable environment that offers visual and cultural richness.

Action 1 Prepare a specific urban design strategy for Downtown to provide guidance for all physical change in Downtown.

Action 2 Adopt urban design guidelines to give direction to Downtown development proposals.

Action 3 Provide guidelines for the design and integration of new developments, in order to ensure these developments improve the quality of the physical environment in the Downtown.

Action 4 Ensure that new developments incorporate human scale design principles in the first two storeys of development and that they relate to the street and enhance the pedestrian environment.

Action 5 Ensure that where a building fronts onto the street, it is designed to minimize blank walls or other flat surfaces that lack windows or sculptural relief.

Action 6 Ensure that wherever possible, the design of a building complements the materials, scale, texture, proportions, patterns, colours, window rhythms and alcove creation to expand sidewalk activity and details of its neighbouring structures to create a coordinated streetscape.

Action 7 Ensure that the design of any new development does not create adverse wind conditions on its periphery or in the vicinity of nearby buildings or open spaces at street level.

Action 8 Ensure that new developments allow sun penetration to streets and open spaces.

Action 9 Encourage the provision of continuous weather protection, particularly in the commercial core, through the use of canopies and awnings along selected streets.

Action 10 Ensure that the siting of new developments maintains and enhances existing views, vistas and visual corridors, and where possible, creates new ones.

Action 11 Locate artwork in prominent public spaces and encourage the inclusion of artworks and/or performing arts programs in public and private developments.

Action 12 Provide a system of distinctive, clear and well designed public signs in the Downtown that contributes to the overall enjoyment of the pedestrian environment.

The Distinctive Areas of Downtown

Policy 2 Retain, clarify and emphasize the distinctive characteristics of the different areas within Downtown.

Action 1 Prepare specific land use, density and form and character regulations and guidelines to accommodate the policies set out in section 4.9 on Character Areas.

Action 2 Identify and retain the special topographical features of Downtown Nanaimo and develop urban design guidelines that ensure new development will add emphasis and expression to those features.

Action 3 Encourage the development of special buildings to distinguish the main entrances to Downtown and its distinct neighbourhoods.

Create a Streetscape Environment

Policy 3 Create a unique sense of place and experiences for all to enjoy within the public realm.

Action 1 Develop a program of streetscape improvements for the main approach routes to Downtown.

Action 2 Strengthen the special identity of each Downtown character area through distinctive designs of streetscape elements such as lighting, street furniture and landscaping.

Action 3 Develop streetscape and urban design concepts and implementation strategies for special streets to ensure that they are distinctive and that they help define a sense of place in each of the Downtown neighbourhoods.

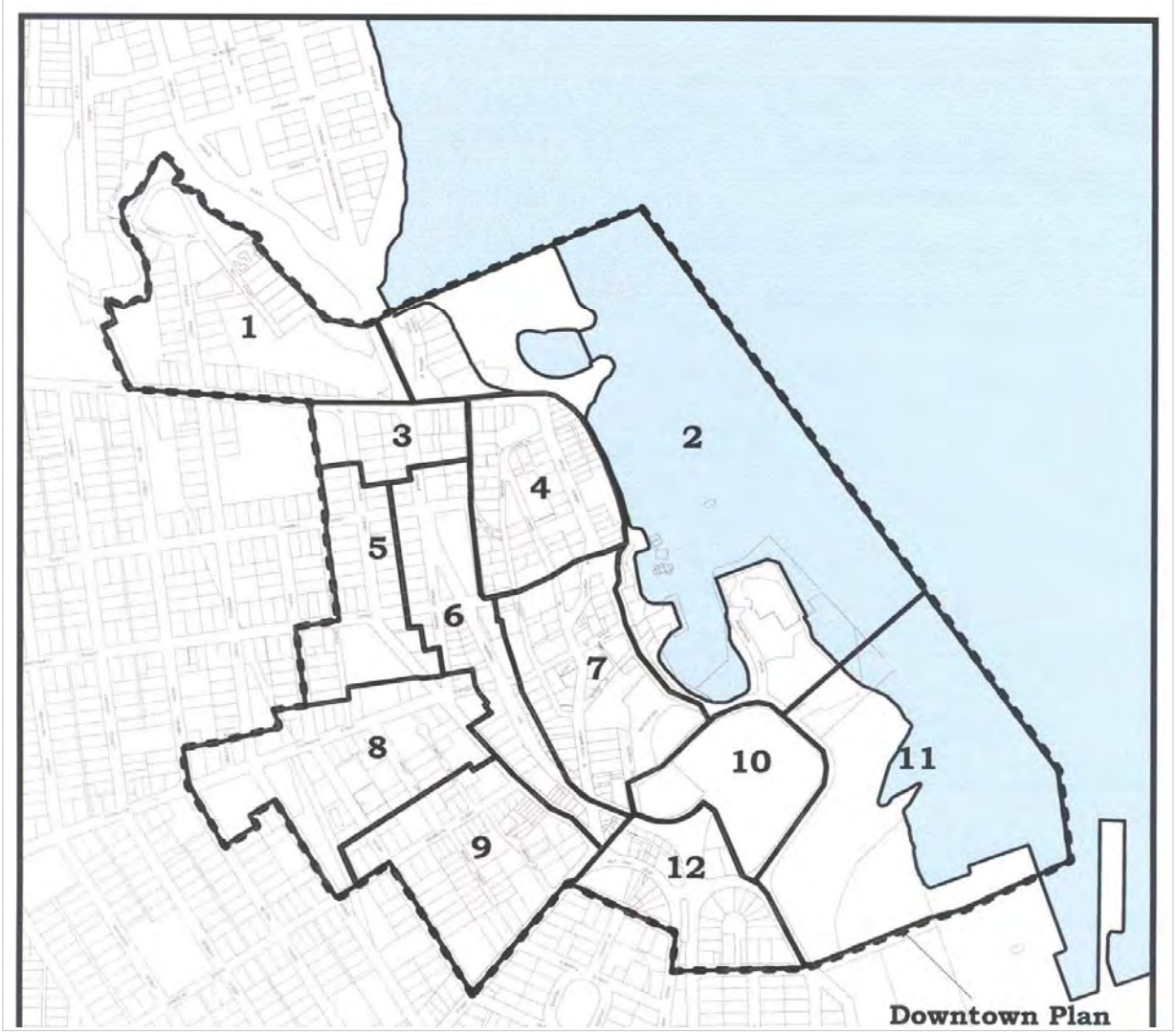
Action 4 Provide for high quality amenities and the visual interest of the pedestrian - amenities such as trees, landscaping, green spaces, benches, public art, pedestrian signage, warm-up places, public toilets, water fountains and banners.

Action 5 Prepare a Downtown Lighting Program oriented to the different needs of vehicular, cycle and pedestrian movement and to different character areas and building needs. This would include special lighting of landmark or Gateway buildings streets, open spaces, parking garages and Downtown bridges.

Action 6 Encourage activities like sidewalk cafes, open air markets, street vendors and year round programmed events on sidewalks and open spaces in commercial areas.

4.9 Character Areas

The urban design policies and actions set out in Section 4.9 apply to all areas of Downtown. However, Downtown is characterized by a variety of geographic areas and spatial and functional experiences. Some of them, like the commercial core, are readily identifiable and generally pleasant places. Others, like Terminal Avenue, while presently having a less pleasant environment, have the potential through future development of becoming especially attractive places with their own identifiable characteristics. This section describes the way to draw out and strengthen the special characteristics of these different areas. In so doing, future development will create a variety of distinct neighbourhoods thereby further enriching the Downtown experience. Desired actions are identified for each area.



4.9.1 Future Study Area 1



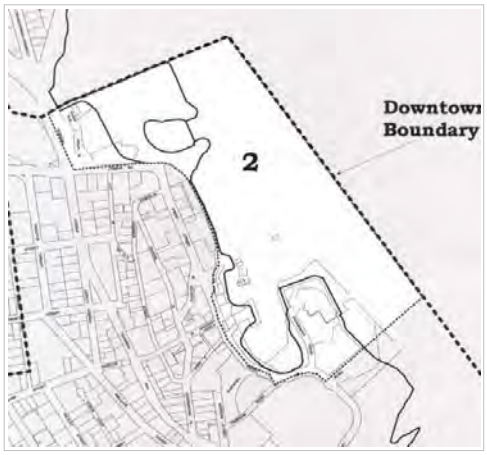
Tucked in the north west corner of the Downtown, this area is in transition. It is separated from the rest of town by the river bordering its northern boundary and is well linked to Downtown through the green walkways along the river to the waterfront, and Comox Road. It also has a major future role situated at a major Gateway entry to Downtown. However, further study is needed before the land use, form and accessibility potential of the site are determined. Clearly the pedestrian linkage along the river, under the Island Highway and connecting to the central waterfront will be a major component of future urban development as will the requirement that the development enhances this important intersection at the entry to Downtown.

Action

Planning Study

Action 1 Undertake a study of the area to determine planning guidelines for its future development enhancing the pedestrian connection through the greenway system along the river and its Gateway location.

4.9.2 Waterfront



The central waterfront is one of the major physical assets of Nanaimo. Over the years responsible authorities have established it as a major public attraction based on a sequence of walkways and open spaces with commercial uses, all incorporated into a vital working port. The many activities and attractions of the area will be further enhanced with the development of the new convention facility on Front Street and extending over the waterfront walkway. The whole of Downtown relates strongly to the physical amenities of the waterfront and developments next to the area should fully exploit and respect that relationship. While the waterfront is a major public attraction, much can be done in the form of new and enhanced connections to other Downtown areas to encourage and facilitate the extension of that attractiveness to the core commercial areas.



Action

Waterfront Walkway

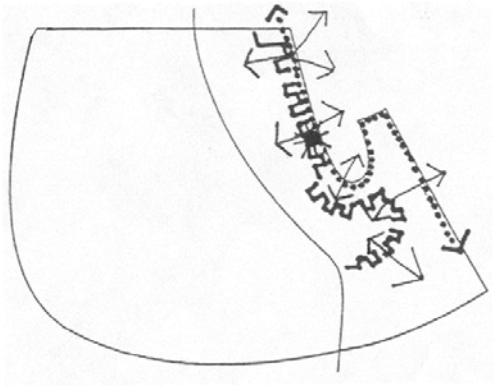
Action 1 Protect and enhance the waterfront walkway ensuring its continuity, convenience and attractiveness to the public.

Waterfront/Downtown Relationship

Action 2 Develop design guidelines which enhance and express a strong visual and functional relationship between Downtown and the Waterfront buildings and open spaces and the design details of those elements.

Linkages to Downtown

Action 3 Develop a strategy to create stronger more attractive and convenient pedestrian linkages between the waterfront and adjacent areas of Downtown giving priority to those routes by providing special treatment for pedestrian crossings on Front Street.



4.9.3 North Gate



Here is a special place in Nanaimo where the topographical features described in the urban design section provide Nanaimo with the opportunity through its zoning regulations to create a Gateway giving emphasis to this entry to Downtown. North Gate is the location for impressive buildings on either side of Terminal, at Comox, to form a Gateway to mark the entrance to Downtown.

Higher density in the form of highrises is supported in portions of the North Gate area, as identified in Section 5.1 “Land Use.”

Guidelines for the development of highrises in the character area include the following:

Minimum Lot Area:
1300.6 square metres (14,000 square feet)
Setbacks:
7.5 metres (24.6 feet) for all yards
Separation Between Towers:
30.48 metres (100 feet)
Maximum Floor Plate:
594.56 square metres (6400 square feet) for those floors six storeys or above, with a maximum depth and width of 24.38 metres (80 feet).

(2004-Dec-13)

Action

Gateway to Downtown

Action 1 Permit higher densities on these sites on condition that the sites are consolidated to allow comprehensive design to occur and high quality design of the buildings to express the Gateway theme.

4.9.4 Chapel Front



This area contains a number of significant heritage buildings including the Courthouse. It is also the location for the new convention centre, and the location of a variety of commercial, residential and entertainment uses. While these uses remain appropriate for this area, the concept envisages the development of a major high density mixed use neighbourhood with a significant addition of medium and high density housing. These will consist of townhouses, medium height apartments, and several high-rise towers. These new uses will develop around the existing street system but with significant consolidation of lots to provide sufficient area for comprehensive design. Continuous low scale street frontages with a variety of offices, stores, live/work studios and townhouses characterize this area. Several high-rise apartment towers are located outside of major public view corridors to enjoy the expansive panoramic views from a few storeys up. A comprehensive plan will site the high-rise component of the development amongst public and semi-public open space elements. Linkages to other parts of town are established along existing streets and through some mid

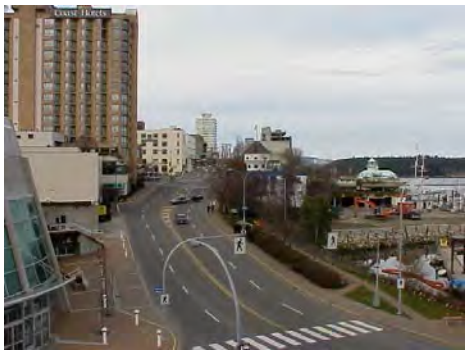
block mews, courtyard and greenways incorporated into new developments.

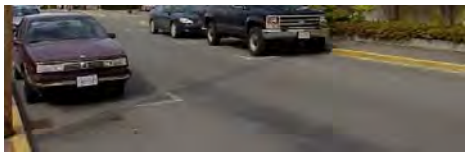
Higher density in the form of highrises is supported in portions of the Chapel Front area, as identified in Section 5.1 “Land Use.”

Guidelines for the development of highrises in the character area include the following:

Minimum Lot Area:
2787 square metres (30,000 square feet)
Setbacks:
4.6 metres (15 feet) for all yards
Separation Between Towers:
30.48 metres (100 feet)
Maximum Floor Plate:
594.56 square metres (6400 square feet) for those floors six storeys or above, with a maximum depth and width of 24.38 metres (80 feet).

(2004-Dec-13)



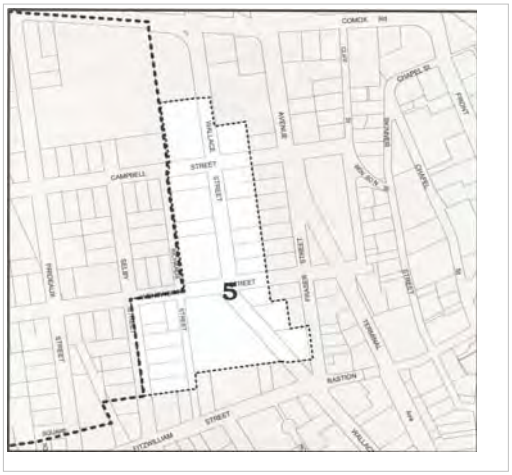


Action

A New High Density Residential Area

Action 1 Prepare new zoning and design guidelines to encourage the development of the Chapel Front area as a high density mixed use urban neighbourhood incorporating well located high-rise apartment towers.

4.9.5 Wallace



Wallace serves this part of Downtown as an important traffic collector and as such has excellent accessibility and exposure as well as being located on a proposed major pedestrian route between the Old City neighbourhoods and the Waterfront. Situated between a predominantly residential area and the future mixed use development of Terminal Avenue suggests that this area would best develop for a mixture of residential and office uses at a density compatible with three to four storey high, street wall related buildings. Minor retail uses are needed to service the surrounding office and residential uses. Design guidelines are needed to show how developments on the east side of Wallace Street could be developed comprehensively with properties fronting Terminal Avenue to take advantage of the sloping site.

Action

Develop and Integrate with Terminal Avenue Developments

Action 1 Prepare new zoning and design guidelines to accommodate a mix of low rise housing and office development along Wallace Street and encourage the integration of sites on the east side of Wallace Street with sites on Terminal Avenue to create terraced forms of development fronting Terminal Avenue.

4.9.6 Terminal Parkway

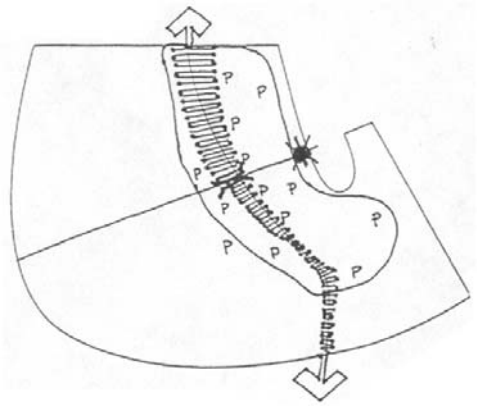


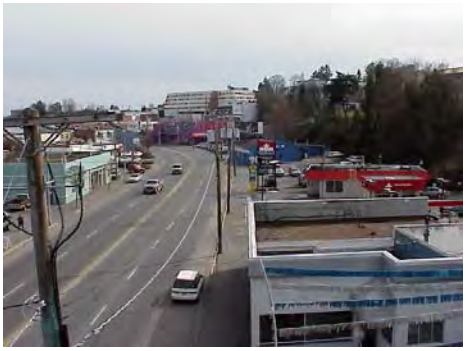
Terminal Avenue once functioned as the main north-south Vancouver Island Highway. Today it is still primarily a traffic artery lined with auto oriented uses. It is not an attractive environment despite its interesting ravine-like form. However, there is considerable potential to convert the area into an attractive place given strong direction to minimize the impact of traffic, greatly improve the physical and visual environment, and encourage new mixed use developments. This requires a bold step. A major tree planting program on public and private properties would go a long way to creating this new environment. New uses could then be encouraged along with sidewalk improvements for the benefit of pedestrians, as well as helping to manage traffic movements and access to individual properties. Integrated into the new design would be the walkways and bridges linking the Old City with Downtown. This requires the development of a design plan and an implementation strategy.

Action

Terminal as Greenway

Action 1 Prepare a design plan and implementation strategy to convert Terminal Avenue into an attractive urban greenway environment and encourage medium rise, terraced and mixed use developments along its edges.





4.9.7 Core



This is the historic commercial core of the Downtown. The street pattern, the continuous shop fronts and the low rise, street wall form of development creates the attractive human scale character of this area. New development should be encouraged which enhances this character through compatible infill of offices, live/work studios and housing. New development should respect the scale and character of the core and especially respect the architecture of the many heritage buildings. Infill developments should maintain the two and three storey Commercial Street scale. Opportunities off of Commercial Street may be considered where additional storeys would not harm the existing low street scale. This is the area of Downtown which can best accommodate a lively mix of uses, where residents expect to live in an environment where clubs, cultural and entertainment uses and shopping happily coexist.

Action

Encourage Intensification while Retaining Scale and Character

Action 1 Prepare zoning and design guidelines to permit conversion and infill development of a variety of uses while ensuring that the scale and character of the area is maintained and enhanced.



4.9.8 Fitzwilliam



Already established as an attractive mixed-use area focused on an old style shopping street, the policy here is to encourage and strengthen this character with infill medium rise apartments and townhouses and the consolidation of the shopping street. Fitzwilliam also functions as a major entrance way to Downtown and is the significant link between Downtown and the old railway station which has significant potential for future commuter and tourist traffic serving the Downtown area.

Consequently it is important to prepare a comprehensive streetscape plan for the street.

This would provide for the coordination of street furnishings, paving and private property improvements to create an overall distinctive theme for the Street. The plan would include guidance for street lighting, banner programs, street trees, bus stops, garbage receptacles, sidewalk cafes, canopies and the scale and character of the adjoining buildings. Extensions of the scale and character would be encouraged onto side streets which would become more residential than retail and business oriented.

Actions

Reinforce the Fitzwilliam Character

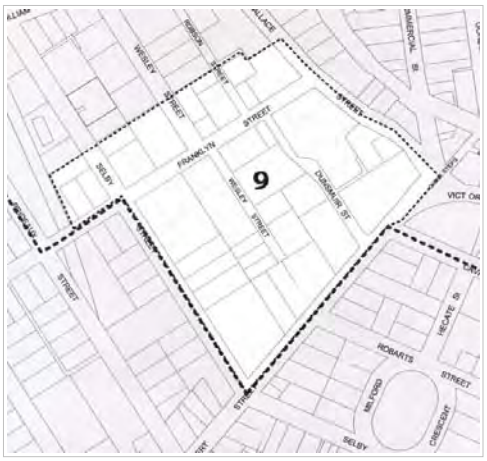
Action 1 Prepare design guidelines to reinforce the emerging character of Fitzwilliam as an old style shopping street flanked by mixed, but mainly residential medium rise street oriented uses, and serving as a major entry way to Downtown.

A Streetscape Plan

Action 2 Prepare and implement a streetscape plan for Fitzwilliam Street as a primary character area and entry way to Downtown.



4.9.9 Quennell Square



While this area accommodates some interesting heritage structures, it consists primarily of City Hall and its annexes and significant areas of underdeveloped lands. The significant amount of publicly owned lands coupled with central location provide an ideal set of circumstances for public/private partnership developments of a comprehensive nature. This means that a new mixed use business office, residential neighbourhood could be planned with emphasis given to creating an environment especially conducive to offices and housing which complements the existing major civic enclave. Over the longer term, an attractive, diverse community designed around sequences of walkways, mews and open spaces could be developed. Through comprehensive site planning of large sites, high-rise towers which would not intrude on valuable public views from the Old City neighbourhoods to the west, could be considered.

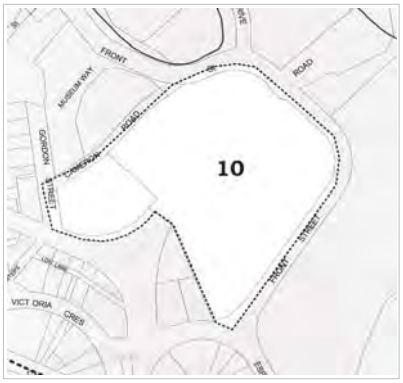
Action

A New Mixed Use Neighbourhood

Action 1 Prepare a comprehensive phased plan for the development, over time, of a mixed residential/business oriented neighbourhood which is compatible with the civic precinct and improves connection to the Downtown core area.



4.9.10 Harbour Park



In the longer term, this area offers the opportunity to create a significant residential/ commercial community which anchors this south end of Downtown and links the waterfront walkway system back into the primary Commercial Street shopping and cultural area.

The size, location and configuration of the site lends itself to a comprehensive plan of development including a major retail centre topped by a new low, medium and high-rise residential community.

Higher density in the form of highrises is supported in portions of the Harbour Park area, as identified in Section 5.1 “Land Use.”

Guidelines for the development of highrises in the character area include the following:

Minimum Lot Area:
4180.5 square metres (45,000 square feet)
Setbacks:
23 metres (75 feet) for all yards
Separation Between Towers:
45.72 metres (150 feet)
Maximum Floor Plate:
594.56 square metres (6400 square feet) for those floors six storeys or above, with a maximum depth and width of 24.38 metres (80 feet).

(2004-Dec-13)

Action

Comprehensive Vision for a New Community

Action 1 Encourage the owners of the Harbour Park mall centre to develop their lands for a major retail centre with an integrated high density residential community.



4.9.11 Study Area #2 Southern Waterfront

In the longer term, it is likely that the present ferry, port and industrial uses will change over time. Before that occurs, it will be important to have a plan and implementation strategy prepared for the area. The determination of desirable uses and development forms is best left until the area becomes available for redevelopment so that current conditions in the Downtown and the development market can be assessed.

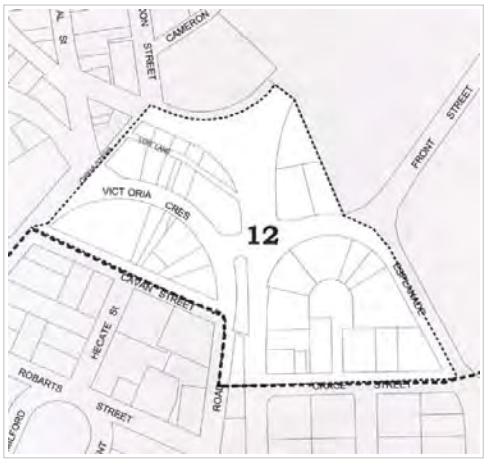
Action

Planning Study

Action 1 Prepare a concept plan and implementation strategy for this area when it is apparent that it will undergo change.



4.9.12 South Gate



As the main entrance route from the south approaches Downtown it takes a sharp turn to the west before proceeding along Terminal Avenue ravine. Here is another Gateway opportunity to add to the enjoyment and recognition of Downtown. This could be expressed by locating significant Gateway buildings on either side of the entry and by creating a new major public urban square framed by a new Harbour Park and the street walls of the new Gateway buildings and the crescent of Terminal Avenue.

Action

Gateway to Downtown

Action 1 Develop Design Guidelines, zoning and implementation strategies to encourage the creation of a special Gateway experience at this location.

LAND USE AND FORM OF DEVELOPMENT





This section sets out the direction to be taken in developing the Zoning Bylaw amendments that will regulate and guide development to implement the objectives of the Plan. These regulations will be primarily concerned with permitted land uses, densities and forms of development.

5.1 Land Use

While the intention is to encourage a diversity of uses throughout Downtown, each of the twelve distinct character areas will have a different land use emphasis than the others. Some will encourage a different predominant use than others and some uses will not be appropriate in all areas. For example, where residential neighbourhoods are planned, a number of Downtown uses, especially those which could be incompatible with the desired residential environment, such as clubs and bars, would be incompatible and are not permitted in those areas.

Uses fall into three categories; those which are permitted “as-a-right”; those which may be permitted provided they conform with stated design guidelines or other conditions, “conditional”; and those which are “not permitted”.

The overall land uses proposed are shown on the adjoining Proposed Land Use Plan.

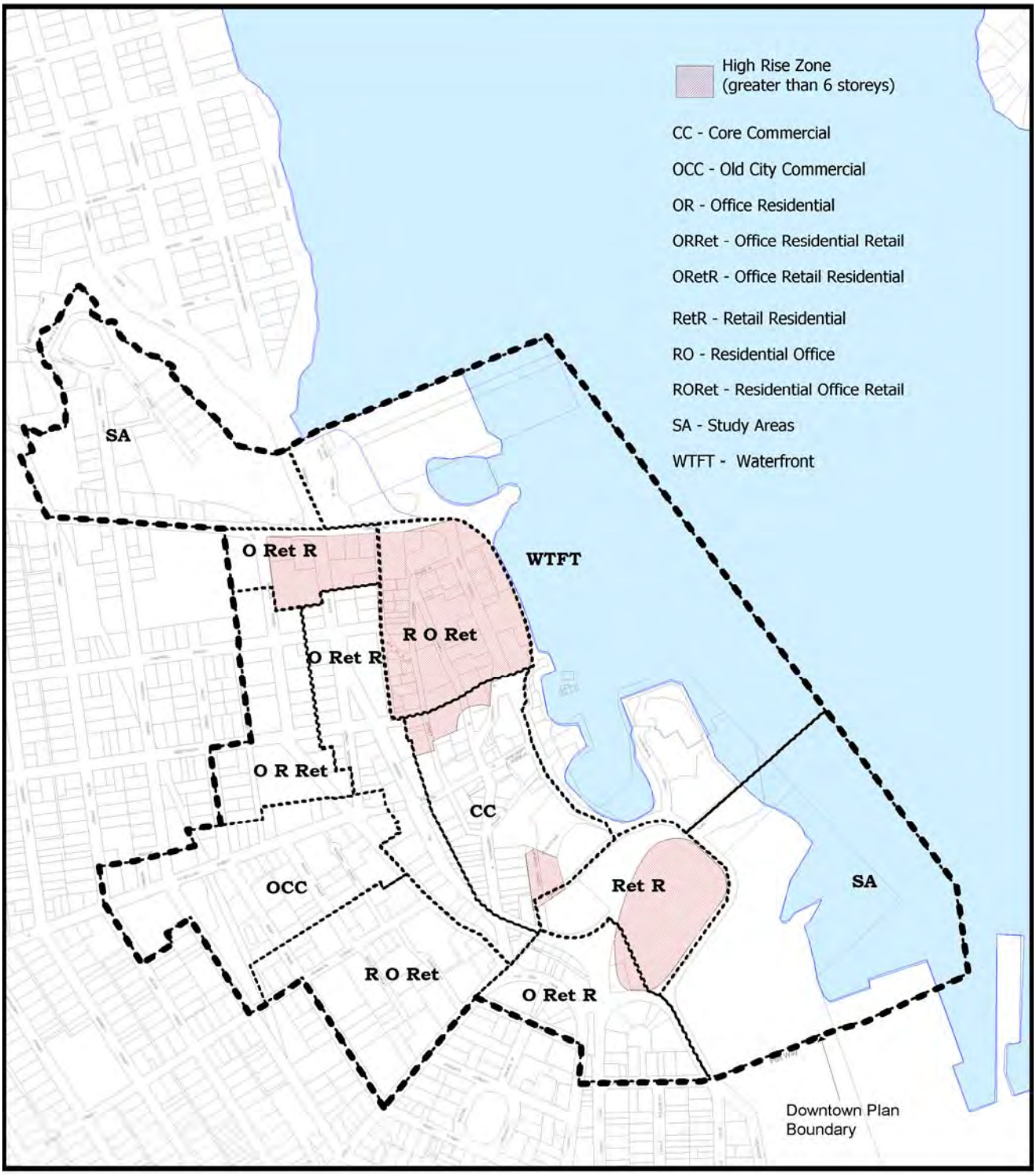
Action

New Zoning

Action 1 Amend the Zoning Bylaw to accurately prescribe permitted land uses to reflect the intentions of the Downtown Plan.

5.1 Land Use

(2004-Dec-13)



Land Use and Form

5.2 Density and Form

The Downtown Concept Plan and the Policies and Actions describe the intended densities and form of development for Downtown. Key to the future shape of Downtown are the Urban Design Policies and the description of each of the twelve character areas.

The distinctiveness of the twelve character areas will be derived from the regulations and guidelines which control the density and form of new developments. Some of these directions will be contained as mandatory regulations in the Zoning Bylaw with which new developments must conform.

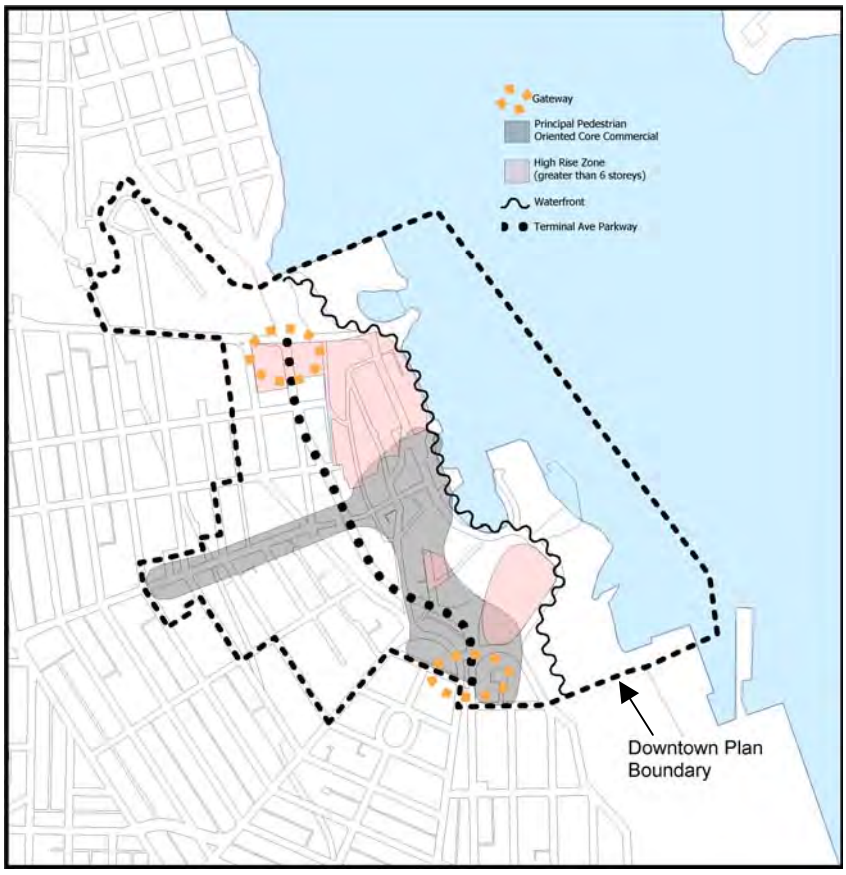
Design guidelines will also be prepared and made available to guide new developments. These are not mandatory requirements but provide numerous design suggestions for those preparing or approving developments Downtown. The designer has to use judgement in balancing the guidelines against the particular site conditions of the actual site where development is proposed.

Action

New Zoning

Action 1 Amend the Zoning Bylaw to accurately prescribe permitted densities and forms to reflect the intentions of the Downtown Plan.

Action 2 Adopt specific urban design guidelines to reflect the intentions of the Downtown Plan.



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5.2 Density and Form

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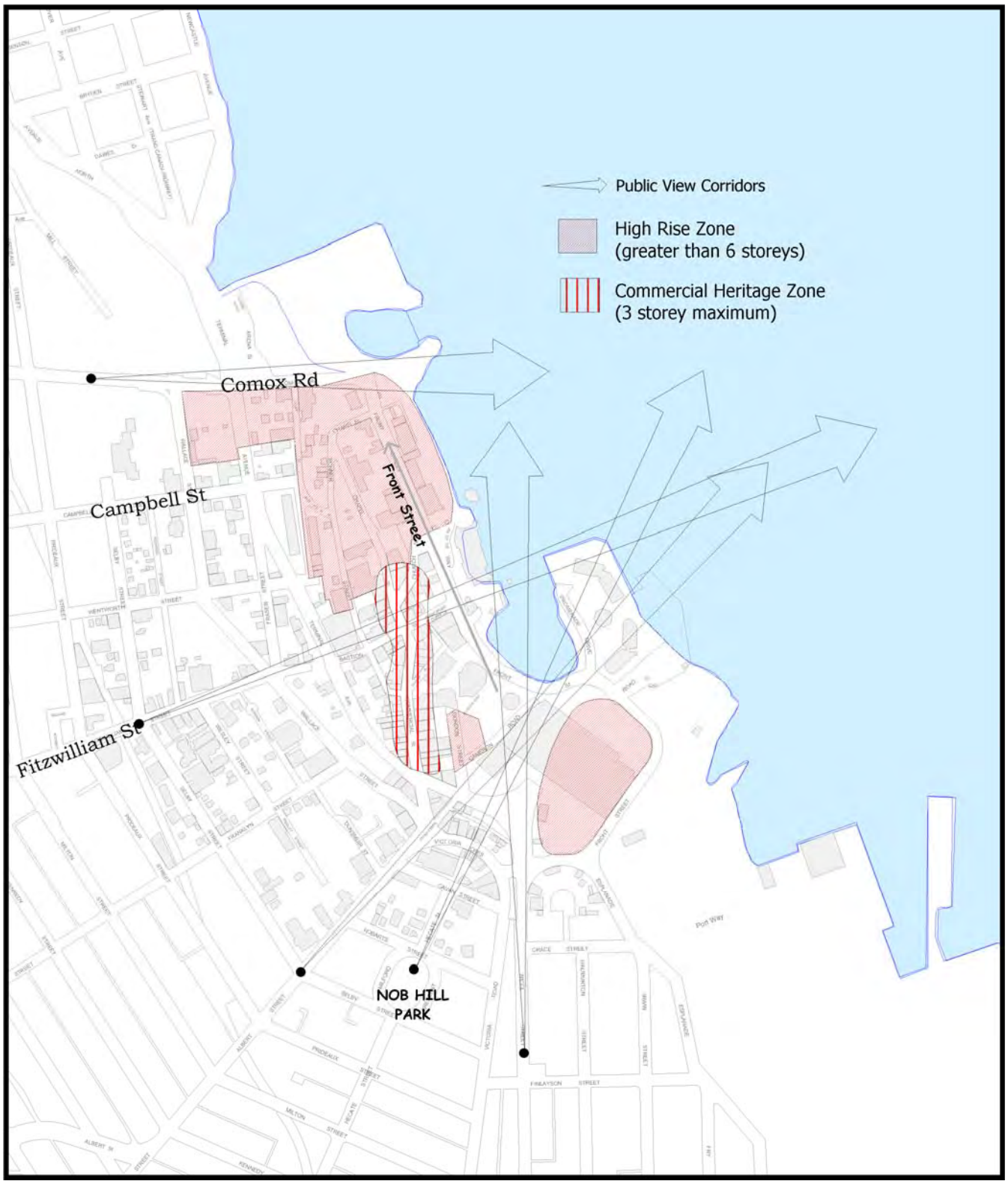


6

PLAN IMPLEMENTATION



The success of the Downtown Plan will be measured by the degree to which the Plan policies become a reality. The implementation program will achieve credibility if tangible results can be realized.

This chapter summarizes the implementation program, referred to as the Downtown Action Program and includes the approach to financing the five-year and beyond program.

6.1 Plan Budget and Financing Strategy

As the implementation budget depends largely on funding mechanisms, the budget must be flexible. Using the actions summarized in Section 6.3, an Implementation Report will be prepared for Council annually outlining:

- the status of action items that were underway in the previous budget year; and
- proposed actions for the current budget year.

The Downtown Plan financing strategy is that:

1. the City of Nanaimo designate funds from its Capital Budget Plan to implement the major projects, studies and programs identified in the Downtown Plan. These designated funds are currently available as an operating contribution to the Downtown Nanaimo Partnership and capital funds managed by Council for special projects Downtown.

   Additional budgets for specific actions in the Plan where the City is the initiator and/or takes the lead role, will be funded from existing budgets where appropriate and appear in the Five-year Financial Plan or come before Council as a higher service level request.

2. smaller studies and regular operating programs be funded through the normal operating budgets of City departments or through partnerships with private sector organizations and businesses.

3. the City form partnerships with the provincial and federal governments to fund certain programs and projects identified in the Downtown Plan. The partnerships could either be in the form of new project-specific funding partnerships or as sub agreements under an existing tri-level government agreement or the Canada Infrastructure Works Program.

4. many of the actions in the Downtown Plan are currently on the Downtown Nanaimo Partnership's work plan. Those actions to be initiated by the Downtown Nanaimo Partnership but not on a work plan, will be discussed by the Partnership, prioritized and an annual work plan developed to be approved by the Partnership under its existing operating budget. Related to the overall actions in the Downtown Plan, those actions not to be initiated by the Partnership may be discussed by the Partnership and a recommendation regarding implementation forwarded to the Downtown Centre Standing Committee for consideration.

6.2 Incentive Package and One-Stop Review Process

The following incentives have been put in place to assist Downtown property owners and developers in their efforts to revitalize Downtown under the strategies of increased residential development, increased employee based business and increased arts, culture and entertainment presence in the Downtown.

1. **Development Cost Charges** have been removed for a limited period of time to encourage residential development Downtown. Information regarding the boundaries within which Development Cost Charges no longer apply and the time frame for the incentive are available at City Hall.
2. **Parking** requirements have been reduced considerably in portions of the Old City bowl and Downtown area in an effort to encourage infill and upper-storey residential development.
3. Policies are in place for a **tax exemption for residential conversion** on selected heritage buildings. The exemption is intended to assist property owners with the cost of seismic upgrading, sprinkler systems and façade improvements required when converting upper storeys to residential use.
4. Information is available from the Partnership summarizing findings from a **Residential Market Analysis study** and an **inventory** of available properties with development potential.
5. The City is prepared to deal with Downtown development applications on a **one-stop review process basis**. This is an effort to help move applications along in the Downtown where projects tend to be more difficult and therefore, take more time than other areas of the city due to infill and topographical issues.

6.3 Downtown Action Program

A logical implementation procedure is vital to the success of the Downtown Plan. A carefully planned sequence of activities, concentrating efforts in the next three years, will best see the Downtown capture the energy and efforts of the City and the many organizations and individuals presently involved in Downtown improvements.

The 120 actions, which make up the Downtown Action Program are summarized in the table on pages 59-68. Actions are organized by subject category as set out in Chapter 4 of the Plan. The actions include studies, capital works programs, special programs, new processes and regulations.

The actions listed in the following table are described in terms of their type, funding, time frame and implementation responsibility. Using the table, the initiator reviews proposed actions and groups related actions into project areas. The project areas will then be prioritized and priority actions included in a proposed work plan. Resource availability must be confirmed before the work plan is finalized.

Recommendations for the use of the Downtown capital project budget will go to the Downtown Centre Standing Committee and then to Council for discussion and final decision. Actions that use existing budgets will require approval under existing organizational structures. New money requires a higher service level request to Council as part of annual budget deliberation.

Grant opportunities will be pursued by the initiator prior to including the action on the work plan.

An annual report, indicating progress on current actions and the rationale and budget details for proposed actions to be undertaken in the following year, need to accompany the annual proposed work plan.

Key to Action Plan Chart:

DNP	Downtown Nanaimo Partnership
DSD	Development Services Department
PRC	Parks, Recreation & Culture Department
Cult.Com.	Cultural Committee
NCHC	Nanaimo Community Heritage Commission
Eng.	Engineering Division
SPAC	Social Planning Advisory Committee
Com.Pln	Community Planning Division
RDN	Regional District of Nanaimo
VIA	VIA Rail
Dev.	Development Community
Ec.Dev.	Economic Development Division
PW	Public Works Department
E	Existing Budget
N	New Money
Neigh.Assoc.	Neighbourhood Association
Parking Com.	Parking Committee
Port Auth.	Port Authority
Min. of Transp.	Ministry of Transportation

Action Plan Chart

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Economic Development							
An Economic Vision for Downtown							
Policy 1 Action 1 Encourage investment and attract people, actively promote the Downtown.	DNP	DNP	E	✓			
Action 2 Facilitate networking and strategic partnerships.	DNP	DNP	E	✓			
Strong Downtown Economy							
Policy 2 Action 1 Clarify the roles of the key stakeholders.	DNP	DNP	E		✓		
Action 2 Develop and implement a Downtown Business Plan.	DNP	DNP	E		✓		
Action 3 Consider the creation of a Downtown Development Corporation.	DNP	DNP	E		✓		
Action 4 Implement a program to recruit new businesses.	DNP	DNP	E	✓			
Action 5 Identify policies and actions that will encourage existing businesses and community services to remain in the core area.	DNP	DNP	E		✓		
Action 6 Continue to explore opportunities for incentives.	City	City					✓
Action 7 Develop a market identification that advertises the Downtown as the heart of the community.	DNP	DNP	E	✓			
Action 8 Remove unintentional policy barriers that may discourage investment.	City	DSD	E				✓
Quality Development							
Policy 3 Action 1 Adopt land use regulations, guidelines and administrative processes that support quality development in the Downtown, encouraging flexibility and design innovation.	City	DSD	E	✓			
Concentration of Government Offices							
Policy 4 Action 1 Actively market Downtown to both levels of government.	DNP	DNP	E				✓
Centre of Academic Excellence							
Policy 5 Action 1 Encourage a university presence in the form of a campus and other facilities.	DNP	DNP	E	✓			
Action 2 Work with Malaspina University College (MUC) to identify public/private partnerships	DNP	DNP	E	✓			
Action 3 Encourage supportive services, programs and facilities for Downtown residents, staff and students.	DNP	DNP/City	E		✓		
Action 4 Coordinate with the convention centre and Downtown hotels, to promote regionally based educational opportunities.	DNP	DNP	E				✓
Tourism Infrastructure							
Policy 6 Action 1 In conjunction with Tourism Nanaimo prepare and implement a Downtown Tourism Plan.	DNP/Tourism	DNP/Tourism	E		✓		

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Arts, Culture and Entertainment							
Intensify Downtown Arts and Culture							
Policy 1 Action 1 Intensify the use of existing arts and cultural facilities, and encourage the development of complementary activities.	DNP/City/Community Groups	PRC/Cult.Com.	E				✓
Action 2 Explore opportunities to utilize existing heritage and other buildings for arts and culture facilities while ensuring that the location of such facilities is appropriate to the nature of the proposed Downtown Character areas.	DNP/City/Community Groups	PRC/Cult.Com.	E/N			✓	
Action 3 Develop programs to encourage artists, arts and cultural groups, and related professionals to find working and living space in the Downtown.	DNP/Community Groups	DNP	E				✓
Downtown Public Art							
Policy 2 Action 1 Work with the Cultural Committee to promote the "Art in Public Places Policy".	DNP/City	PRC/Cult.Com.	E				✓
Action 2 Encourage private developers to incorporate public art into their projects.	City	DSD	Cost of dev.				✓
Marketing and Financial Support							
Policy 3 Action 1 Continue private/public sector partnerships to promote year round festivals, arts, cultural and community events as part of the Downtown Nanaimo experience.	Community Groups/DNP/ Tourism/City	PRC/Cult. Com./DNP	E				✓
Action 2 Continue to provide financial support through municipal grant assistance to established and emerging Downtown arts and cultural groups and programs.	City	Applicant	E - Grants in Aid/PRC/Cult.Com./DT Fund				✓
Action 3 Continue to facilitate financial support from other levels of government, foundations and private donors.	DNP/Community Groups/Tourism	DNP/Community Groups/Tourism	E				✓
Action 4 Provide strong support in principle for Downtown (through letters of support)	City	City	E				✓

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Housing and Community Development							
Downtown Housing Targets							
Policy 1 Action 1 Stimulate Downtown housing development by expanding areas zoned for residential development and encouraging high density and high-rise residential in specified areas.	City	DSD	E	✓			
Action 2 Continue to encourage the conversion of Downtown heritage buildings to residential use.	City/DNP	NCHC/DSD/DNP	E	✓			
Action 3 Continue to examine ways to provide more flexibility in the application of Building Code regulations.	City	Building Div.	E	✓			
Action 4 Implement a Downtown housing marketing program.	DNP	DNP	E		✓		
Action 5 Maintain a listing of housing available in the Downtown.	DNP	Realtors	E				✓
Action 6 Explore options for funding and implementing improvements to the residential environment through public improvements to streets, parks and open spaces.	DNP/City	Eng.	N (City) or E/grant (DNP)				✓
Action 7 Discuss Local Area Improvement cost share formulas and methods for implementation where there is a Downtown community benefit and no adjacent property owners.	City	Com.Pln./Finance	E	✓			
Downtown Residents							
Policy 2 Action 1 Encourage a wide range of housing choice.	DNP/City	City Policy	E				✓
Action 2 Develop an action plan to address the housing needs of low income and special needs households in the Downtown.	City	Com.Pln./SPAC	E		✓		
Action 3 Consider the use of incentives to ensure opportunities for the development of affordable and special needs housing.	DNP	DSD	N				✓
Community Development in the Downtown							
Policy 3 Action 1 Establish a community development program in the Downtown.	City	Com.Pln./SPAC	E		✓		
Action 2 Support Downtown residents in establishing a representative neighbourhood association.	City	Com.Pln./Neigh. Assoc.	E				✓
Action 3 Determine, in consultation with Downtown stakeholders, the need for new community amenity space.	City	Com.Pln./PRC/DNP	E				✓
Policy 4 Action 1 Support the development of a crime prevention program.	City/DNP	City/DNP/RCMP	E		✓		
Action 2 Maintain a Community Police Station in the Downtown and operate crime prevention programs.	City/Neigh. Assoc.	RCMP/Com.Pln./ Neigh. Assoc.	E				✓
Action 3 Ensure that all designs for residential buildings are reviewed using CEPTED.	City	DSD	E				✓

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Transportation Systems							
Policy 1 Action 1 Develop a Downtown Transportation Plan.	City	Eng./Com.Pln.	N		✓		
Pedestrian Emphasis							
A Quality Pedestrian Environment							
Policy 1 Action 1 Provide amenities for pedestrians throughout the Downtown, by implementing streetscape plans and design guidelines.	City	DSD/DNP	N	✓			
Action 2 Establish a policy and procedures whereby improvements to the pedestrian environment are incorporated as a significant component in funding and implementing roadway improvements in the Downtown.	City	Com.Pln./DSD/ Eng.	E				✓
Action 3 Encourage continuous weather protection on main pedestrian routes, especially on shopping streets.	Dev.	Dev.	Cost of dev.				✓
Action 4 Improve and expand the pedestrian circulation network to link important destinations.	City/Dev.	PRC	Cost of dev./N		✓		
Action 5 Strengthen connections by identifying missing pedestrian linkages.	City	PRC	E		✓		
Action 6 Establish a pedestrian signage/ mapping system.	City	Com.Pln./PRC	E		✓		
Transportation Management Measures							
Policy 2 Action 1 Review the operation of the transportation management system.	City	Eng./Com.Pln.	E		✓		
Action 2 Consider the importance of pedestrian mobility in the Downtown.	City	Eng./ComPln./PR C	E				✓
Safety, Maintenance and Accessibility							
Policy 3 Action 1 Explore options for improving intersection design and traffic calming and permitting mid-block crossings.	City	Eng./Com.Pln.	E				✓
Bicycle Routes							
A Bicycle Friendly Downtown							
Policy 1 Action 1 Continue to develop integrated on-road and off-road cycle routes to and within Downtown.	City	PRC	E/N				✓
Action 2 Provide and encourage development of end-of-trip facilities.	City/DNP	PRC/Dev./DNP	E/N				✓
Public Transit							
Transit First							
Policy 1 Action 1 Develop an easy-to-use Downtown transit route network that integrates with other transportation modes.	DNP/RDN	RDN	E				✓
Action 2 Improve bus stops with better shelters and route information displays.	DNP/RDN	RDN	E/N				✓
Action 3 Develop options for and implement a shuttle bus to connect high traffic destinations in the Downtown.	DNP/RDN	RDN	E		✓		

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Road Network							
Policy 1 Action 1 Review the hierarchy of roads to ensure that Downtown oriented traffic needs are met.	City	Eng.			✓		
Action 2 Provide a comprehensive signage system to clarify the road system and access to and within Downtown.	City	Eng./Com.Pln.	E	✓			
Action 3 Enhance the following major entry routes to Downtown: Fitzwilliam Street, Nicol Street, Terminal Avenue, Comox Road and Albert Street.	City	Eng./Com.Pln.	N				✓

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Parking							
Downtown Parking							
Policy 1 Action 1 Provide efficient and effective management of Downtown parking.	City	Clerk's Office/Parking Com.	E	✓			
Action 2 Include parking signage in an overall signage study for Downtown.	City	Com.Pln.	E		✓		
Diversified Proactive Approach to Short-Term Parking							
Policy 2 Action 1 Parking Committee to review parking policies for Downtown.	City	Clerk's Office/Parking Com.	E	✓			
Employee Parking							
Policy 3 Action 1 Work towards ensuring adequate employee parking and access to alternative travel modes.	DNP/City	Clerk's Office/Parking Com.			✓		
Residential Parking Requirements							
Policy 4 Action 1 Maintain reduced parking requirements for residential development in the Downtown.	City	DSD	E	✓			
Truck Routes							
Truck Route Network							
Policy 1 Action 1 Assess adequacy of the truck route network and its operations.	City	Eng.	E		✓		
Action 2 Provide clear truck route information and signage.	City	Eng.	E		✓		
Ferry, Air and Rail Service							
By Air							
Policy 1 Encourage continual growth of air services available on the Downtown waterfront.	Port Auth./private	Port Auth./private	E/N				✓
By Water							
Policy 2 Encourage the development of a passenger ferry connection to Downtown Vancouver.	Port Auth./private	Port Auth./private	E/N	✓			
By Rail							
Policy 3 Encourage the improvement of rail service to provide commuter and tourism access to Downtown.	VIA/Min. of Transp./Transport Canada	Municipalities along rail corridor	N	✓			

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Parks, Open Space and Recreation							
Provision of Parks and Open Space							
Policy 1 Action 1 Determine the open space needs for a new and growing population and a mechanism for acquiring lands needed for parks and urban open spaces.	City	PRC	E		✓		
Action 2 Encourage the creation of interest and surprise throughout the Downtown using available corners, alleys, rooftops and nooks for innovative open spaces.	City/DNP/Dev.	City/DNP/Dev.	E/N				✓
Active Use of Open Spaces							
Policy 2 Action 1 Develop existing and new public open space to accommodate uses such as open area markets, street vendors, sidewalk cafes, artwork and exhibits.	City	Dev./DNP	E/N				✓
Park Safety							
Policy 3 Action 1 Ensure plans for new parks and for the redevelopment of existing parks following design guidelines for crime prevention.	City	PRC	E				✓

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Historic Preservation							
Encourage Preservation							
Policy 1 Action 1 Develop programs providing financial and administrative support to promote the rehabilitation and re-use of historic resources.	City	NCHC/DSD	E				✓
Promote the Benefits of Historic Preservation							
Policy 2 Action 1 Provide information and advice to owners, developers, interest groups, individuals and the media to foster a sense of ownership and pride in Downtown buildings and history.	City	NCHC/DSD	E				✓
Action 2 Maintain a communication program to promote the benefits of historic preservation.	City	NCHC/DSD	E				✓
Heritage Organizations							
Policy 3 Action 1 Involve the local community in historic preservation activities.	City	NCHC/DSD	E				✓
Action 2 Provide advice and assistance to undertake rehabilitation initiatives.	City	DSD	E				✓
Rehabilitation and Re-use of Historic Properties							
Policy 4 Action 1 Promote the re-use of historic properties by providing advice, incentives, exemptions and compensation to owners.	City	NCHC/DSD	E				✓
Action 2 Encourage civic departments, as well as governments and government-funded agencies and socio-cultural groups to locate their offices and activities in heritage buildings.	City/DNP	DNP/DSD/Ec.Dev	E				✓
The Architectural Integrity of Buildings							
Policy 5 Action 1 Provide design guidelines and flexible regulations appropriate to the historic character of the buildings and the area.	City	DSD	E	✓			
Action 2 Ensure that infill developments, renovations and additions to existing buildings respect the historical nature of adjacent and/or neighbouring properties.	City/NCHC	DSD	E				✓
Natural Environment							
A Greener Downtown							
Policy 1 Action 1 Maintain and expand the quality and quantity of natural vegetation and trees.	City/Dev.	PRC/Property owners	E/N				✓
Stormwater Management							
Policy 2 Action 1 Continue to employ best stormwater management practices.	City	Eng.	E/N				✓
Action 2 Initiate further study for additional approaches for dealing with stormwater.	City	Com.Pln.	E/N			✓	

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Urban Design							
An Attractive and Livable Downtown							
Policy 1 Action 1 Prepare a specific urban design strategy for Downtown.	City/DNP	DSD	E	✓			
Action 2 Adopt urban design guidelines.	City	DSD	E	✓			
Action 3 Provide guidelines for the design and integration of new developments.	City	DSD	E	✓			
Action 4 Ensure that new developments incorporate human scale design principles.	City	DSD	E	✓			
Action 5 Ensure that where a building fronts onto the street, it is designed to minimize blank walls.	City	DSD	E	✓			
Action 6 Ensure the design of a building complements its neighbouring structures to create a coordinated streetscape.	City	DSD	E	✓			
Action 7 Ensure that the design of any new development does not create adverse wind conditions.	City	DSD	E	✓			
Action 8 Ensure that new developments allow sun penetration to streets and open spaces.	City	DSD	E	✓			
Action 9 Encourage the provision of continuous weather protection.	City	DSD	E	✓			
Action 10 Ensure that the siting of new developments maintains and enhances existing views, vistas and visual corridors, and where possible, creates new ones.	City	DSD	E	✓			
Action 11 Locate artwork in prominent public spaces and encourage the inclusion of artworks and/ or performing arts programs in public and private developments.	City/DNP	PRC	E				✓
Action 12 Provide a system of distinctive, clear and well designed public signs in the Downtown.	City/DNP	Com.Pln/PW	E		✓		
The Distinctive Areas of Downtown							
Policy 2 Action 1 Prepare specific land use, density and form regulations and guidelines.	City	DSD	E	✓			
Action 2 Identify and retain the special topographical features of Downtown Nanaimo.	City	DSD/Com.Pln.	E	✓			
Action 3 Encourage the development of special buildings to distinguish the main entrances.	City	DSD	N		✓		
Policy 3 Action 1 Develop a program of streetscape improvements for the main approach routes to Downtown.	City/DNP	Com.Pln/Eng/ DNP	E/N	✓			
Action 2 Strengthen the special identity of each Downtown character area.	City	DSD	E	✓			
Action 3 Develop streetscape and urban design concepts and implementation strategies for special streets.	City/DNP cost share	Com.Pln./DNP	N/E	✓			
Action 4 Provide for high quality amenities and the visual interest of the pedestrian.	City/DNP	DSD/Eng.	N				✓
Action 5 Prepare a Downtown Lighting Program.	City/DNP	City	N			✓	
Action 6 Encourage activities like sidewalk cafes, open air markets, street vendors and year round programmed events on sidewalks and open spaces in commercial areas.	City/DNP	DSD/Eng/DNP	E/N				✓

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Character Areas							
Future Study Area 1							
Planning Study							
Action 1 Undertake a study of the area to determine planning guidelines for its future development.	City	Com.Pln.	N			✓	
Waterfront							
Waterfront Walkway							
Action 1 Protect and enhance the waterfront walkway.	City/Port Auth.	CIty/Port Auth.					✓
Waterfront/ Downtown Relationship							
Action 2 Develop design guidelines.	City/Port Auth.	City/Port Auth.				✓	
Linkages to Downtown							
Action 3 Develop a strategy to create stronger more attractive and convenient pedestrian linkages.	City/Port Auth.	Com.Pln./PRC	Pedestrian Master Plan		✓		
North Gate							
Gateway to Downtown							
Action 1 Permit higher densities on these sites on condition that the buildings express the Gateway theme.	City	DSD	E	✓			
Chapel Front							
A New High Density Residential Area							
Action 1 Prepare new zoning and design guidelines.	City	DSD	E	✓			
Wallace							
Develop and Integrate with Terminal Avenue Developments							
Action 1 Prepare new zoning and design guidelines.	City	DSD	E	✓			
Terminal Parkway							
Terminal as Greenway							
Action 1 Prepare a design plan and implementation strategy.	City	Com.Pln.	N			✓	
Core							
Encourage Intensification while Retaining Scale and Character							
Action 1 Prepare zoning and design guidelines to permit conversion and infill.	City	DSD	E	✓			

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Fitzwilliam							
Reinforce the Fitzwilliam Character							
Action 1 Prepare design guidelines to reinforce the emerging character of Fitzwilliam as an old style shopping street flanked by mixed, but mainly residential medium rise street oriented uses, and serving as a major entry way to Downtown.	City	DSD	E	✓			
A Streetscape Plan							
Action 2 Prepare and implement a streetscape plan for Fitzwilliam Street as a primary character area and entry way to Downtown.	City	PW	E	✓			
Quennell Square							
A New Mixed Use Neighbourhood							
Action 1 Prepare a comprehensive phased plan for the development.	City	DSD	N		✓		
Harbour Park							
Comprehensive Vision for a New Community							
Action 1 Encourage the owners of the Harbour Park mall centre to develop their lands for a major retail centre with an integrated high density residential community.	City/Property owner	Property owner				✓	
Study Area 2 Southern Waterfront							
Planning Study							
Action 1 Prepare a concept plan and implementation strategy for this area.	City	Com.Pln.	N		✓		
South Gate							
Gateway to Downtown							
Action 1 Develop Design Guidelines, zoning and implementation strategies to encourage the creation of a special Gateway experience at this location.	City	DSD	E	✓			

Land Use							
New Zoning							
Action 1 Amend the Zoning Bylaw to accurately prescribe permitted land uses to reflect the intentions of the Downtown Plan.	City	DSD	E	✓			

ACTION	Initiating Role	Lead Role	Existing Budget/ New Money	Time Frame			
				Immed.	Short	Long	On-going
Density and Form							
New Zoning							
Action 1 Amend the Zoning Bylaw to accurately prescribe permitted densities and forms to reflect the intentions of the Downtown Plan.	City	DSD	E	✓			
Action 2 Adopt specific urban design guidelines to reflect the intentions of the Downtown Plan.	City	DSD	E	✓			

6.4 Plan Operation

The implementation of the Downtown Plan will be a cooperative effort involving both public and private sector Downtown stakeholders. The Downtown Action Program indicates a strong role for the Downtown Nanaimo Partnership as well as the City. The existence of the Downtown Nanaimo Partnership opens many opportunities for actions that are beyond current municipal resources or outside the powers of the municipality under the *Local Government Act.*

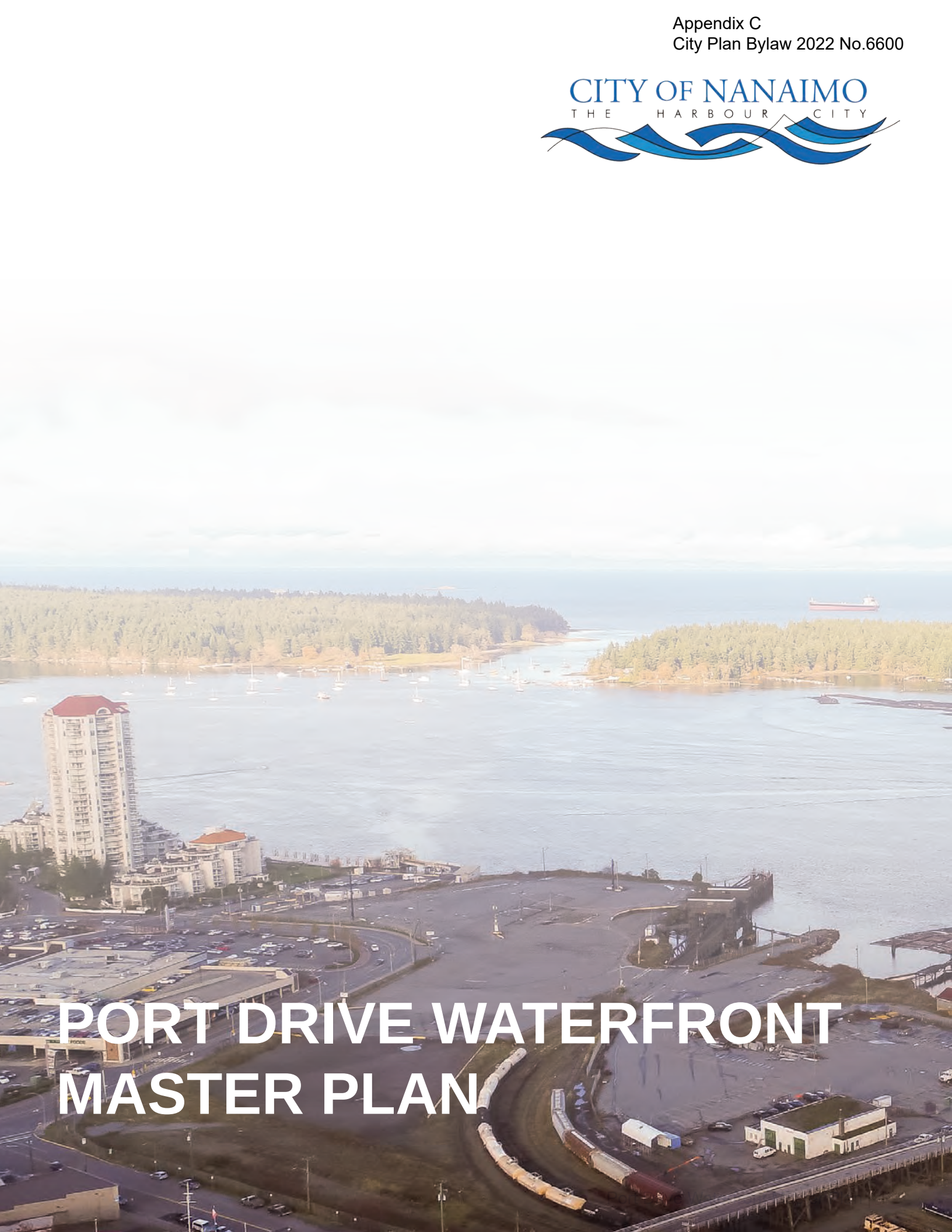
The Downtown Action Program will provide the direction for implementation. The existing Downtown Nanaimo Partnership and City Hall processes will be the organizational structure for initiating those actions within their control and/or influence. The Partnership, through the reporting structure, will provide recommendations on priority actions to assist Council in determining the best use of the Downtown capital budget.

If restructuring of the Downtown Nanaimo Partnership occurs in the future where its current status as a committee of Council changes and the Partnership becomes an independent Downtown organization, initiating and lead roles may remain as outlined in the Downtown Action Program, provided mandates and resources remain substantially unchanged.

If the Partnership is dissolved, those actions within the control and/or influence of the Partnership cannot be undertaken under any existing City organizational structures. Those actions identified as City initiatives will continue to be considered during annual work plan preparation.

Appendix C
City Plan Bylaw 2022 No.6600

CITY OF NANAIMO
THE HARBOUR CITY



PORT DRIVE WATERFRONT MASTER PLAN



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LONDON DRUGS

1. INTRODUCTION

Nanaimo's harbour and associated waterfront offers a significant opportunity to initiate and fulfill a unprecedented mandate – the development of appropriate and complementary land uses that foster community, cultural, economic, environmental, and social well-being. Nanaimo has a chance to create a harbour and waterfront with a legacy that is celebrated today and for generations.

The Port Drive Waterfront Master Plan covers a total area of 9.9 hectares (24.4 acres) and is located at the waterfront edge of Downtown Nanaimo, next to the Gabriola ferry terminal and across from Port Place Mall.

Plan Area

The Plan applies to the area shown in the Plan Area Map, which is part of the Downtown Urban Node Future Land Use Designation in Nanaimo's the Official Community Plan (OCP). The Plan considers important relationships between Nanaimo's Downtown, neighbouring areas and the waterfront location.

Purpose

The Port Drive Waterfront Master Plan (PDWMP) forms part of the City of Nanaimo Official Community Plan (OCP) and provides detailed policies to guide future development and change in the Downtown Nanaimo community over the next 25 years. It identifies a plan for land use, transportation and infrastructure that supports the community's vision for the future of the Port Drive Waterfront area.

The Plan sets a framework for more detailed planning steps that will include rezoning, subdivision, and the development of a development permit area to guide growth in this area.

MAP 1 - Plan Area Map



Fig. 1 - Port Drive Waterfront Plan Area

PLAN PROCESS

The PDWMP process involved five phases



Consultation specific to the PDWMP built on the South Downtown Waterfront Initiative (SDWI) and involved interviewing and collaborating with stakeholders over a number of workshops and independent meetings.

In June of 2017 the City hosted an Open House to share the options for the Plan Area, complemented by an online survey.

The survey and Open House presented the community with multiple options for future change and growth based around five theme areas:

1. Land Use (Residential, Tourism, Light Industrial)
2. Access/ Transportation/ Mobility
3. Residential Form and Character
4. Climate Change Strategy
5. Public Space

Key issues and opportunities that were identified throughout the planning process informed the contents of this plan, which is organized by the themes covered throughout the planning process.

GUIDING PRINCIPLES

Initially considered as part of the South Downtown Waterfront Initiative (SDWI), a high level visioning and consultation process that concluded in December 2013, the Port Drive Waterfront Master Plan aims to respect the Vision and Guiding Principles that resulted from this initiative. These are:

1. **Promote access and connectivity to local neighbourhoods, the city, and the region.**
2. **Support an evolving working harbour.**
3. **Promote ecologically positive development.**
4. **Promote bold and resilient land use.**
5. **Embed cultural and social considerations in future decisions.**


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2. CONTEXT

Historical Context

The City of Nanaimo and its partners would like to acknowledge that 1 Port Drive is on the unceded traditional territory of the Coast Salish peoples, specifically the Snuneymuxw First Nation.

Since time immemorial, the Snuneymuxw maintained large permanent settlements at Nanaimo Harbour, Departure Bay, and Gabriola Island, moving belongings and house boards between the settlements depending on the seasonal availability of resources. One of the six named Snuneymuxw groups, the Salaxal, occupied the Nanaimo Harbour village on a year-round basis and only moved from this village when the Hudson Bay Company sold the area to the Vancouver Coal and Land Mining Company, who built a coal tramway and wharf on the site in 1862. Prior to coal-related development in Nanaimo Harbour, a large portion of the Plan Area was under water. Photos of Commercial Inlet in 1858 show houses, canoes and other structures on the shore.[1]

[1] Snuneymuxw First Nation web page 2005



Fig. 2 - Historical Shore Photo

Commercial Inlet is now filled in and the original shoreline is shown on the map belo .



Fig. 3 - Historical Shore Line Map

Archaeological Site Inventory

An Archaeological Site Inventory of the property was conducted after the City acquired the site. A number of historical objects were found and the site was registered on the Provincial Archaeological registry to ensure that these archaeological values are considered during any future development of the site.

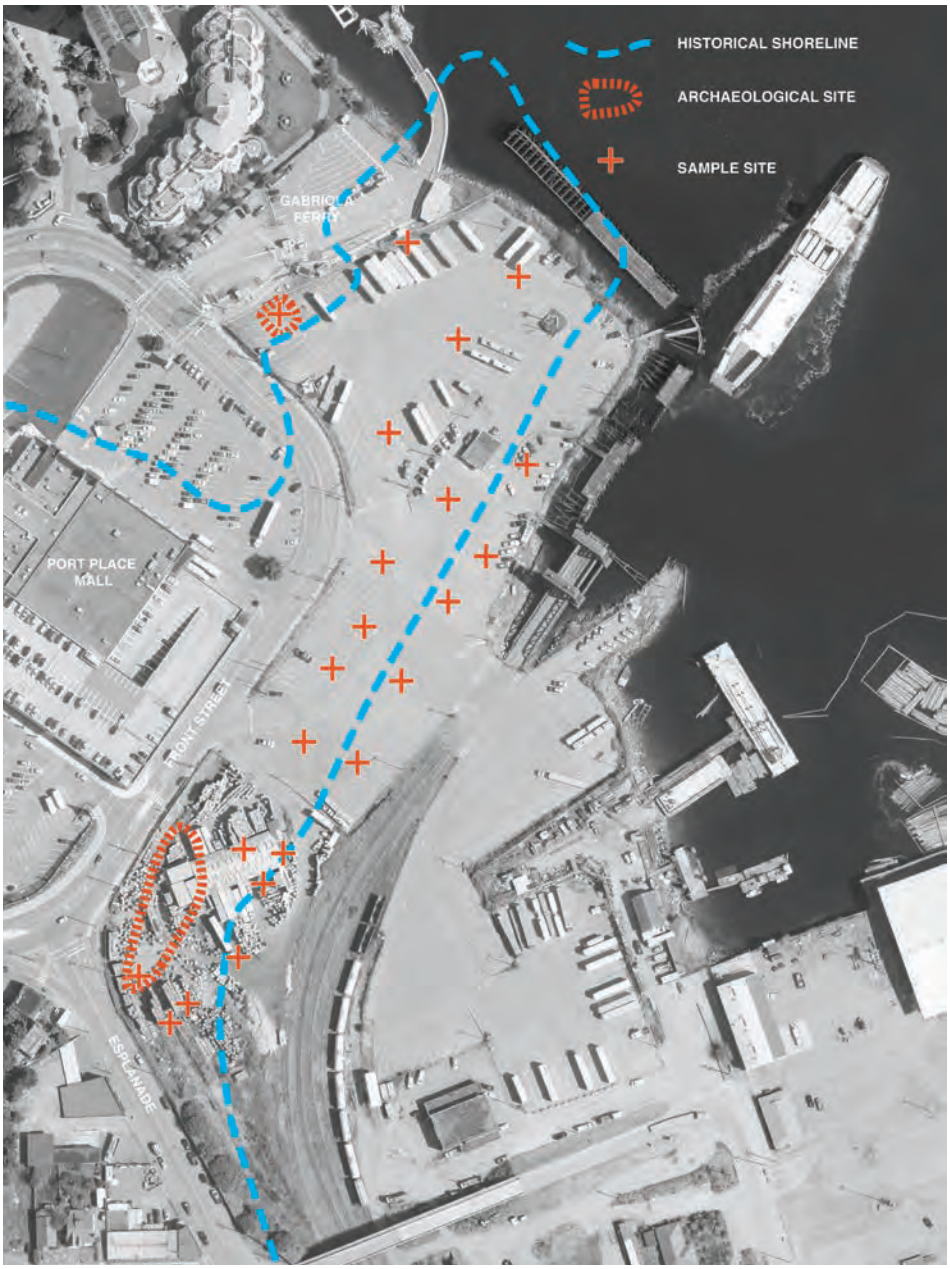


Fig. 4 - Archaeological Site Inventory



Fig. 5 - Historical Nanaimo Map

Plan Area Context

Like many industrial waterfront sites, the Plan Area has a number of legal encumbrances that dedicate portions of the site for certain uses. This includes the rail area, owned by the Island Corridor Foundation, which will continue to see rail use into the future. The rail dock is within this right-of-way (ROW) and will remain in operation as the only barge-to-rail transfer dock on Vancouver Island.

The southern edge of the Plan Area is bound by the trestle access to the Nanaimo Port Authority (NPA) Lands. Nearing the end of its useful life, it presented a key consideration for the Master Plan. The NPA lands contain light industrial uses, an active marine industry, three deep sea berths, warehousing, a heliport and Nanaimo's Cruise Ship Terminal.

Further southwest, the South End Neighbourhood was once home to the majority of Nanaimo's population. This neighbourhood is predominantly residential with commercial uses at the edges nearest the PDWMP area.

On the opposite end of the Plan Area, the northern edge of the site is bound by a parcel of land owned by the NPA. Next to this is the Gabriola Ferry Terminal. Front Street defines the eastern perimeter of the Plan Area and is the main connection to Downtown. Less than 400 metres away from commercial Street, the PDWMP area is within walking distance of Nanaimo's downtown.

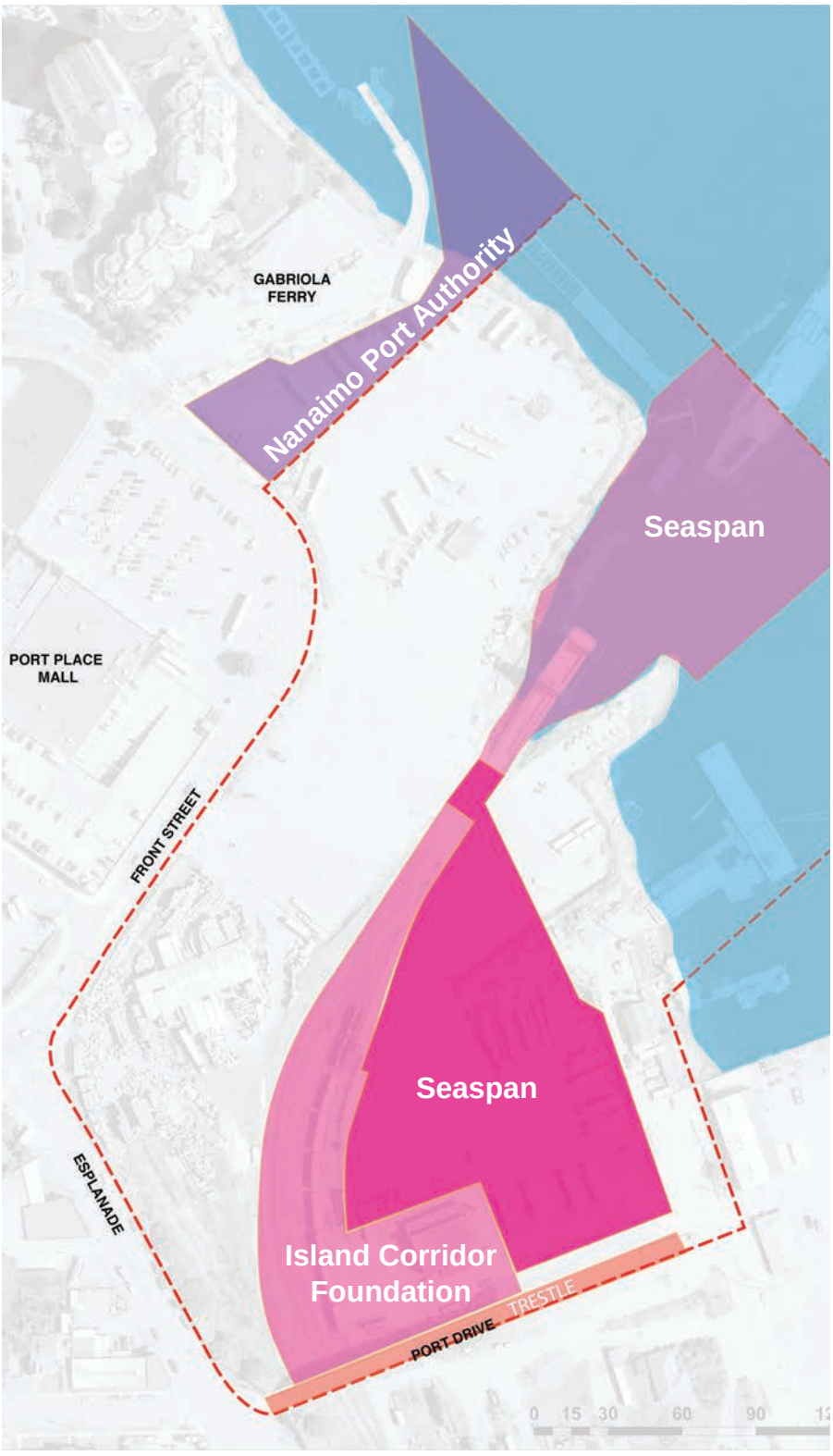


Fig. 6 - Plan Area Legal Encumbrances (Anticipated 2018)

Policy Framework

This plan is to be read in conjunction with the following city-wide plans and policies, which guide planning, priority-setting and funding at the neighbourhood level:

- Strategic Plan Update 2016-2019
- Nanaimo's Official Community Plan, 200
- Nanaimo Downtown Plan (Reference Document), 2002
- South Downtown Waterfront Initiative, (2013)
- Nanaimo Transportation Master Plan (2014)
- Downtown Urban Design Plan and Guidelines (2008)
- South End Neighbourhood Plan, 2010
- Nanaimo Port Authority Land Use Plan (2008)

The Strategic Plan Update 2016-2019 outlines priorities to be pursued into 2019 for Council. City Staff and the City as a whole. The update restates the City's commitment to the four values of sustainability: economic health, environmental responsibility, social equity and cultural vitality, as well as adds a fifth value for healthy lifestyle. Key to the PDWM , the Strategic Plan prioritizes the creation of a complete community along Nanaimo's south downtown waterfront as a catalyst for our community's future health and as a key economic driver for downtown revitalization. This includes finalizing the Port Drive Waterfront Master Plan and constructing an access route to the South Downtown Waterfront lands.



Nanaimo's Official Community Plan contains city-wide objectives and specific direction for areas of growth to guide neighbourhood planning. For the PDWMP, the OCP designates this area as part of the Downtown Urban Node, one of the five urban nodes in the Cit . As the regional centre, this Node envisions space for arts and culture, celebrations and festivals, commercial services, civic facilities, and higher density residential, between 50-150+ units/ha and with a height up to and including high-rise buildings.



The Nanaimo Downtown Plan (NDTP) seeks to ensure that future land use decisions contribute to the achievement of the City's social, economic and environmental goals. In response to the impact on the Downtown from the sub-urbanization of Nanaimo in the late 80's, a goal of NDTP is to maintain this unique and historically important place.



The South Downtown Waterfront Initiative is a long-term, high-level consultation and visioning document that provides guidance for the transition of the entirety of the downtown Nanaimo industrial waterfront for the next 30-40 years. The Vision and Guiding Principles that resulted from the extensive community consultation within the Initiative provide a framework for the long-term development of the PDWMP area and are wholly adopted within this plan.



Port Drive Waterfront Master Plan

The Nanaimo Transportation Master Plan (NTMP) is a long-term multi-modal Transportation Plan that will guide transportation decision-making over the next 25 years. The overall goal of the Plan is to shift the City's transportation system from a predominantly car-oriented system to a multi-model system. To do this the NTMP encourages improved cycling and walking infrastructure, particularly along Front Street. These aspirations are coordinated within the PDWMP and, further, the PDWMP responds to the policies related to mitigating traffic impacts of the Gabriola Island ferry connection.



The Downtown Urban Design Plan and Guidelines provide guidance for the high quality future redevelopment of private sites, public lands and urban infrastructure in downtown Nanaimo. Specific guidelines for the PDWM area include:

- Provide better public access to the water
- Connect the city's key cultural amenities
- Create a landscape buffer to the Gabriola ferry lands
- Introduce buildings to the street edge along Front street
- Build for downtown residents in addition to tourist visitor considerations



The South End Neighbourhood Plan complements the OCP and provides more detail for the planning specific to this neighbourhood. Being the immediate neighbour, the PDWMP refers to this plan to help integrate its objectives, vision, and design. Where the PDWMP meets the South End Neighbourhood, the land-uses are designated as Corridor and mixed use which envisions 4-6 storey buildings while maintaining key view corridors at street ends. Pedestrian and road connections are also considered at Crace, Finlayson, Milton, and Farquhar- but do not include the redirecting of heavy truck traffic through the neighbourhood.



The Nanaimo Port Authority Land Use Plan sets out the land use directions for the Port Authority Lands. A key objective within the plan relative to the PDWMP is the support for the development of a Harbourside Walkway. The Land Use Plan sets out a clear vision to Maintain Nanaimo Harbour as the major deep sea port on Vancouver Island. This vision does not include residential land uses. However, providing greater public access to the Waterfront and improving the ability of Nanaimo Harbour to be shared by its users are two principles that further relate to the PDWMP.





OBJECTIVES

The objectives of the Master Plan were developed through the South Downtown Waterfront Initiative, consideration of the relevant policy (Corporate Strategic Plan, Nanaimo's OCP, South End Neighbourhood Plan and The Nanaimo Downtown Plan), and through meetings with key stakeholders.

The objectives fit under the key themes of: Access, Land Use and Density, Environment, and Context.

Access:

- Formalize the road network and address access through the site, including the existing trestle.
- Provide for improved public waterfront access including the extension of pedestrian and cycling networks.
- Consider transit access and the establishment of a transit hub.

Land Use and Density:

- Establish a strong public realm and open space system.
- Confirm suitable land uses and their location on the propert .
- Establish policy with respect to the built form.

Environment:

- Promote ecological stewardship and restoration.
- Plan for resiliency for a changing climate.

Context:

- Integrate adjacent land uses.
- Support a working harbour capable of evolving.

3. LAND USE AND URBAN DESIGN

The use of land and the design of new developments are critical components in moving towards the future outlined in this plan. This section provides an overview of land use directions for the Port Drive Waterfront Master Plan.

Three distinct precincts define the PDWMP and provide a transition from the Nanaimo Port Authority Lands and existing industrial uses to a more residential focus adjacent to Cameron Island.

These precincts are:

- **Residential Focus**
- **Mixed Use**
- **Light Industrial**

Stakeholder input and background studies, including a market analysis by Colliers International informed the land use plan. Once adopted, the Port Drive Waterfront Master Plan will be included as a Schedule to the OCP and used to evaluate development applications, to guide rezoning projects, and to create development guidelines.

3.1 General Land Use Policies

1. Support the development of a variety of new housing forms, attractive to different households and demographics.
2. Orient building massing to preserve views from adjacent neighbourhoods and the City as a whole.
3. Stagger placement of building towers on top of a consistent street wall podium level is encouraged.
4. New development should offset the impacts of added density by supporting the provision of amenities: Key amenities include the water front walkway, waterfront park, mid-block Front Street plaza and viewing/ resting areas along the waterfront walkway.
5. Generally, buildings should step back away from the waterfront with the majority of height located mid-block, and closer to downtown.

Street Wall

6. A consistent street wall shall be created along all street frontages, this includes consistent and minimal setbacks from the property line, direct access to the sidewalk, and active frontages.
7. Large, blank windowless and featureless walls that are visible from the public realm are strongly discouraged.
8. Building facades should be designed so that entrances for pedestrians are legible and prominent, and that vehicular entrances and doors are subordinate features.

Materials

9. Exterior building materials should be high quality, durable and capable of weathering gracefully.
10. Rich and varied architectural materials are encouraged to enhance and articulate street frontages.



Fig. 7 - Precinct Map

3.4 Residential Precinct

Located next to Gabriola Ferry, this area is envisioned as the residential focus of the master plan. Residential demand projections suggest that 3,700 new apartments and row-houses could be supported in Nanaimo by 2035, with the Plan Area capturing 25% of this demand. Buildings as high as 12 storeys are proposed, stepping down toward the waterfront. Retail and commercial uses are envisioned at the ground floor level in a consistent podium building base with minimal setback from the street property line.

3.4.1 Policies

The residential precinct contains both Low-Rise and Mid-Rise Mixed Use land use designations.

1. Low-Rise Mixed Use densities range from 1.2 to 2.5 FSR with building heights from 3-6 storeys (max).
2. Mid-Rise Mixed Use densities range from 1.5 to 4.5 FSR with building heights up to 12 storeys.
3. On-site parking shall be located underground, at the rear, or screened from the public realm (streets, parks, plazas).
4. Ground floor uses may be residential, or commercial/ retail and should be clustered with similar uses.
5. A consistent street wall must be provided for all commercial/ retail uses on the ground floo .
6. Buildings shall provide a 2 storey (min.) podium level.
7. Residential and commercial entries should be differentiated in ways that include, but are not limited to:

   a) Setting residential entries further back from the side walk.

   b) Elevating residential entries higher than the sidewalk height and setting commercial entries at the same grade as the sidewalk.

   c) Providing alcoves and stoops for residential entries.
8. A 20m building separation (min.) between buildings shall be provided above the podium level.
9. Buildings should have a distinct podium, body and top.
10. Adjacent buildings are encouraged to be staggered to maximize privacy between buildings.
11. Developments are encouraged to be oriented to allow exposure to natural light.
12. Portions of a building above four storeys shall not exceed a floor plate of 650 ^{2}.
13. For areas where mid-rise and high-rise buildings are permitted, upper levels should be stepped back to enable sunlight penetration to the street and public open spaces.



Fig. 8 - Low Rise to Mid Rise Typical Building Forms

3.5 Mixed Use Precinct

Adjacent to Port Place Mall and on Front Street, the Mixed Use Precinct provides for a variety of uses including opportunities for cultural spaces, tourist attractions and an expanded on-street transit hub.

Ground floor retail is proposed for both the Residential and the Mixed Use precincts with the market analysis projections for 100,000 SF of retail/commercial by 2035, contingent on an increased downtown population.

3.5.1 Policies

Mid-Rise Mixed-Use and Special Mixed-Use Land Use Designations make up the Mixed-Use Precinct.

1. Densities of 1.2 to 2.8 FSR are envisioned for the Special Mixed Use Land Designation with buildings up to 6 storeys.
2. Mid-Rise Mixed Use densities range from 1.5 to 4.5 FSR with building heights up to 12 storeys.
3. A consistent street wall shall be provided with minimal step back from Front Street.
4. The street edge is to be defined with a consisten podium level with minimum ground floor elevation of 3.6m
5. On-site parking is to be located underground, at the rear or otherwise screened.
6. Ground floor uses to b predominantly Commercial, including office, retail, publi institutional and assembly, recreation and tourism-related uses.
7. Street trees are to be located at regular intervals.
8. Provide weather protection at street level with awnings, canopies and street trees.

3.6 Industrial Precinct

An existing Statutory Right-of-Way, south of the rail line, dedicates this area of the PDWMP to a light industrial land use. This results in periodic closure of the Front Street extension, cutting off access to the south site and making it unsuitable for residential or commercial uses. Market projections indicate a continued demand for light industrial uses and these uses add to the vibrancy of the area.

3.6.1 Policies

1. Until a secondary access is complete, connecting the waterfront through the South End Neighbourhood, the area south of the tracks will remain as light industrial.
2. The light industrial designation provides for a broad range of employment generating uses including a mix of technology oriented research and development, warehousing, light manufacturing, and trans-loading activities associated with the current rail to barge operations.
3. Densities range from 1.2 to 2.0 FSR and building heights of 12m (max.).
4. Buildings with frontages visible to the street are encouraged to include offices or showroom at street level, and decorative design elements.
5. Larger and longer buildings should be visually broken into human-scaled proportions. This could be achieved in a number of ways, including breaks in form, projections, balconies, bay windows, surface treatments, and building articulation.
6. Building shall be located at the street edge, with parking provided at the rear or underground.
7. Buildings shall define the stree edge to mimic an urban form.



Fig. 9 - Front St. Development Precedent



Fig.10 -Waterfront Development Precedent

MAP 1 Land Use Map



Concept Plan



Fig. 11 - Land Use Concept Illustration

1 Industrial Precinct

2 Mixed Use Precinct

3 Residential Precinct

A Port Place Mall

B Potential Future Building

C Potential Future Building

D Cameron Island

3.7 Principles

Principle: Embed cultural and social considerations in future decisions

How the Plan addresses this principle:

- Reserves the highest value lands directly adjacent to the waterfront for public use

Principle: Support an Evolving Working Harbour

How the Plan addresses this principle:

- Creates a land use gradient, from light industrial to mixed use to residential, that complements adjacent uses and buffers potential conflict between uses
- Proposes a precinct that will maintain an industrial focus in the medium term with potential to seamlessly shift toward a more mixed use land use in the long term

Principle: Promote Access and Connectivity to local neighbourhoods, the city and the region

How the Plan addresses this principle:

- Land uses connect and extend adjacent land uses

Principle: To promote bold and resilient land use

How the Plan Addresses this principle:

- Integrates industrial and residential land uses in a thoughtful and contemporary way
- Fosters a sense of place with distinct precincts, each capturing and aspect of the waterfront identity
- Forecasts adaptation within the precinct layouts to be resilient as demand shifts and growth patterns change
- Looks beyond the site boundaries to preserve key view corridors for adjacent neighbourhoods and the city as a whole
- Proposes scale and massing for each precinct that is respectful of existing neighbourhoods and sets a benchmark to help guide development in adjacent areas
- Considers a land use mix that can attract the largest number of people and jobs to the area without competing with adjacent areas

Principle: Promote Ecologically Positive Development

How the Plan Addresses this principle:

- Provides policy to ensure development uses leading smart practices for energy use, waste management and environmental restoration
- Proposes a variety of land uses and housing forms that support socially diversity

4. TRANSPORTATION AND MOBILITY

The Transportation and Mobility network for the Port Drive Waterfront Master Plan aims to connect the City to the waterfront while promoting alternative transportation forms that encourage walking, cycling and transit mobility, and reduce greenhouse gas emissions and energy use.

A number of transportation issues and opportunities informed the Plan process and were objectives that the PDWMP set out to address. These are:

- Consideration of a primary access to the site to address the existing aging trestle
- Improved pedestrian connectivity
- The potential for expanded Transit services
- Addressing and respecting the active rail on site

Developed around the public realm, the Transportation and Mobility network makes walking and cycling safe, connected and comfortable and improves public transit servicing and connectivity to other parts of the city. Along with the comprehensive network, the transportation and mobility section focuses on integrating transit and working with the existing rail and ferry connections on and near the site.



4.1 Transportation and Mobility Network

The primary access to the site is proposed via a roundabout and an extension to Front Street. Transportation modeling and urban design evaluations determined the optimal vehicular access to the site based on criteria such as: general accessibility, queuing traffic, site parcelization, intersection performance, safety and mobility outcomes, pedestrian interface and transit compatibility.

4.1.1 Policies

1. Provide an efficient an extensive system of walkable and bike friendly routes along trails and roads throughout the area, complemented via signage, road markings and road access improvements between parks and open spaces, and along trails and existing streets.
2. Establish a pedestrian friendly streetscape along all streets by installing landscape, street trees, street furniture, and open spaces suitable for resting or socializing.
3. Provide continuous sidewalks within the site and connected to adjoining areas, separated from the street by a landscaped boulevard or on street parking.
4. Consider separated and off-street cycling facilities at Front Street roundabout.
5. Consider additional crosswalks with flashing signals alon major roads with particular focus near transit services and to connect to adjoining areas.

4.1.1 Policies (cont')

6. Provide a bike lane along the length of Front Street fronting the site to connect into the City Wide Bicycle Loop identified in the Transportation Master Plan.
7. Provide a mid-block plaza on Front Street, east/west with a width of 20m (min).
8. Widen Front Street to accommodate the shared bus infrastructure, bike lanes and wide sidewalks.
9. Extend Front Street via a roundabout as the primary access to the site.
10. Locate and align streets to extend the city street grid network, creating similar sized blocks within the site area that anticipate future land divisions and parcelization for the remainder of the South Downtown Waterfront Lands.
11. Provide for a future marine access located in the southeast portion of the Plan Area in the form of a service ramp for commercial/industrial use.

Cross Sections

12. Provide road cross sections as shown Sections A-A to D-D and as indicated on Figure 12 (Cross Section Plan).

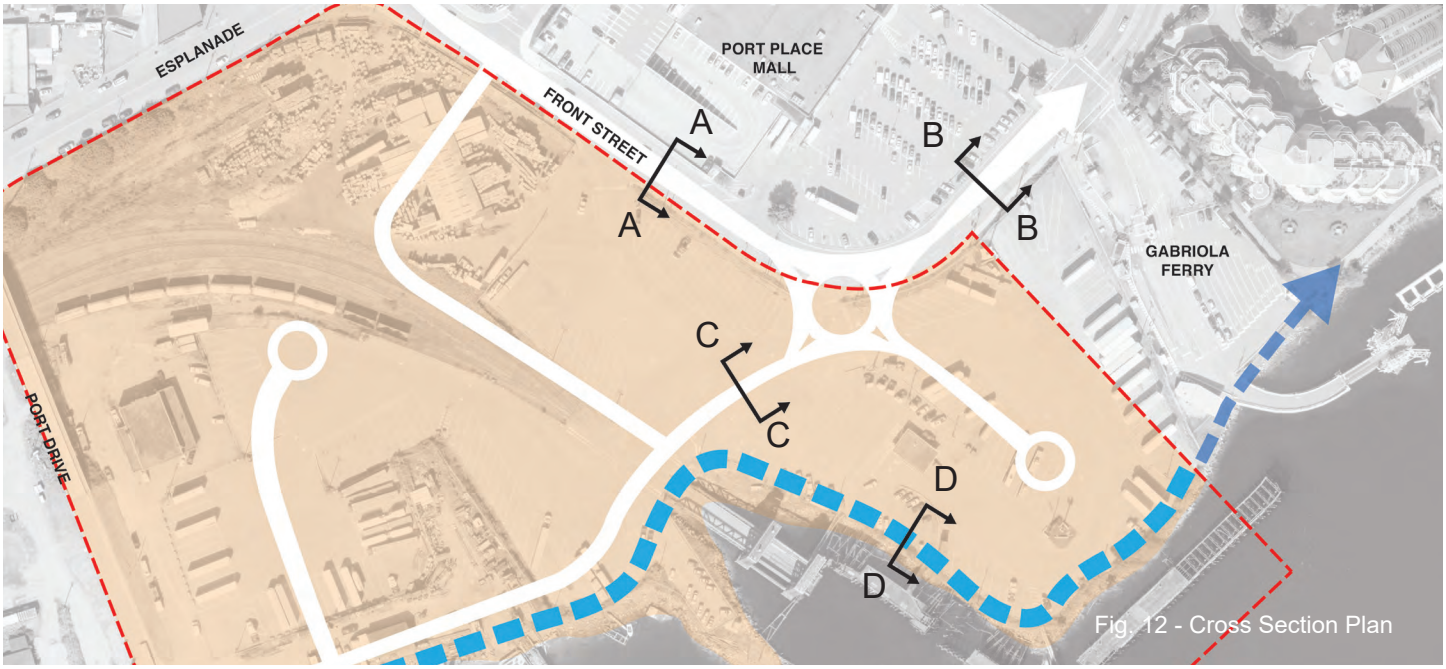
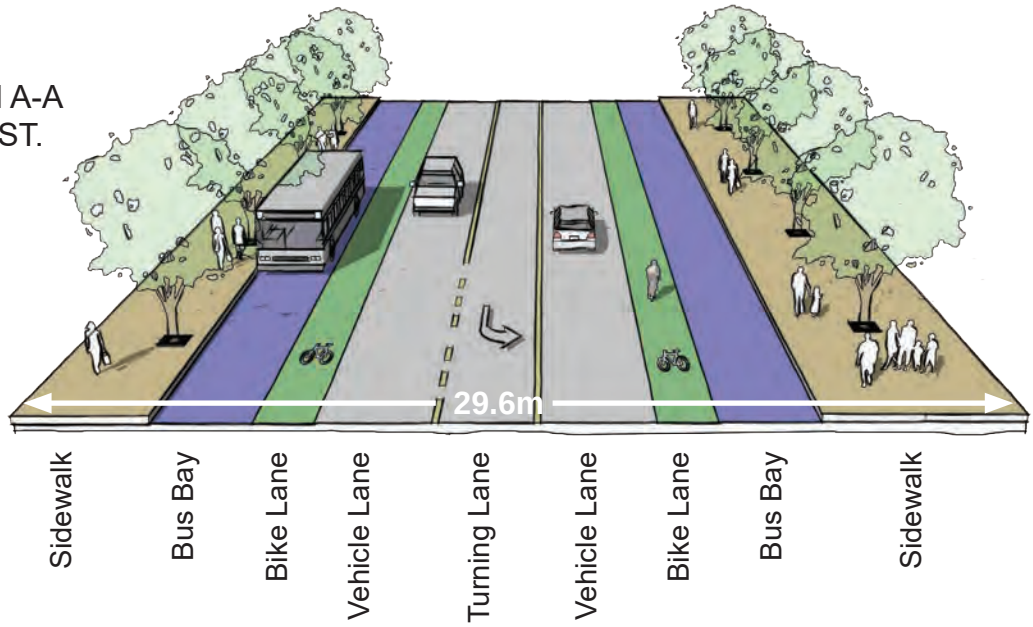
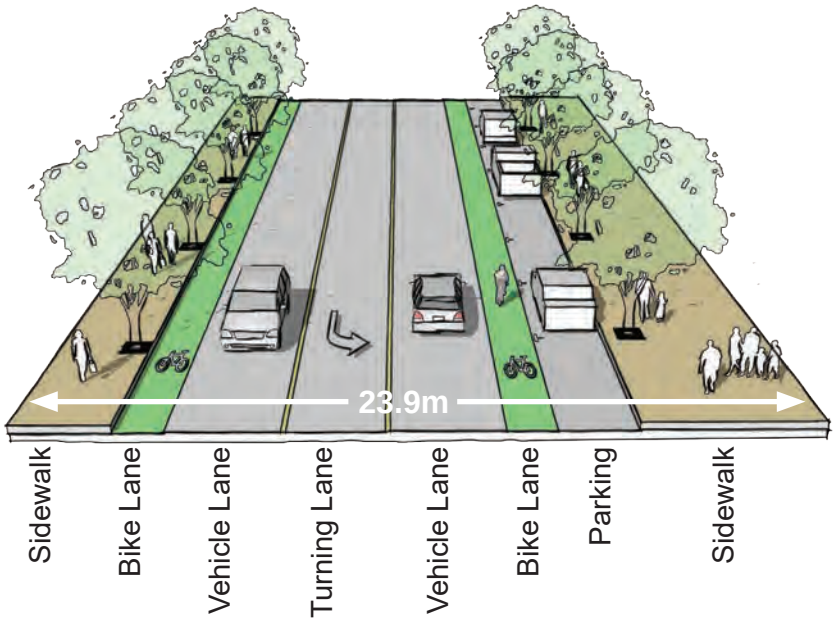


Fig. 12 - Cross Section Plan

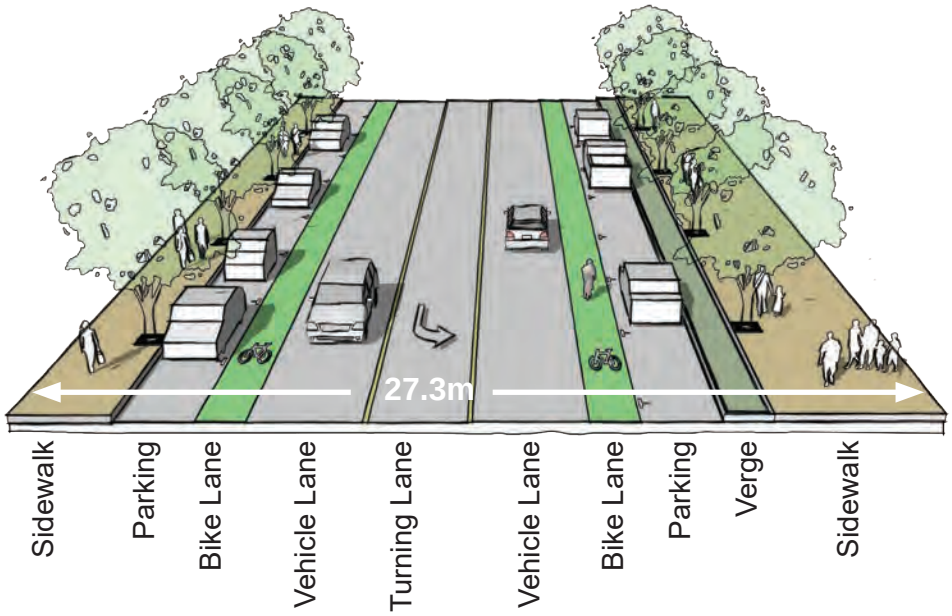
SECTION A-A
FRONT ST.



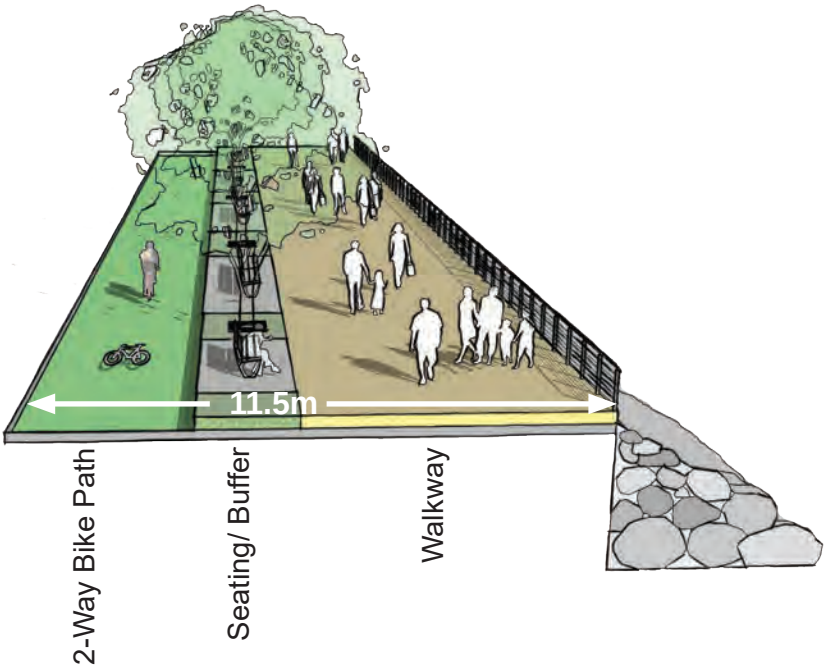
SECTION B-B
FRONT ST.



SECTION C-C
PORT DRIVE



SECTION D-D
WATERFRONT
WALKWAY



4.2 Public Transit



Proving transit services near the waterfront is a key consideration of the Master Plan process and a variety of locations and concepts were considered. After careful analysis, transit that integrates with the site and utilizes shared roads for transit circulation was the proposed approach.

The benefits of this arrangement are:

- Preserves waterfront for highest and best uses
- Integrates with road infrastructure rather than duplicating it
- Overall, creates a more pedestrian friendly environment (less space dedicated to vehicles)
- Facilitates expansion and connections to taxis and other public transportation options
- Achieves active street edge
- Preferred by the community (via consultation)

With transit integrated on-street, Front Street is proposed to be widened to support the multi modal functions anticipated, the free and convenient movement of buses and to minimize potential shared road conflicts.

4.2.1 Policies

1. Provide opportunities for on-street, integrated transit which utilizes shared infrastructure and the proposed roundabout to cycle buses.
2. Provide main bus bays along Front Street as indicated in Figure 13 - Transit Plan.
3. Ensure passenger landing pads are connected to the sidewalk and free of obstructions.
4. Provide continuous weather protection at bus bay locations.
5. Consider architectural and interesting canopy design for weather protection elements, beyond typical bus shelters, that are incorporated into adjacent buildings or stand alone features.
6. Saw tooth bus bays are discouraged.
7. Lay over areas are encouraged to utilize the internal one way road.
8. Detailed bus bay design shall consider cycle lanes and pedestrian interfaces.

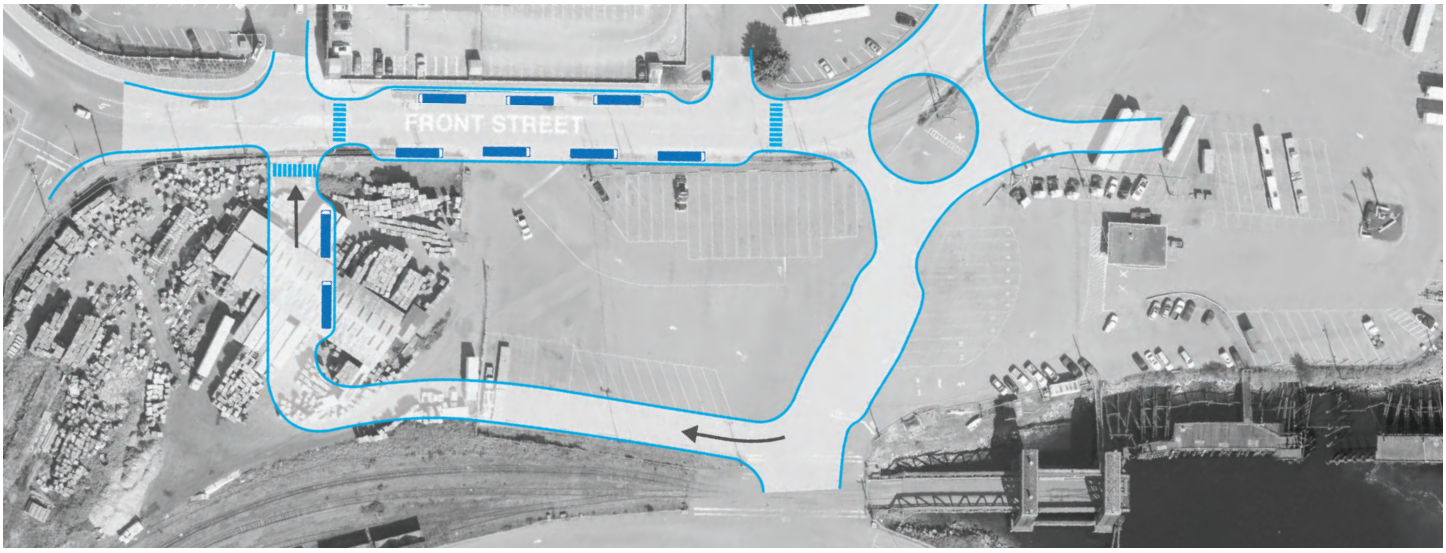


Fig. 13 - Transit Plan



Fig. 14 - Transit Concept

4.3 Rail Operations

The ongoing operation of rail within the site offers both an interesting and active land use and the potential for conflicts between noise generating uses and residential areas. Where the Front Street extension crosses the tracks offers the least conflict with the active rail line. The proposed location provides the most effective area to ensure safety and control around the active rail by minimizing the crossing distance and crossing at a perpendicular angle to maintain effective sight lines. The proposed one way road parallel to the rail also increases safety by preventing vehicles from crossing the tracks via a right hand turn, which can limit sight lines and increases the types of vehicle movements around an active rail line.

4.3.1 Policies

1. Utilize a one-way, south-bound, internal street (parallel to the train tracks) off the of the Front Street extension to cycle buses back onto Front Street nearer to Esplanade and to avoid rail conflict by preventing northbound travel taking right hand turns.
2. Provide controlled access across the rail line, designed in collaboration with the rail operator
3. Undertake a memorandum of understanding with the rail operator to secure rail operation procedures and protocols.
4. Left turns off of the Front Street extension (within the site) heading west are not permitted onto the one way internal road.

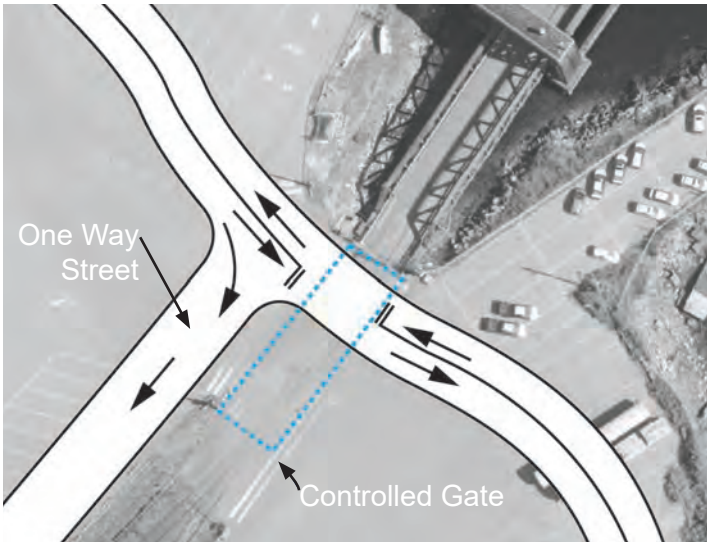


Fig. 15 - Rail Crossing Plan



Fig. 16 - Rail Crossing Photo

4.4 Principles

Principle: Embed cultural and social considerations in future decisions

How the Plan addresses this principle:

- Reserves the highest value lands directly adjacent to the waterfront for public use

Principle: Promote bold and resilient land use

How the Plan addresses this principle:

- Organizes the mobility networks around the public realm instead of the other way around
- Strives to support all modes of travel, prioritizing walking and cycling over automobile travel
- Integrates a transit hub to consider the overall pedestrian experience as well as a transit connection experience
- Anticipates potential expansion or contraction of transit by sharing road infrastructure

Principle: Promote ecologically positive development

How the Plan addresses this principle:

- Transit produces less emissions per occupant and utilizes infrastructure more efficiently than single occupan vehicle travel

Principle: Support and evolving working Harbour

How the Plan addresses this principle:

- Locates pathway connections that help to buffer adjacent uses
- Supports alternative modes of transportation to connect employees to employment areas without car parking implications
- Provides amenity to working harbour employees, adding value to attract business
- Providing a buffer land use. Transit can act to buffer working harbor functions from residential land uses
- Providing an alternative transportation mode to industrial lands for employees
- Reducing the need to utilize industrial lands with parking

Principle: Promote Access and Connectivity to local neighbourhoods, the city and the region

How the Plan addresses this principle:

- Creates physical and public linkages via streets, sidewalks, paths, and cycle routes from Front Street and the surrounding area into the formerly private industrial site and waterfront area
- Provides a strategic main access point to ensure that adjacent neighbourhoods are not adversely affected by intrusive traffic flo
- Encourages a gateway experience through the proposed road and access alignments which help to preserve view corridors and add to the sense of place
- Provides an integrated transit hub at a central location within the site

MAP 2 Transportation and Mobility Map





5. PARKS, TRAILS & OPEN SPACE

Access to parks and green spaces is important for human health and well being. These spaces also protect the environment and help to mitigate and adapt to the impacts of climate change. City green spaces are places for people to meet, play and enjoy nature. The parks, plazas and open spaces in the PDWMP also act as the outdoor living spaces for the new residential areas proposed in this Plan.

In addition to the pedestrian routes proposed in the Transportation and Mobility section, three key elements form the Parks, Trails, and Open Space Network. These are:

1. The Waterfront Walkway
2. The Waterfront Park
3. Front Street Mid-Block Plaza

5.1 Parks, Trail & Open Space Policies

1. Provide quality architectural landscape elements and materials, suitable for waterfront conditions.

2. Ensure safety in design: Parks and paths should be designed according to CPTED (Crime Prevention through Environmental Design) principles. Part of safety is ensuring a variety of activities that draw parks users throughout all seasons and times of day.

3. Create parks and trails which appeal to a wide variety of users of different ages and abilities: When designing parks and trails, incorporate features such as shaded resting areas, activities appealing to users ranging from children to seniors, access and activities for persons with disabilities, and for use year round.

4. Create attractive views and focal points; and maximize safety, comfort, and amenity, including access to sunlight, clear views to and from adjacent streets and buildings, universal accessibility, pedestrian-scale lighting, four season landscaping, seating, public art, and protection from wind and inclement weather.



Fig. 17 - Waterfront Path Precedent - Olympic Village Vancouver

5. Parks and natural areas should contribute ecological benefits, such as purifying air and wate through low impact development approaches that provide habitat, and enhance the energy performance of buildings.
6. Support urban ecological systems, wildlife habitat and stormwater management practices in all parks.
7. Engage Snuneymuxw First Nation to determine interest and appropriate recognition of sites of interest in parks, beaches and archaeological sites.
8. Encourage the animation of neighbourhood parks through arts and cultural installations, public events and interactive public art.

5.2 Waterfront Walkway

The waterfront walkway starts at the northern edge of the plan area and extends south, hugging the shoreline across the PDWMP eastern edge. Outside of the Plan area, the long term vision is to connect the walkway to Cameron Island, across the Gabriola Ferry lands. The Walkway provides a north/south public spine to the site and forms the backbone of the path network, with pockets of resting areas, waterfront access and viewing areas.

5.2.1 Policies

1. Provide a Waterfront Walkway extending the length of the plan area along the water frontage.
2. Provide opportunities for street furniture, trees, art, viewing platforms and resting areas.
3. Both bicycle and pedestrian movements are supported, separated by materials and/or grade changes.
4. Anticipate future walkway connections at both the north and south ends of the plan area with design considerations and appropriate grading.
5. Consider opportunities for water-based recreation (swimming, catch and release fishing and smal boat launches).
6. Consider shoreline enhancement and aquatic habitat restoration as part of the waterfront pathway detail design.
7. Elevate the waterfront walkway and incorporate construction approaches to mitigate the effects of sea level rise and associated storm surges.
8. Focusing naturalizing shoreline efforts on the area south of the rail crossing where semi-natural shoreline areas and shallower grades exist.
9. Consider opportunities south of the rail line to formalize the waterfront to create a consistent shoreline edge with the use of elevated walkways, bridges or infill



Fig.18 - Waterfront Path Precedent, Waitangi Park Wellington NZ

5.3 Waterfront Park

The primary open space for the Port Drive Waterfront Master Plan occurs adjacent to the Gabriola Ferry at the waterfront edge; this is the Waterfront Park. This primary area is reserved as the principal public gathering space with capacity for waterfront events, open air markets, and acts as the main community living room, providing ample outdoor space for residents of the area and the city as a whole.

5.3.1 Policies

1. Provide a Waterfront Park at the northeast end of the Plan Area, suitable for hosting city-wide events and designed to meet the needs of a range of abilities and ages.
2. Consideration should be given to elevating the Waterfront Park in anticipation of sea level rise. Underground parking could be provided beneath the park, with a terraced sea wall edge to provide opportunities to be closer to the water and to break up a potentially large blank façade when viewed from the water.
3. Support local food production: In collaboration with the community, consider supporting open air farmers markets by providing utility connections for this use and considering loading and space needs.
4. Incorporate a combination of hard and soft surfaces, suitable for all weather use and long term durability.



Fig. 19 - Waterfront Park Concept Plan and Precedent Images

5.5 Front Street Mid-Block Plaza

The Front Street Mid-Block Plaza provides an east/west link that completes the open space network. It further provides for public area adjacent to transit services to help activate this area and provide amenity to waiting transit users. Proposed across from Port Place Mall, the mid-block plaza anticipates future development on site and provides a fine-grained pedestrian realm, suitable to a waterfront site and this key city building block.

5.5.1 Policies

1. Enhance public access to the waterfront and waterfront views with a mid-block plaza along Front Street, across from Port Place Mall.
2. Incorporate weather protection, trees, vegetation, seating and lighting.
3. Ensure that adjacent buildings are designed to provide street-level, active commercial uses such as restaurants, cafés and retail stores, with direct access to the plaza.
4. Ensure parks, plazas and open spaces are well-designed attractive, functional and integrated with both the Pedestrian Network and the Transit Services.

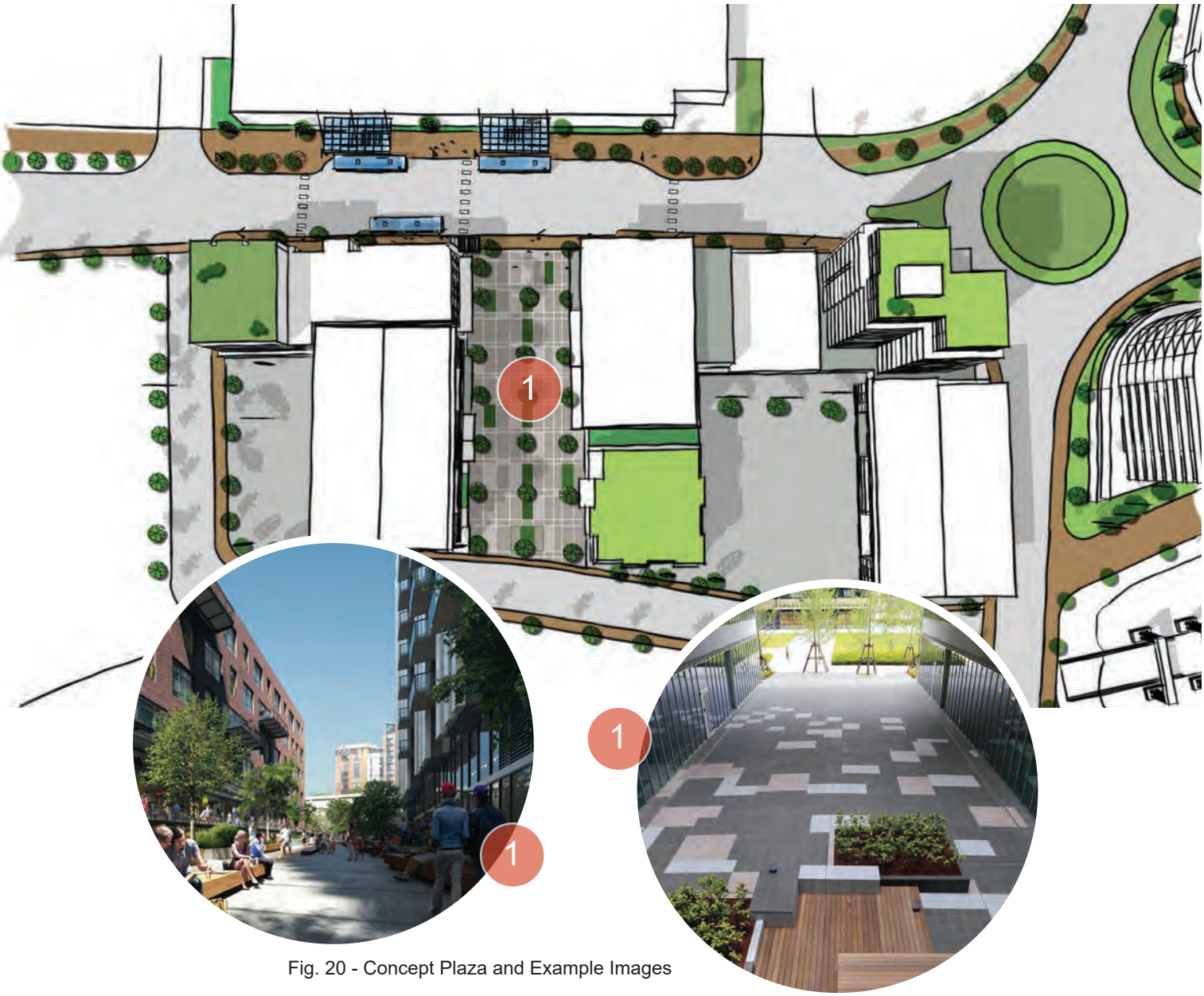


Fig. 20 - Concept Plaza and Example Images

MAP 3 Parks, Trails and Open Space Map



5.6 Principles

Principle: Promote Access and Connectivity to local neighbourhoods, the city and the region

How the Plan addresses this principle:

- Provides a missing piece to a Regional amenity
- Creates a physical pedestrian connection that links neighbourhoods and provides a destination to encourage linkages beyond

Principle: Promote ecologically positive development

How the Plan addresses this principle:

- Supports alternative travel options
- Provides green space and vegetation, mitigating negative development effects
- Creates opportunities for shoreline restoration

Principle: Embed cultural and social considerations in future decisions

How the Plan addresses this principle:

- Provides flexibility and indeterminate space to accommodate future decisions
- Utilizes the public realm as the principle showpiece for cultural and social considerations

Principle: Promote bold and resilient land use

How the Plan addresses this principle:

- Incorporates resiliency into the design and policy for key waterfront elements

Principle: Support and evolving working Harbour

How the Plan addresses this principle:

- Locates park space and paths as buffers to industrial uses
- Supports industrial employees with a public realm for their use

6. INFRASTRUCTURE

A vital aspect to any plan is to forecast infrastructure demands and ensure proposed land use changes can be accommodated in a sustainable manner.

The site contains existing sanitary and storm sewers throughout, that serve the surrounding Nanaimo area. The re-routing of these services is likely required due to the conflict their alignments have with potential land uses. Both storm and sanitary sewers cross the site diagonally, constricting development areas. An evaluation to re-route these services was carried out by the City and it was determined that new alignments are feasible in conjunction with development of the site.

Stormwater

Stormwater runoff in this area currently flows across impervious surfaces and enters the ocean with little or no treatment. This, along with certain land use practices can have a negative impact on the health of the waterways, in the form of elevated metals, suspended solids, turbidity, polycyclic aromatic hydrocarbons and coliform counts.

Sanitary Sewer

New service lines connecting future development to the RDN trunk line, in conjunction with lift stations will service the majority of development on site. The initial sanitary sewer considerations should go toward relocating the trunk line with future development.

6.1 Policies

1. The realignment of the existing sanitary and storm sewers shall be considered with development applications and in conjunction with site works.
2. Reduce the amount of impervious areas.
3. Treat stormwater prior to entering a waterway and the promote stormwater management practices on private property.

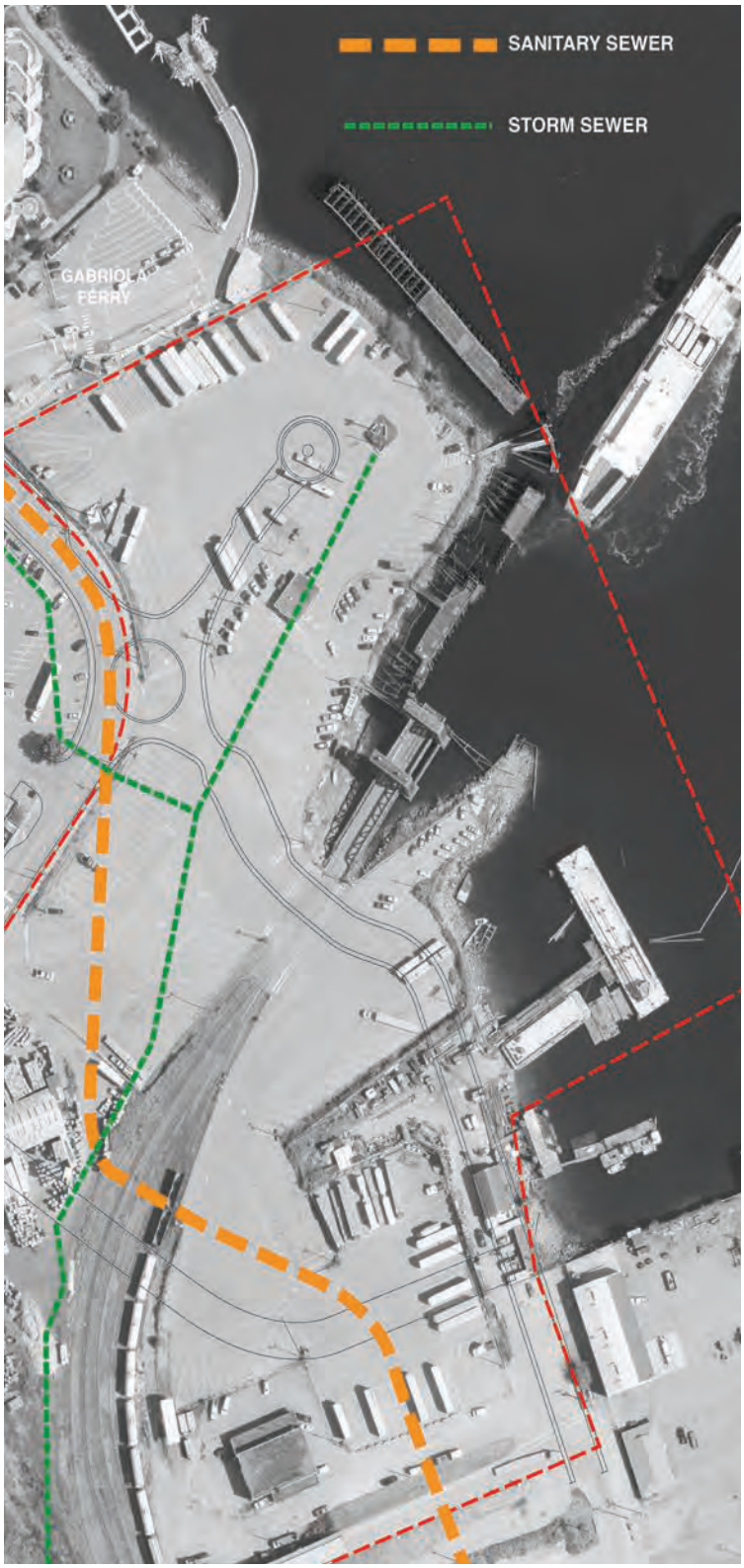


Fig. 21 - Existing Infrastructure

6.1 Policies Con't

4. Development proposals shall incorporate greenspace at the shore, incorporate surface stormwater treatment (e.g. rain garden) or include retention and filtration systems before runo f makes it way to adjacent water bodies.
5. Consider integrating green stormwater infrastructure or "green streets" in the area as streets are improved and developed.
6. Consider the capacity of utility networks, including water distribution, sanitary sewer and storm drainage, in reviewing development applications and other land use changes.
7. Work with property owners and institutions to identify options for mitigating stormwater impacts on sites with high impervious cover, and thereby reducing the stormwater utility costs for these properties.
8. Identify opportunities for stormwater management as part of public development projects or improvement on City-owned lands.
9. Range lights to be relocated as part of future site development.

7. ECOLOGICAL STEWARDSHIP & RESTORATION

Working toward a more sustainable city is the overarching principle of the City's Official Community Plan. For the PDWMP, the basic concepts of sustainability recognize the need to use land more efficiently by increasing residential densities and in turn use less energy, and support local services and transit. Supporting a pedestrian environment, within close proximity to services and amenities, also adds to the environmental stewardship in the Plan.

Specific to the PDWM , sea level rise is expected to be up to 1.0 metre in Nanaimo by 2100, with even greater storm surges. Coupled with the effects of rising and more frequent "king tides", the effects of climate change are a critical issue for the PDWMP. As a former industrial site, the existing soils conditions and site contamination also inform the Ecological and Restoration Plan approach.



Fig. 22 - Ecological Restoration Examples



7.1 Site Contamination

The majority of land considered part of the Master Plan sits on placed fill that dates back to early coal mining activity, and the development of forestry-related industrial infrastructure. An environmental assessment of the site identified a number of a fected areas and site conditions that have informed the Plan.

7.1.1 Policies

1. Remediate soils where possible.
2. Where full site remediation is not possible, cap contaminated fill areas with underground parking, imported clean fill, or other methods acceptable to the Ministry of the Environment.
3. Provide underground parking beneath all residential areas or a ground floor for commercial or retail use with suitable vapour barriers to prevent the spread of contaminants.

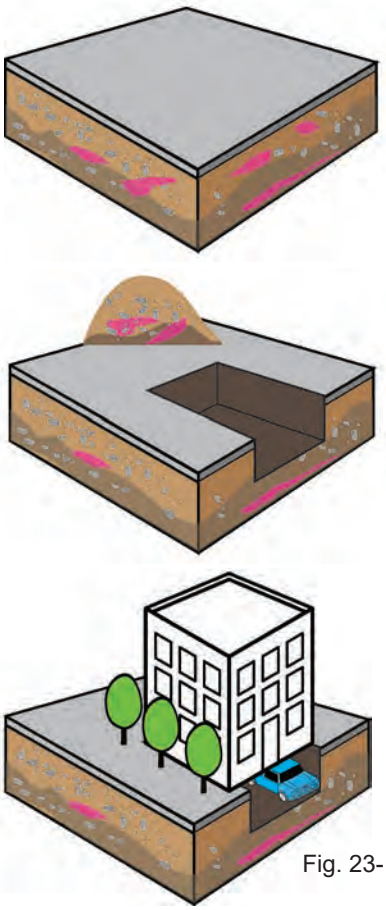


Fig. 23- Contamination Development Approach

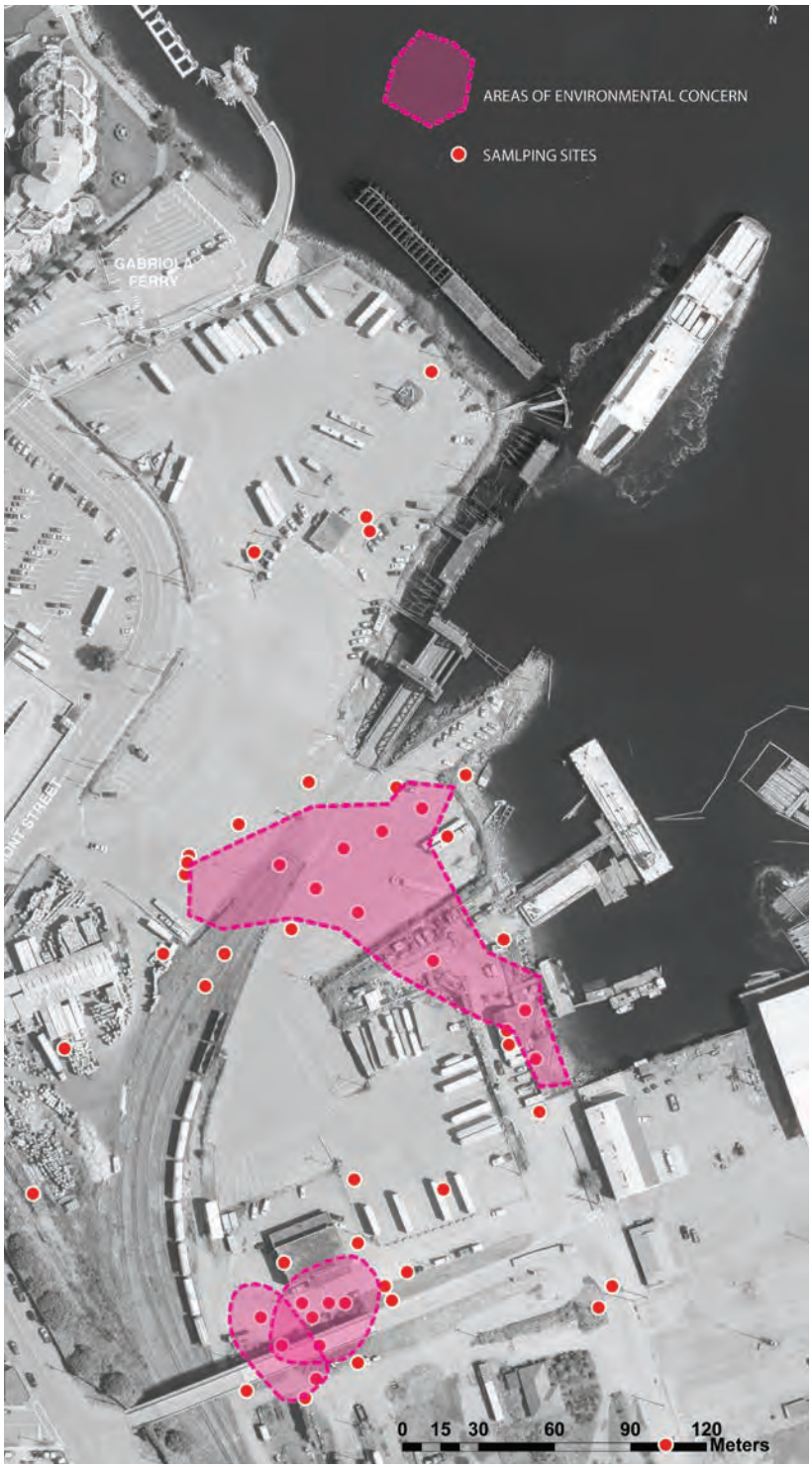


Fig. 24- Site Contamination Plan

7.2 Climate Resiliency

The changing climate means planning for the future must address changing environmental and weather conditions. Any plans for waterfront development must ensure that sea level rise and rising storm surges are considered.

Two key approaches are utilized in the master plan to address sea level rise:

- A raised waterfront Walkway to act as a dike,
- Raised finished floor levels, 2.0 m (min) above projected storm surge high water level

7.2.1 Policies

1. Provide a waterfront walkway to act as a dike and work with developers to create a continuous path that adequately protects upland areas.
2. Consider flood control around the existing lower rail line until a complete dike is possible.
3. Ensure developments respect minimum finished floor levels to mitigate against th effects of sea level rise, with mechanical equipment placed on elevated storeys.
4. Opportunities to restore marine and estuarine functions along the shoreline, and further increase the waterfront's resilience to climate change impacts, should be actively pursued.
5. Consider the adoption of incentives for energy efficiency in new buildings
6. Recognize the goals and objectives of the Nanaimo Estuary Management Plan and support the shared management approach taken by the Nanaimo Estuary Management Committee.



Fig. 25 - Raised Waterfront Walkway

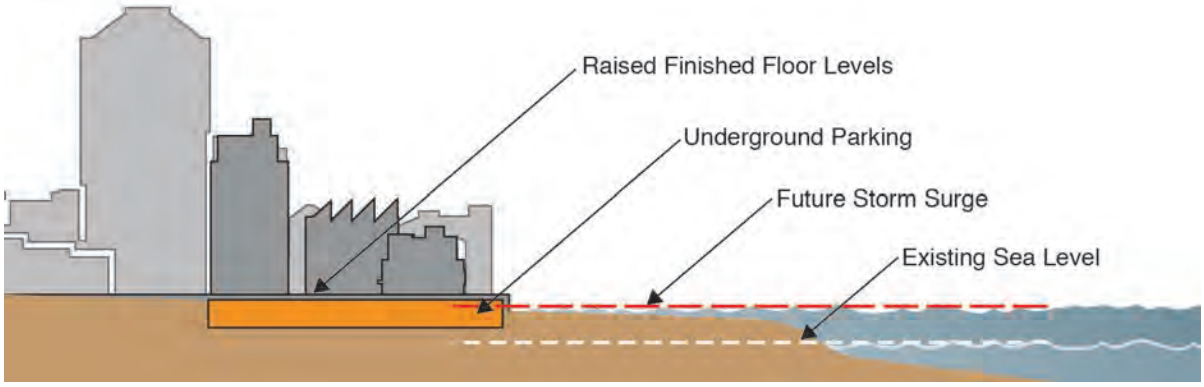
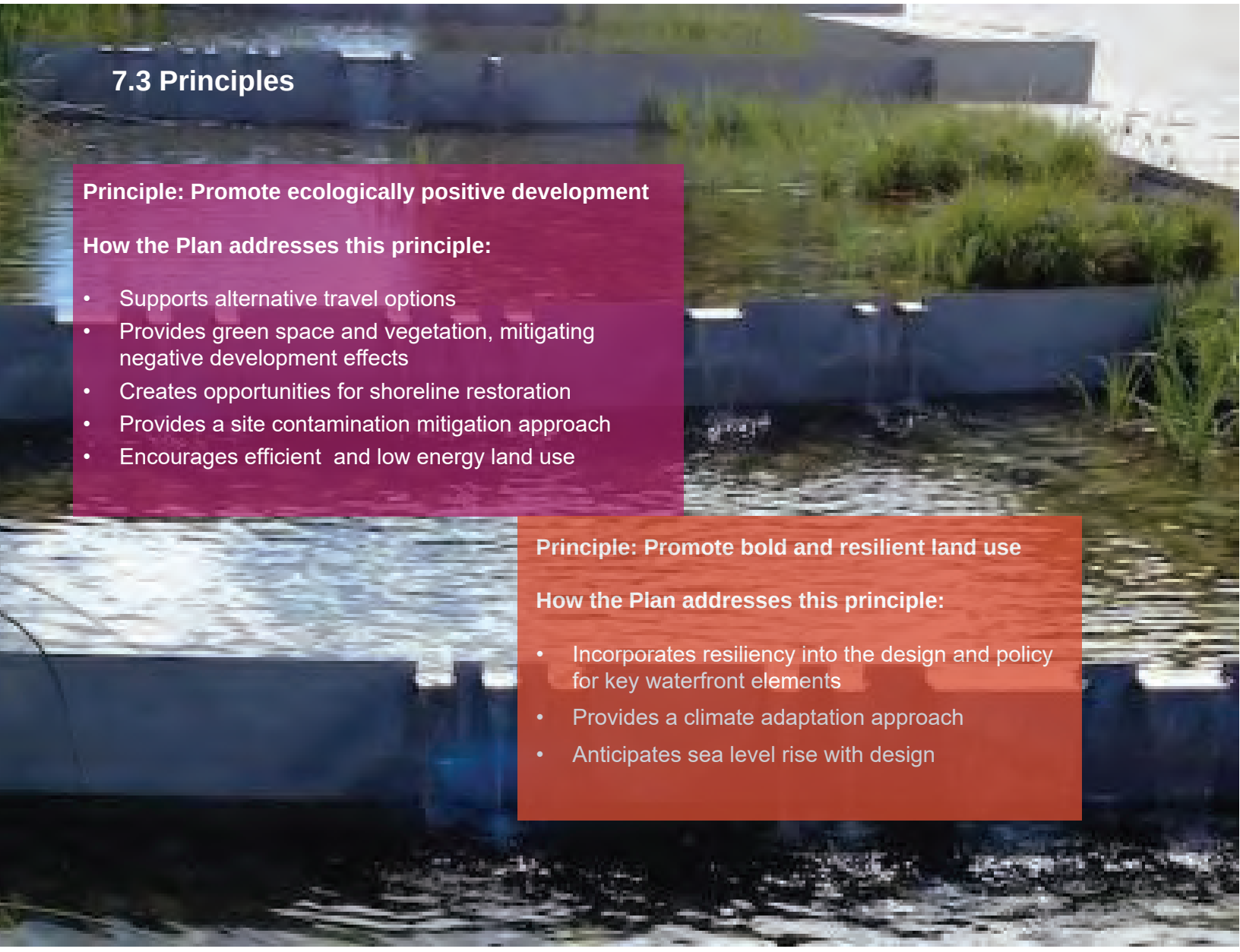


Fig. 26- Raised Finished Floor Levels

7.3 Principles



Principle: Promote ecologically positive development

How the Plan addresses this principle:

- Supports alternative travel options
- Provides green space and vegetation, mitigating negative development effects
- Creates opportunities for shoreline restoration
- Provides a site contamination mitigation approach
- Encourages efficient and low energy land use

Principle: Promote bold and resilient land use

How the Plan addresses this principle:

- Incorporates resiliency into the design and policy for key waterfront elements
- Provides a climate adaptation approach
- Anticipates sea level rise with design

8. HERITAGE, ARTS & CULTURE

Over time, the waterfront has been a major Snuneymuxw village site, with associated marine and land resource harvesting, heavy industrial use and, more recently, a marine transportation site. The site will continue to change and in recognition of this evolution the policies below are proposed in order to maintain and strengthen that legacy. The City undertook the heritage registration of the site to ensure that the archaeological values are considered during any future development of the site.

The Waterfront area has the potential to host important city-wide events, including music festivals, farmers markets, and public gatherings. Enhancing performance spaces will support future programming and the vibrancy of the area and Nanaimo as a whole. Public art can also play an important role in placemaking, cultural enrichment, and interpretation of the natural and cultural history of this area for current and future residents.

8.1 Policies

1. The City will work cooperatively with the Snuneymuxw First Nation to develop and place interactive, public art in parks and open spaces throughout the area under the City's Volunteers in Park Program in order to reinforce and commemorate the areas unique history and sense of place.
2. The City will work with the Snuneymuxw First Nation to create street and special place names located in the area.
3. Public interpretation of the area's mining and Snuneymuxw First Nation history through signage, architectural design, landscaping, public art and educational programming will be supported.
4. Consider performance spaces at Waterfront Park.
5. Introduce public art into urban village areas and Industrial Arts areas as part of streetscape improvements.
6. Incorporate public art into the design of waterfront trails and parks spaces.
7. Develop murals throughout the neighbourhood, taking advantage of opportunities on private or public property. An initial project should focus on the Waterfront Park, honouring First Nations history.
8. Engage the arts community and non-profi groups in identifying opportunities, incentives and partnerships to create an incubator space including affordable gallery, studio, and business incubation spaces and space for the co-location of non-profit organizations
9. Engage creative businesses, micro-enterprise, the Arts community and non-profit groups i identifying opportunities for affordable artists' housing co-located with studio and gallery space.
10. Stewardship of cultural, human, and natural resources should be a central tenet for future development considerations.



9. PHASING & IMPLEMENTATION RECOMMENDATIONS

The Port Drive Waterfront Master Plan will be implemented through a variety of measures, ranging from the development of new bylaws, the direct involvement of citizens, landowners and stakeholders and in collaboration with developers.

Certain measures are to be implemented immediately; others may commence with interim measures and most will require months or years to complete. The proposed implementation plan is presented as sequential phases, but should be viewed as an integrated and adaptive approach. Comments are provided with each implementation action to take advantage of opportunities when they arise and to be proactive when challenges are encountered.

All proposed changes to this Plan must follow the amendment procedures outlined in the Local Government Act. The Implementation Strategy for the PDWMP identifies actions, timing, and responsibilities of the City and other agencies of various governments, organizations and groups. Plan implementation is the responsibility of both the City of Nanaimo and partners of the City, recognizing that certain issues require the involvement of residents, businesses interests, and/or other stakeholders. The following table outlines key implementation actions.

The timing of implementation actions is broken down into three time-frames:

1. Short term (to be completed within 5 years);
2. Medium term (to be completed within 5 to 10 years); and
3. Long term (to be completed over 10 to 25 years).

9.1 Short Term

Implementation Action	Description	Comment
Rezoning	The rezoning of the Port Drive Waterfront area will follow the adoption of this Plan.	
Interim Front Street Extension	The interim Front Street extension provides access to the site and the NPA lands beyond. It also involves implementing the rail control gates and infrastructure to protect the rail operations and public safety.	Anticipate the final build out of the full Front Street extension and provide suitable services and infrastructure.
Interim Waterfront Walkway Extension	The interim Walkway provides access to the waterfront via a public path. While it will not include the full design of the envisioned Walkway, it enables the public immediate waterfront access.	Anticipate future walkway design details and seek out opportunities to prepare for the full build out of the Walkway, including the lands that will be required for an elevated walkway.
Secondary Access Study	Determining the secondary access, south of the Plan area, is key to unlocking the full development potential of the waterfront area. This involves community consultation and continued coordination among adjacent land owners and property users.	Not only will a secondary access open up the site, but it is also a necessary provision for any development as a fundamental planning principle.

9.1 Short Term con't

Implementation Action	Description	Comment
Industrial Land Use	The City has an existing Memorandum of Understanding with Southern Rail and Seaspan for the continued operation of rail, trans-loading and barge activities on the light industrial designated lands.	The road layout and distribution of buildings should follow an urban form as described in the Plan. This will ensure that the area remains flexible for future land uses.
Subdivision	Subdivision involves the parcelization of land into smaller blocks to permit development. This includes formalizing road dedications, providing services and utilities to each parcel and meeting environmental requirements prior to development.	Working with development partners, the City can tailor the subdivision of land and partner on parcel preparation.
Transit Service Concept Design	The detail design of Transit services provides information for the alignment and widening of Front St. and will inform the subdivision of adjacent parcels.	Concept designs have been provided for transit services to ensure workability, however, the detail design includes the realignment of Front street which informs the developable edge of the Plan area.

9.2 Medium Term

Implementation Action	Description	Comment
Complete Roundabout Intersection	The Front St. roundabout is a key infrastructure element that provides for subsequent cycling and pedestrian networks, transit movements and creates a gateway for the site.	Re-evaluate roundabout performance criteria in conjunction with the secondary access plan and revised site demand projections. Over-building the roundabout can be detrimental to the pedestrian focused goals of the waterfront.
Front Street Transit	On-street transit service utilizes shared road infrastructure and preserves the pedestrian realm. Front St. is to be widened to accommodate buses and portions of the Front Street Mid-block walkway can form part of the transit services.	The transit services and Front St. widening fundamentally determine the parcelization of adjacent areas. These items must commence in advance of development along Front Street, or the design of these elements must be complete to appropriately parcel adjacent areas.
Cycling and pedestrian network completion	The interim Walkway provides access to the waterfront via a public path. While it will not include the full design of the envisioned Walkway, it enables the public immediate waterfront access.	Implementation should anticipate future walkway design details and seek out opportunities to prepare for the full build out of the Walkway.
North End and Front Street site development	Following the subdivision of the site, development is anticipated to first occur at the North end of the site. Initial projects may include taller building forms and public areas next to Front Street. The mid-block walkway on Front St. should be considered in this phase.	Development should follow a logical sequence, commencing with Front Street locations, first, and moving toward the water in latter phases. This sequencing permits key public amenities to benefit from development cost charges on earlier phases and lessons learned.

9.2 Medium Term con't

Implementation Action	Description	Comment
Waterfront Walkway formalization	Formalizing the Walkway design involves implementing finished surfaces, lookouts, resting areas, lighting, shore restoration, and art. This will occur, first, at the north end of the site and in conjunction with adjacent development.	Opportunities to implement the Walkway with adjacent development should be sought out, with an aim to elevate the walkway to realize the climate resiliency objectives in the Plan.
Waterfront Park Detail Design	The detailed design of the Waterfront Park includes identifying shoreline restoration opportunities, formalizing sea level rise mitigation measures, and a full landscape design for the area.	In unison with the Waterfront Walkway formalization, the Waterfront Park detail design should aim to work in conjunction with adjacent development, seeking out opportunities to combine its development with concurrent proposals.
Service Ramp	Facilitate the development of a service ramp in the southeast portion of the property for commercial/ industrial use.	Support a process with potential partners (Nanaimo Port Authority, Protection Island Residents Association, City of Nanaimo) to identify options for location, design and financing of the proposed service ramp
Completing Secondary Access	The primary Front St. access to the South Downtown Waterfront will occasionally be blocked by rail traffic to the barge loading ramp. A secondary access will be required to support future development.	One of three options will be selected, Port Dr. overpass to replace the trestle, or a Milton or Farquhar Street connection.

9.3 Long Term

Implementation Action	Description	Comment
Waterfront Park	The implementation of the Waterfront Park, implements the design provided in the previous phase.	As part of the implementation, opportunities to meet concurrent development objectives should be explored (i.e. combined underground parking, building access, sea level rise mitigation).
Finalization of Waterfront Walkway .	As the site is built out, opportunities to formalize, restore and integrate the South portions of the shore will enable the full realization of the Waterfront Walkway	Opportunities to take advantage of the shallow water and semi-natural shoreline exist with this phase.
Front Street Extension Finalization	Build out the full envisioned cross section for Front Street for its entire length.	Coordinate construction with the Waterfront Walkway
Development south of train tracks	The area south of the train tracks may eventually transition into a more mixed use area.	A continued working harbour is envisioned for the overall area, and opportunities to reevaluate what this means will come



Appendix D
City Plan Bylaw 2022 No. 6600

Hospital Area Plan









CITY OF NANAIMO
THE HARBOUR CITY

City of Nanaimo

HOSPITAL AREA PLAN

Consolidated Version

Adopted 2018-AUG-13

All persons making use of this consolidation are advised that the amendments have been consolidated for convenience only, and that the original bylaws should be consulted for all purposes of interpretation and application of the bylaw.

Includes Amendments:

Acknowledgements

The City of Nanaimo's Community and Cultural Planning Section produced the Hospital Area Plan with assistance from the following:

Hospital Area Plan Stakeholders

Groupe Denux
Healthwell Educators and Consultants
Hospital Area Neighbourhood Association
Island Health
Kiwanis Village Nanaimo
Nanaimo and District Hospital Foundation
Nanaimo Ladysmith Public Schools, School District 68
Nanaimo Regional General Hospital
R.W. (Bob) Wall
Regional District of Nanaimo

Community Planning and Development Committee Consultants

Colliers International Consulting
Urban Forum Associates
Urban Systems

Additional Resources

Nanaimo Archives (historical images and text)

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1 Introduction

1.1 Policy Context for the Hospital Area Plan

1.2 Purpose and Plan Elements

1.3 Plan Context

1.4 Neighbourhood History

1.5 Potential Heritage Properties



1.1 Policy Context for the Hospital Area Plan

City Council adopted the Official Community Plan (OCP) in September 2008. The OCP acts as a guide for City Council regarding planning and land use management decisions. Additionally, the OCP provides policy guidance on issues including transportation choices and utility servicing, environmental management, social services, and economic development.

The OCP states that seven broad goals to make Nanaimo a more sustainable community. Goal Seven, *Work towards a Sustainable Nanaimo*, authorizes development of neighbourhood and area plans, the creation of which are critical to achieving the objectives of the OCP. Area plans identify and support the specific needs of urban nodes and surrounding communities in the context of the city-wide OCP.

Goals of the Official Community Plan

1. Manage Urban Growth
2. Build a More Sustainable Community
3. Encourage Social Enrichment
4. Promote a Thriving Economy
5. Protect and Enhance Our Environment
6. Improve Mobility Servicing
7. Work Towards a Sustainable Nanaimo

The Hospital Urban Node designation centres on the Nanaimo Regional General Hospital site and incorporates areas to the south and west along the Dufferin Crescent Corridor. The OCP designates lands outside of the Hospital Urban Node as Corridor, Neighbourhood, and Parks and Open Space.

The OCP describes the Hospital Urban Node as the *City-wide Regional Centre for Health Services, Seniors Housing, Professional Offices, and Higher Density Residential*. OCP policies identify the area as the core district for health services in the City, and a major employment centre. Additionally, OCP policy supports medium to high residential densities in the Hospital Urban Node and a mix of social and community services.

1.2 Purpose and Plan Elements



The Nanaimo Regional General Hospital is the medical service centre for the City and the region. The Hospital employs over 2000 people, and Island Health is expanding the facility to meet the service demands of the region's growing population. As an employment centre, the Hospital is as important to the health of the local economy, as its services are to the wellness of regional residents.

Additionally, the Hospital Area, including adjacent Neighbourhood and Corridor designations, is experiencing ongoing and significant commercial and residential development. The resultant relationship between the Nanaimo Regional General Hospital and the surrounding community is valuable and unique in the City, and worthy of strengthened connections between area stakeholders, including other institutional partners and community representatives.

Area Plan

The purpose of the Area Plan: to complement and complete the evolution of the Hospital Urban Node. Elements of the Hospital Area Plan include more detailed land use designations, transportation network enhancements, and an urban design framework. The Area Plan also addresses related issues including parking, development scale, infrastructure servicing, and open space.

Area Plan Elements

1. Land Use and Development
2. Transportation and Infrastructure
3. Open Space and Connectivity
4. Parking Management
5. Partnerships and Communication



Parking Strategy

Coinciding with the development of the Hospital Area Plan, the City has developed a Parking Strategy to manage on-street parking near the Nanaimo Regional General Hospital. The City also acknowledges that the relatively high volume of on-street vehicle parking in the hospital area is a concern for area residents and Nanaimo Regional General Hospital employees.

The Hospital Area Plan and the Parking Strategy are distinct documents with separate objectives and implementation timelines. The Area Plan provides a long-term vision for the growth and development of the local area while the Parking Strategy proposes management practices in the short- and medium-term to increase the availability of on-street parking on hospital area streets. The Area Plan includes policy to help implement the Parking Strategy, and manage parking within the Hospital Area.



Figure 1 Hospital Area Plan

1.3 Plan Context



Plan Area

The Hospital area (Figure 1) is located centrally in Nanaimo: between the Island Highway and the Nanaimo Parkway, and equal distance to the northern and southern City boundaries. Meredith Road and Strathmore Street form the north boundary of the Plan Area, while Townsite Road forms the south. Waddington Road forms the east boundary of the Plan Area, while Bowen Road forms the west. Dufferin Crescent bisects the Plan Area east-west, and Boundary Avenue / Boundary Crescent bisects the Plan Area north-south.

The Plan Area is approximately 124 hectares (ha). The OCP designates 44 ha as Hospital Urban Node anchored by the Nanaimo Regional General Hospital, which is approximately 15 hectares. Existing Neighbourhood-designated lands make up approximately 40 ha of the Plan Area, with the remaining area, approximately 40 ha, designated as Corridor, along Bowen Road, and Parks and Open Space which is distributed throughout the Plan Area.

The highest Hospital buildings, over six storeys, are set back from the streets with one and two storey structures located nearer the public roadways. Three and four storey apartment buildings occur near the Nanaimo Regional General Hospital along principle corridors. Recent developments in the Plan Area include contemporary medium-density residential apartment buildings and ground-oriented townhomes along the western half of Dufferin Crescent. Older two-storey residential buildings, including seniors housing complexes, occur near the Hospital, and a single-storey mall with limited retail services is located at the Core Intersection. Additional single-storey commercial buildings are located on Dufferin Crescent at Bowen Road. Established single-family dwellings are located in the northwest quadrant of the Plan Area, and along the north and east boundaries of the Nanaimo Regional General Hospital. Single-family and duplex residential units are located in the southern portion of the Plan Area.

Medical, Educational, and Institutional Partners



The Hospital Area is a hub for medical-related services and care facilities. In addition to the Nanaimo Regional General Hospital, the area is home to the Nanaimo Childhood Development Centre, the Nanaimo Public Health Unit, and a seniors' care facility at Dufferin Place. Other related facilities include the Kiwanis Village, Nanaimo Family Life Association, the Nanaimo Community Hospice Society, and the Nanaimo Affordable Housing Society. Additionally, numerous medical and wellness-related offices are located locally.

Nanaimo-Ladysmith Public Schools owns the former Dufferin Elementary School site southeast of the Nanaimo Regional Hospital on Dufferin Crescent.

Population growth and an aging demographic in the city and region will continue to increase the importance of medical-related services in the Hospital Area. Existing partnerships between institutions located in the Hospital Area should be strengthened to meet the growth-related challenges expected over the duration of this Plan.



1.4 Neighbourhood History

Until the 1950s, the hospital area was sparsely settled and featured a few scattered farms and residences. Samuel Waddington, for example, operated the Millstone Dairy farm in the area from 1899. Some stores and services were also located on the Bowen and Townsite Road boundaries of the planning area during this early period.

In 1913, Samuel Waddington proposed a significant suburban subdivision (Figure 2) known as "Seafield Heights." Little of this ambitious concept was built. Eventually, most of the land reverted to public ownership. The City of Nanaimo amalgamated a large portion of the area in 1952 with the new City limit running along Boundary Avenue up to the Island Highway. The eastern portion of the planning area, bounded by Waddington, Townsite, Strathmore

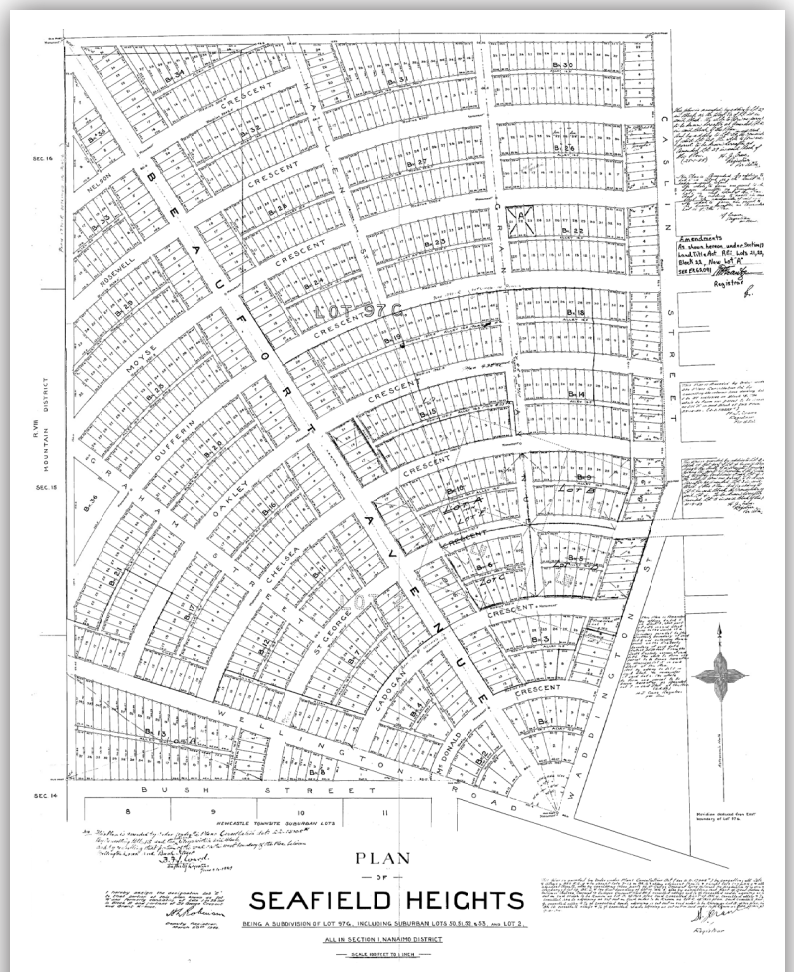


Figure 2 Historic Seafield Heights Plan

and Boundary Roads, benefitted from the post-war housing boom and many of the modest homes built during that era still stand today. The Province constructed Dufferin Crescent Elementary (1958-2008) and Woodlands Secondary (1956-2016) Schools to accommodate the new population.



In 1962 the City of Nanaimo developed an area plan to guide the redevelopment of the lands originally constituting the Seafield Heights subdivision. The new concept moved away from the grid-pattern proposed in the original subdivision for reasons of road safety and cost reduction. The new plan introduced significant areas for higher density residential development and public park use connected by a curvilinear road network. Interestingly, even at this time the problematic nature of the Northfield Road / Island Highway intersection was acknowledged, with an urgent study recommended to be completed by the City and the Province.

The province constructed the first phase of the Nanaimo Regional General Hospital in 1963. Its completion sparked a distinct shift in development. In addition to the large hospital complex, which opened with 188 beds, local developers built apartment blocks nearby to accommodate hospital workers. Construction of other Hospital Area developments soon followed, including a series of single- and multi-family residential projects, and doctors' offices. Key developments included the first doctor's office at 1515 Dufferin Crescent, and the Thunderbird Drive subdivision in 1965. Steady development in the area continued into the 1970s. After the large-scale amalgamation of the City and surrounding lands in 1975, the pace of development in the Hospital Area increased. Local construction projects included a significant number of additional multi-family developments and the area's first pharmacy in 1977 at 1588 Boundary Avenue. Additionally, developers also constructed a number of rest homes, and the Wellington Medical Clinic in 1979. The commercial nature of the area continued to expand throughout the 1980s with the construction of a small shopping mall on Boundary Crescent featuring services, such as the Beaufort Laundry, TD Bank, the G&M Bakery and a butcher. In addition, the Arbutus Medical Centre and Island Labs also located in the area at this time.

The trend of multi-family and commercial development in the Hospital Area continued into the 1990s including the construction of the Westhill commercial development on Bowen Road, followed later by significant residential development in the 2000s.



1.5 Potential Heritage Properties

Residential

945 Waddington Road

1115 Waddington Road

1141 Waddington Road

1305 Waddington Road

1004 Moyse Crescent

1033 Strathmore Street

1390 Townsite Road

971 Beaufort Road

1040 Beaufort Drive

1340 Boundary Crescent

1415 Boundary Crescent

1135 Dufferin Crescent

2093 Bluebell Terrace

2067 Forest Drive

1201 Thunderbird Drive

1210 Thunderbird Drive

1656 Crescent View Drive

Institutional

1200 Dufferin Crescent (Nanaimo Regional General Hospital)

1085 Moyse Crescent (Church)

1070 Townsite Road (Office)

1580 Grant Avenue (Church)

1243 Nelson Street (Childcare Facility)



2 Plan Process



Plan Process

Official Community Plan Policy 57 states that: *An Area Plan will be developed for the Hospital Urban Node in consultation with area residents, business owners, and stakeholders.* In response, Council authorized staff to undertake the Hospital Area Plan in December 2016. The City of Nanaimo's Community Planning and Development Committee served as the Steering Committee for the Area Plan. The Area Plan process began in January 2017, and consisted of five phases:

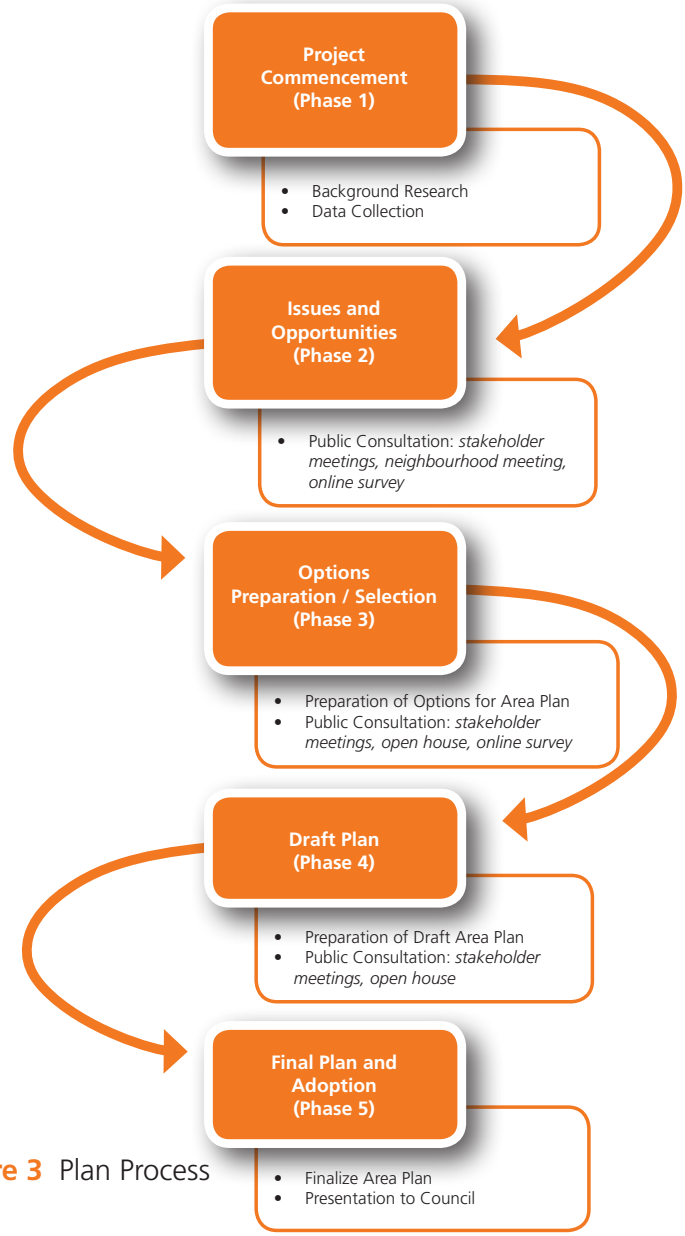


Figure 3 Plan Process

Phase 1: Plan initiation



Phase one of the plan included background research and data collection. Assessment of the neighbourhood included a summary of existing land use, a review of servicing infrastructure, and an inventory of recent and proposed development and capital plan projects.

To assist the Area Plan project, the City retained Colliers International Consulting to review the residential, retail, and medical office real estate market within the Plan Area; Urban Forum Associates to develop the urban framework; and Urban Systems to assess the transportation network within the Plan Area.

Staff introduced the Area Plan project to the Community Planning and Development Committee as part of this project phase. Additionally, staff created a project website to communicate details of the Area Plan with the public. The website was maintained and updated throughout the Area Plan process.

Phase 2: Issues and Opportunities

Phase two of the project focused on collecting public feedback on the perceived issues and potential opportunities in the Plan Area. Staff collected feedback through an online survey, a meeting of the Hospital Area Neighbourhood Association, and stakeholder meetings: one with community representatives, and the other with hospital-related representatives.

Staff presented the Community Planning and Development Committee a process update as part of this project phase.

Phase 3: Concepts and Options

The Area Plan team, including the transportation and urban design consultants, reviewed the public feedback generated in Phase two of the project to develop concepts and options to guide the future growth and development of the Plan Area.



The public provided feedback to the Area Plan team on the proposed concepts and options through on online survey, open house, and stakeholder meetings: again, one with community representatives, and the other with hospital-related representatives.

Staff presented the Community Planning and Development Committee with a summary of the issues and opportunities phase of the project. Additionally, staff presented the Committee with the proposed open house display material prepared for the concepts and options project phase.

Phase 4: Draft Plan

Based on the feedback from Phase three, the Area Plan team refined the proposed land use options and urban design concepts to develop the draft Hospital Area Plan.

Prior to seeking public feedback on the Draft Plan, Staff presented the material from the Draft Plan to the Community Planning and Development Committee for review.

As with the previous two project phases, staff sought public feedback on the Draft Plan through an open house, and stakeholder meetings with community and hospital representatives.

Phase 5: Final Plan and Adoption

Based on public feedback and technical expertise generated through the Draft Plan project phase, Staff finalized the Hospital Area Plan. The Community Planning and Development Committee reviewed the Area Plan and recommended its adoption by Council. Subsequently, Council adopted the Area Plan as an amendment to the Official Community Plan.



3 Urban Design Framework

3.1 Introduction

3.2 Urban Design Principles

3.3 Urban Design and Street Character

3.4 Pedestrian Connections and Open Space

3.5 Transportation, Transit and Cycling Networks



3.1 Introduction

The Urban Design Framework connects the Hospital Area Plan policies with development regulations and capital project planning. This section guides future development and informs developers, architects, neighbourhood groups, and city staff by highlighting streetscape design and open space priorities in the Plan Area.

The Urban Design Framework provides general direction for development within Urban Node, Corridor, and Neighbourhood designations, and establishes broad urban design strategies in the plan area.

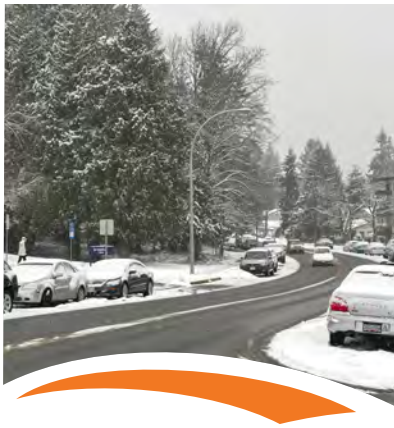
The Framework establishes a more coherent network of streets, and cycle routes; a pedestrian greenway; a higher density Main Street; intensified residential densities; an enhanced public realm; and potential gateway marker locations.

The Hospital Area Plan illustrates the Urban Design Framework through the following:

- 3.2 Urban Design Principles
- 3.3 Urban Design and Street Character
- 3.4 Pedestrian Connections and Opens Space
- 3.5 Transportation, Transit and Cycling Networks

Design Strategies included in the Framework both introduce design concepts into the Plan Area, and supplement the concepts introduced in Policy by providing more detailed design descriptions, including physical elements and visual examples.

3.2 Urban Design Principles



The City developed a set of urban design principles as a response to the public feedback received during the Issues and Opportunities project phase. Based on public feedback received during the Concepts and Options project phase, the City refined the urban design principles for the draft Hospital Area Plan. The eleven principles reflect the urban design concepts incorporated into the Hospital Area Plan.

Principle 1

Focus streetscape and public realm enhancements on the streets adjacent to and near the Nanaimo Regional General Hospital.

Principle 2

Define a Core District that will be the focus of the most intense urban design and streetscape enhancements.

Principle 3

Recognize the intersection of Dufferin Crescent and Boundary Avenue / Boundary Crescent as the Hospital Area's Core Intersection and principal transportation node. Develop the Core Intersection with a focus on urban design and streetscape enhancements.

Principle 4

Recognize Dufferin Crescent and Boundary Avenue / Boundary Crescent as the principal streets in the Hospital Area. The Urban Design Framework should develop around these corridors.

Principle 5

Establish a Main Street in the Hospital Area over that portion of Dufferin Crescent near and through the Core Intersection. Develop the Main Street with an intensified mix of land uses, and amenities servicing both the Nanaimo Regional General Hospital and the surrounding community.



Streetscape

The visual character of a street comprised of elements such as structures, street paving, sidewalks, public art, street furniture, landscaping, signage and lighting.

Principle 6

Identify and celebrate the key Gateways or principle entrances into the Hospital District.

Principle 7

Celebrate the original Seafield Heights Plan (c 1913) for this area as a key part of the Hospital Area's heritage. Examine opportunities to re-incorporate elements of the Seafield Heights Plan into the area as it redevelops.

Principle 8

Improve and enhance access to, visibility of, and connectivity between existing public parks. Identify, and extend existing public pedestrian rights-of-way to public parks, including existing unused routes.

Principle 9

Define a hierarchy of future streetscape treatments:

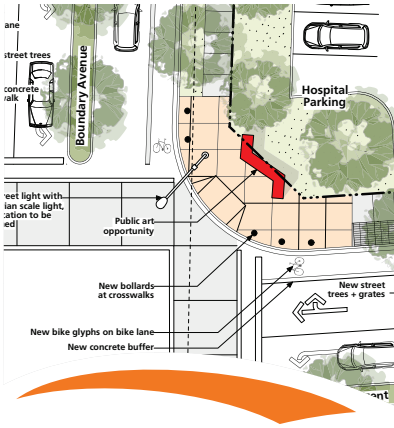
1. Main Street (Dufferin Crescent and Boundary Avenue / Boundary Crescent through the core intersection and along Dufferin Crescent to its (eastern) intersection with Seafield Crescent)
2. Collector Street (Dufferin Crescent and Boundary Avenue / Boundary Crescent outside the Main Street)
3. Pedestrian Greenway Street (Crescent View Drive)
4. Wellness Loop streetscape (the streets surrounding the Nanaimo Regional General Hospital)

Principle 10

Explore opportunities to introduce a finer-grained network of walkways through the area, supporting a more pedestrian-friendly community. Work with the Nanaimo Regional General Hospital to identify walkways across the Hospital site.

Principle 11

Optimize universal access throughout the area. Design the public realm for the safe and easy movement of people, including those with disabilities.



Greenway

A multi-functional trail or strip of roadway that is used by people to recreate and commute. Intended to encourage sustainable development and a healthy lifestyle, greenways link users to the surrounding community and may include trees, gardens and other amenities such as lighting, benches, historical and interpretive signage, and bike racks.



3.3 Urban Design and Street Character

Well-designed streets and public spaces are fundamental to a vibrant and complete community. In order for an established neighbourhood to welcome increased density, infill development must contribute positively to high-quality public spaces including active and welcoming public streets, safe and inviting open spaces, and efficient and attractive walking trails, and cycling lanes. Diverse street character and urban services, including transit, are important community elements, especially in the Hospital Area.

The following strategies identify key urban design concepts (Figure 4) that will help to improve and strengthen the character in the Hospital Area.

Public Realm

Accessible spaces that support public life and social interaction including streets, squares, parks, and other open spaces

Main Street

A pedestrian-friendly and principal roadway that includes diverse commercial services and active public streetscapes

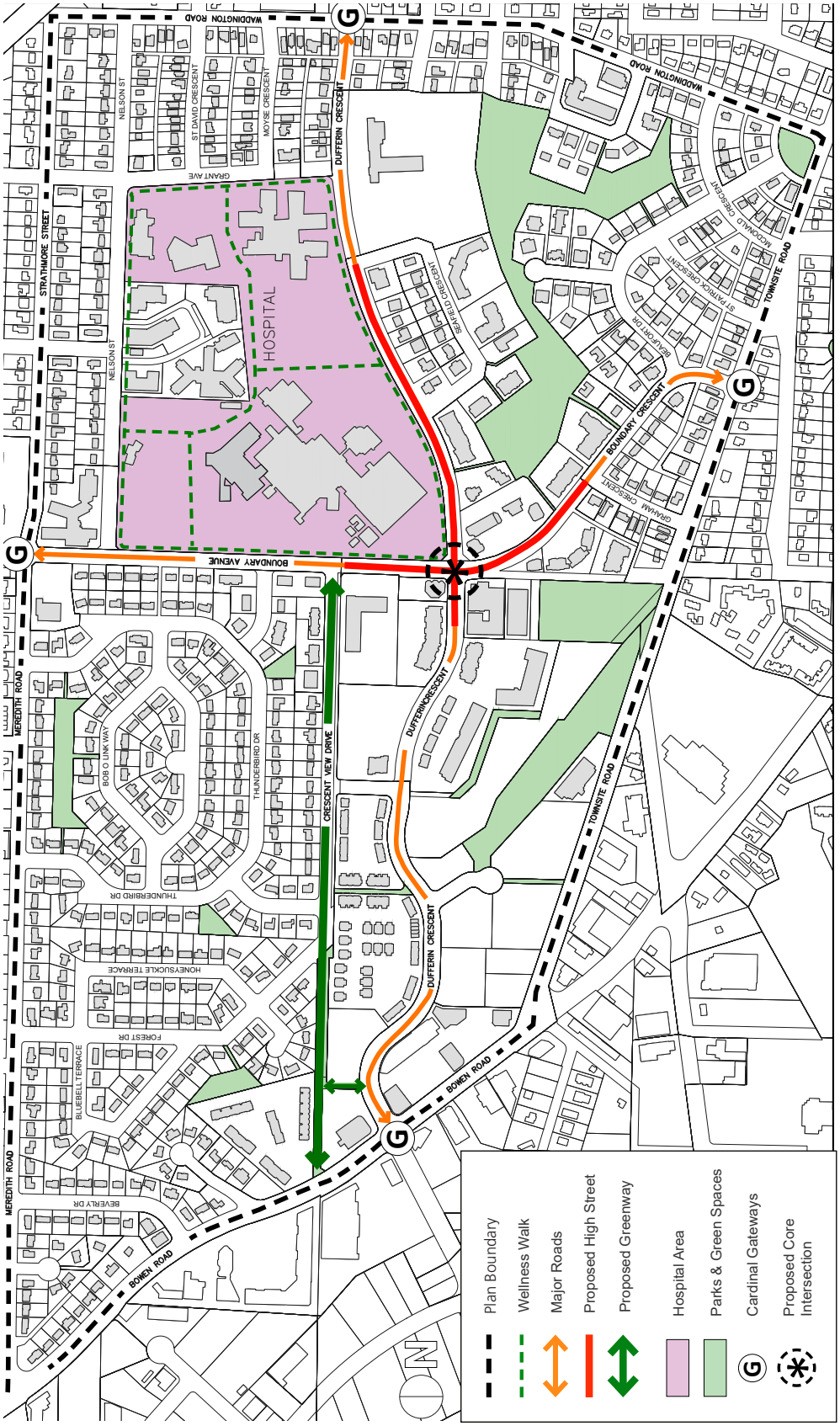


Figure 4 Urban Design and Street Character



Urban Design Strategies

Core Intersection

1 Recognize the intersection of Dufferin Crescent and Boundary Avenue/ Boundary Crescent as the Core Intersection (Figure 5). Provide urban design and streetscape enhancements to animate the Core Intersection by increasing pedestrian activity and public safety for all modes of transportation. Create vibrant street corners in the public spaces framed by building facades and attractive urban landscaping.

2 Improved elements of the public realm may include expanded walkways and sidewalk patios, street furniture, pedestrian-scale and decorative lighting and street banners, public art installations, street trees and landscaping, decorative pavement treatments, crosswalk safety enhancements, and protected cycling spaces.

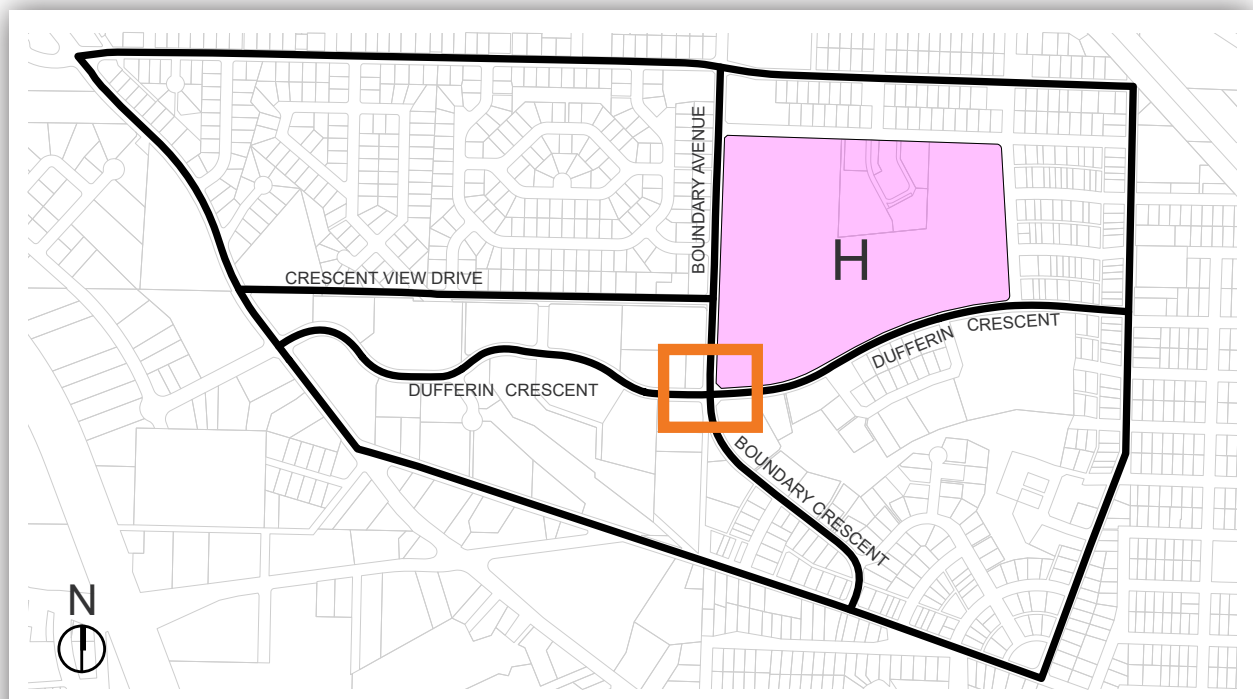


Figure 5 Core Intersection Location

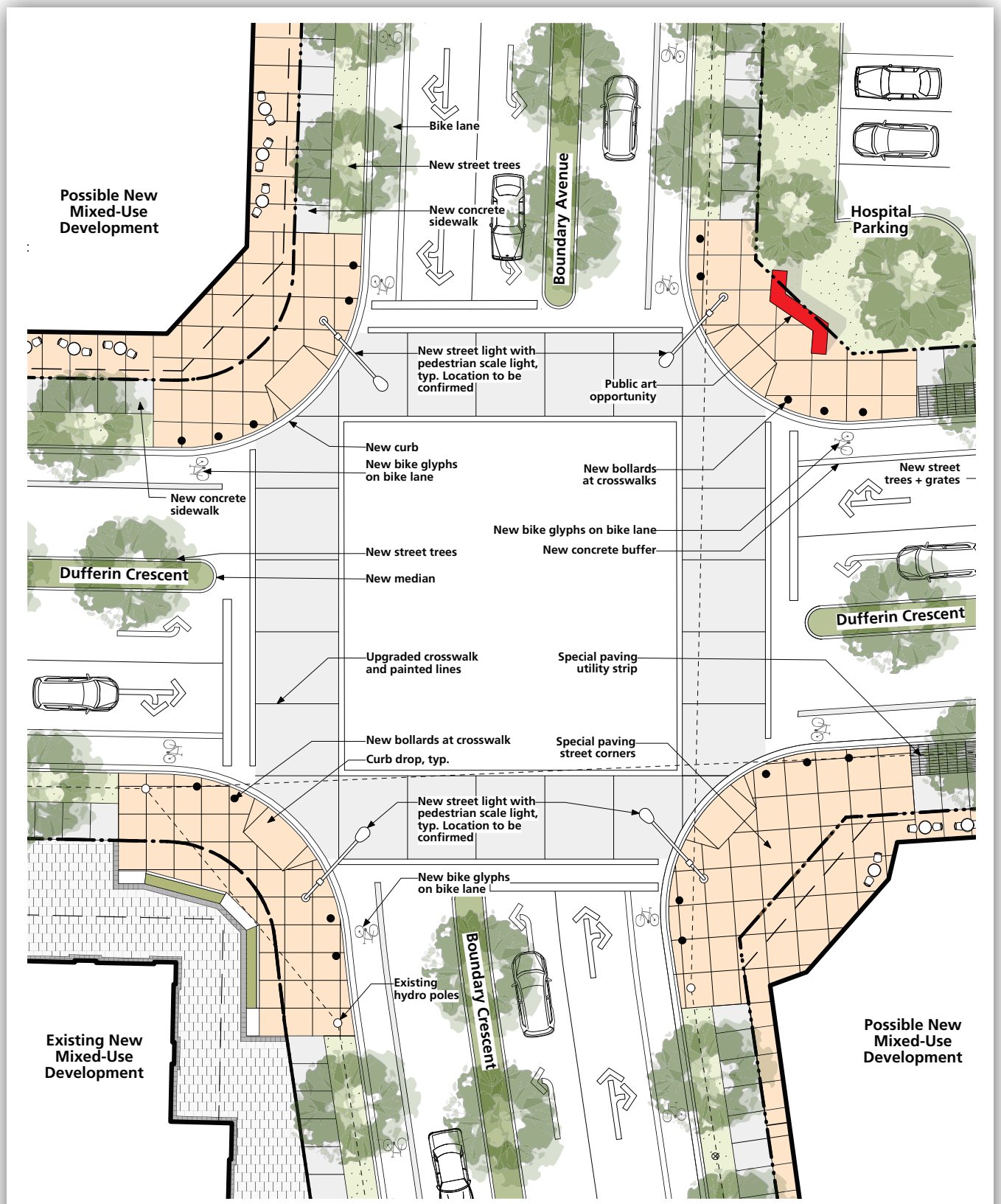


Figure 6 Proposed Core Intersection





Celebrate Gateways

3 Define and celebrate the cardinal hospital-area gateways. Identifying the principal gateways into the Hospital Area defines neighbourhood edges and provides residents, employees, and visitors to the Hospital Area with a sense of place. Gateway elements may include contrasting or textured paving material, ornamental light standards and street banners, prominent landscaping and street trees, health and wellness-themed public art installations, or other urban design treatments.

4 Explore opportunities to establish a Hospital Area stakeholder team, including representatives from the Nanaimo Regional General Hospital and the Hospital Area Neighbourhood Association, to develop a concept for the proposed Hospital Area Gateway features.



Figure 7 Neighbourhood Gateway Design Concept

Street Character Strategies



Main Street

5 Provide the Main Street with highest level of urban design and streetscape enhancements to support and enhance the Mixed Use Health and the Hospital Services land use designations.

6 Improved elements of the public realm may include expanded walkways and sidewalk patios, street furniture, pedestrian-scale and decorative lighting, street banners and public art installations, street trees and landscaping, decorative pavement treatments, crosswalk safety enhancements, and protected cycling spaces (Figures 8 & 9).

7 Designate and manage one or more food truck locations within the Plan Area to serve Nanaimo Regional General Hospital employees, local residents, and visitors to the hospital area.

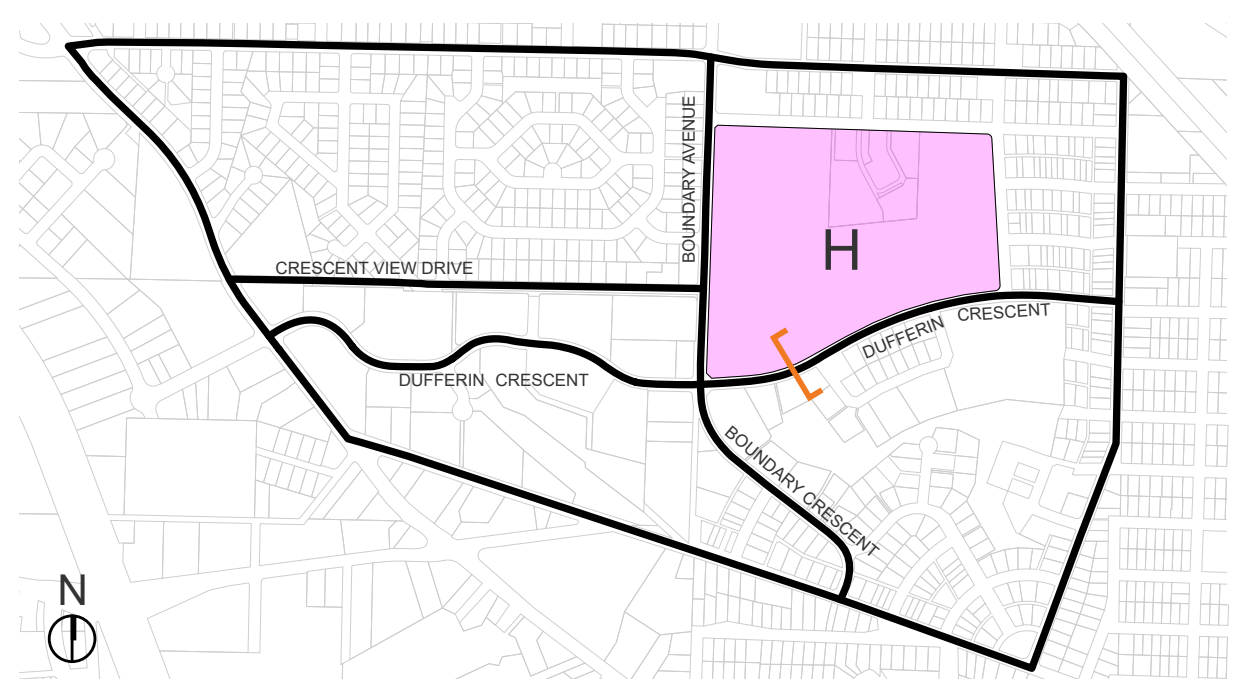


Figure 8 Dufferin Crescent Main Street Location

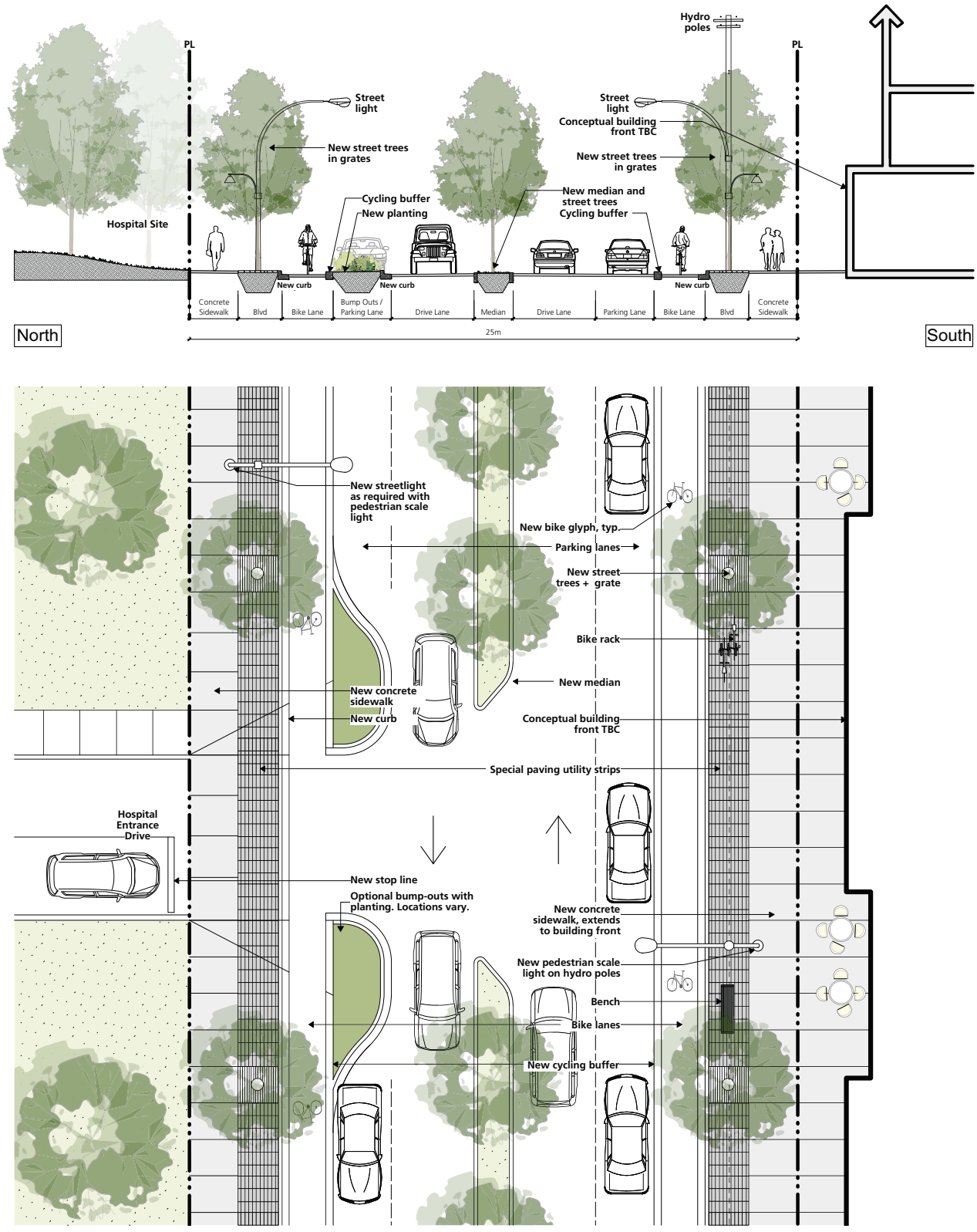


Figure 9 Proposed Dufferin Crescent Main Street

Dufferin Crescent and Boundary Avenue / Boundary Crescent



8 Provide urban design and streetscape enhancements along Boundary Avenue / Boundary Crescent and Dufferin Crescent east of Seafield Crescent and within the Plan Area. Improved elements of the public realm include continuous, widened, and unobstructed sidewalks on both sides of the street; pedestrian-scale lighting, street banners, green boulevards with street trees and plantings to improve groundwater infiltration and storm water management, crosswalk safety enhancements, protected cycling spaces, clearly identified on-street vehicle parking, and a centre median (Figures 10 & 11).

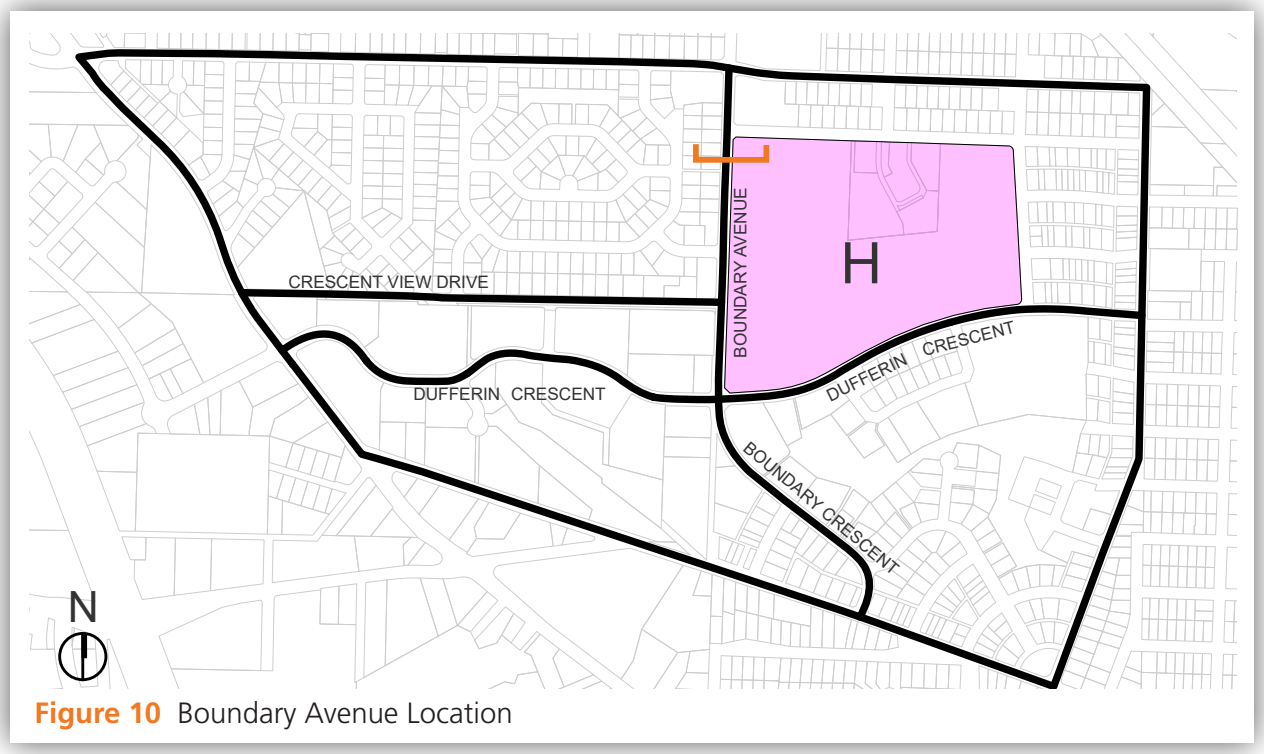


Figure 10 Boundary Avenue Location

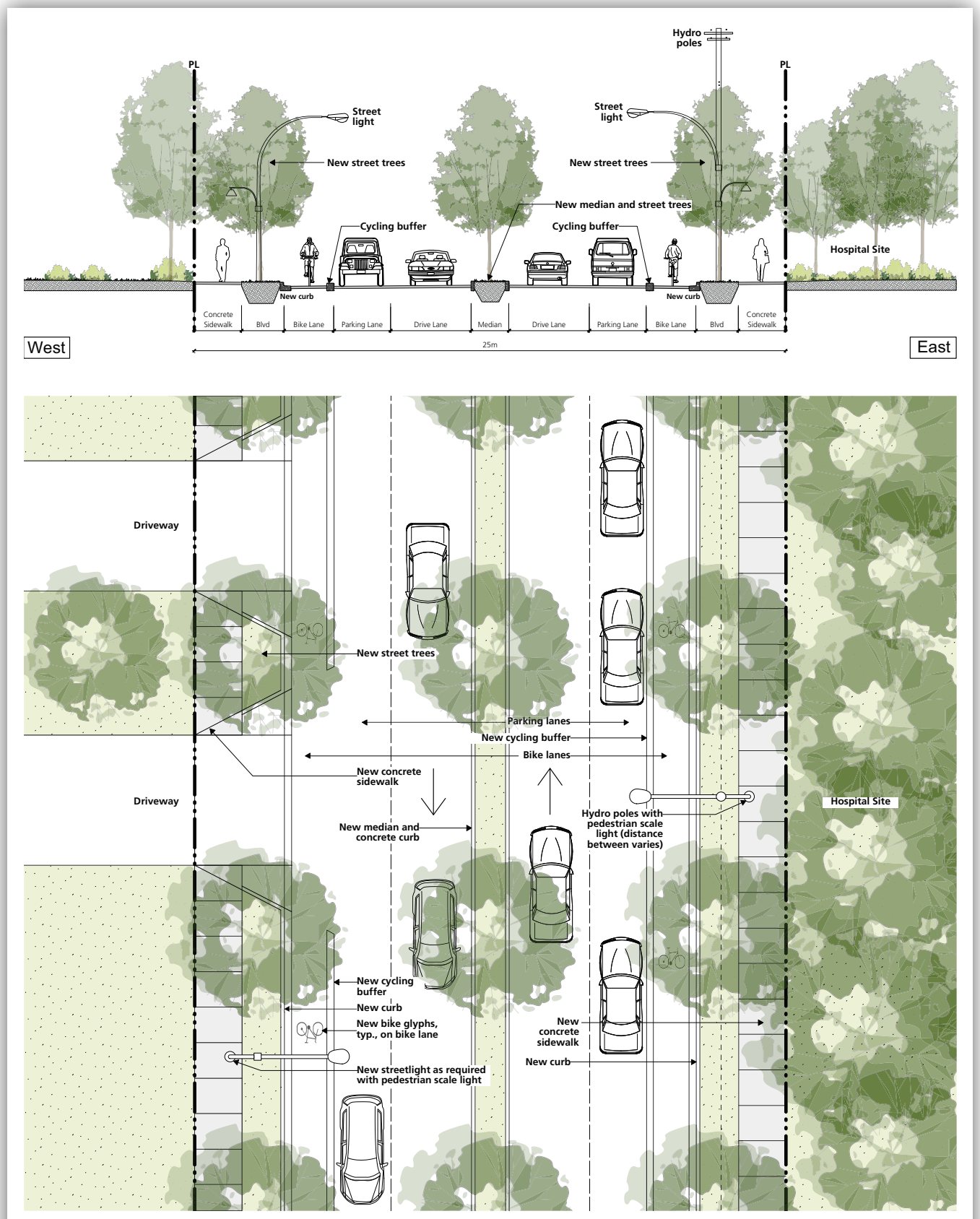


Figure 11 Proposed Boundary Avenue / Boundary Crescent

9 Provide urban design and streetscape enhancements along Dufferin Crescent west of Boundary Avenue / Boundary Crescent and within the Plan Area. Improved elements of the public realm for the western portion of Dufferin Crescent differ from those proposed for the eastern portion of the street due to a reduced road cross-section width. The resulting cross section proposal accommodates all modes of transportation by reducing the proposed width of some cross-section elements and removing the cycling lane buffer (Figures 12 & 13).



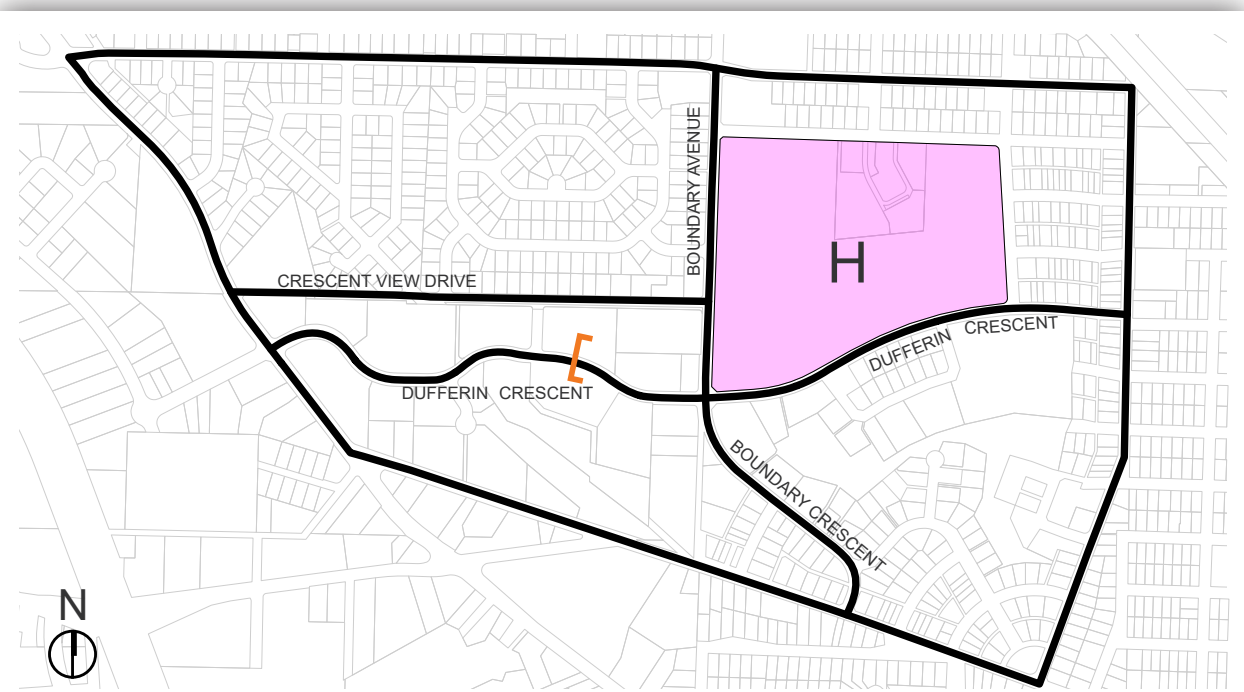


Figure 12 Dufferin Crescent (West) Location



Figure 13 Proposed Dufferin Crescent (West)

Pedestrian Greenway



10 Develop Crescent View Drive as a Pedestrian Greenway. Elements of a pedestrian greenway include continuous, widened, and unobstructed sidewalks on each side of the street; pedestrian-scale lighting; green boulevards with street trees and plantings to improve groundwater infiltration and storm water management; clearly identified vehicle parking stalls; and driving lanes to accommodate local vehicle and cycling traffic (Figures 14 & 15).

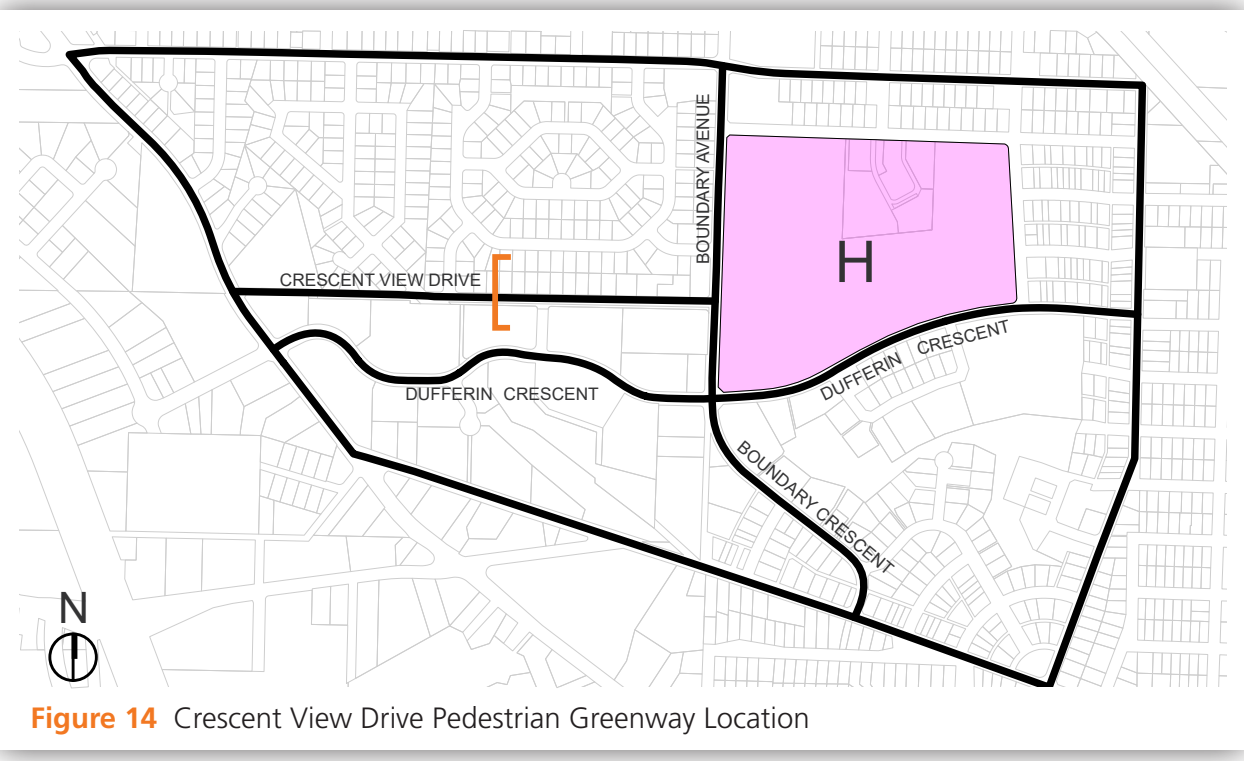


Figure 14 Crescent View Drive Pedestrian Greenway Location

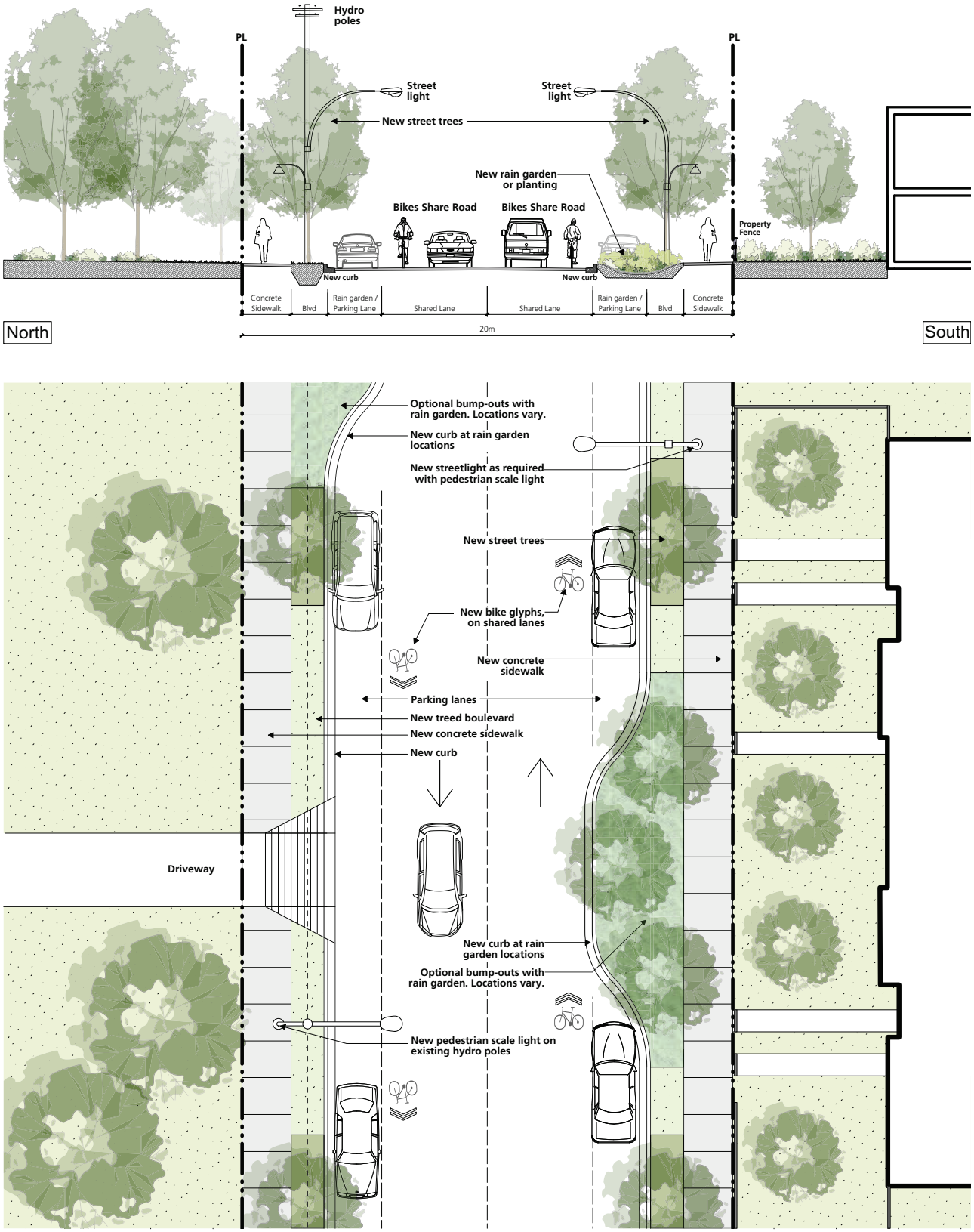


Figure 15 Proposed Crescent View Drive Pedestrian Greenway

3.4 Pedestrian Connections and Open Space



Safe and attractive walkways that provide hospital area residents, employees, and visitors with strong pedestrian connections to local services and amenities benefit the community and the region. Improvements to the pedestrian network in conjunction with simple and effective enhancements to the open spaces will result in high quality parkland in the Hospital Area, and an enhanced urban environment.

The following strategies identify key open space enhancement concepts (Figure 16) that will help to improve and strengthen the pedestrian connections within the Hospital Area.

Parks and Open Space

A land use designation that applies to lands across Nanaimo that are titled as parkland or otherwise serve as parks for recreation. These lands may be in a "natural" state (nature parks, reserves, undevelopable lands such as flood plains and wetlands), or "developed" state (playing fields, boulevards, squares, plazas, cemeteries). They may also be in the public domain (municipal or provincial parks, roads, pedestrian networks, commercial plazas), or in the private domain (golf courses, farms).

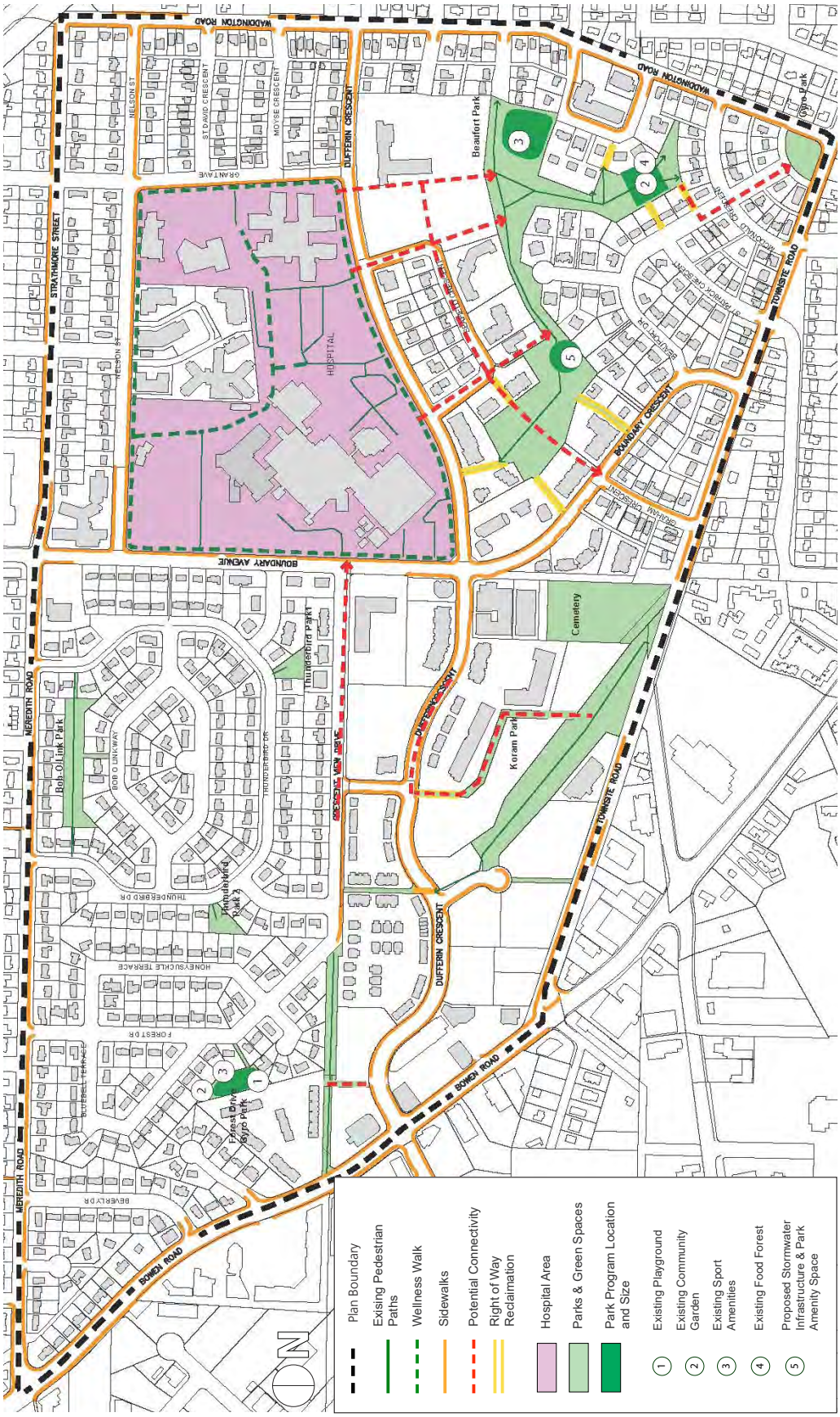
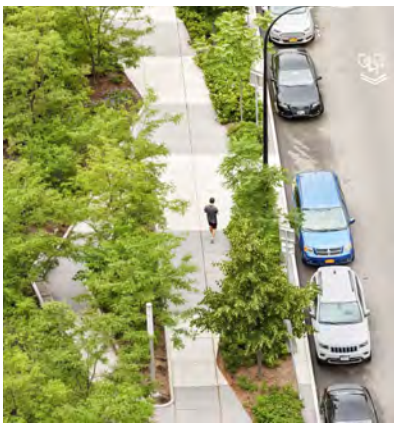


Figure 16 Open Space and Pedestrian Connectivity









Pedestrian Connection Strategies

Wellness Walk

1 Develop a Wellness Walk on the streets surrounding and the pathways through the Nanaimo Regional General Hospital with elements including widened sidewalks and gathering places, distance markers, street furniture and seating areas, boulevard street trees and plantings, public art installations, pedestrian-scale lighting, street banners, interpretive signage, wayfinding, and other urban design features spaces to enhance the public realm.

Pedestrian Network

2 Develop a finer-grained network of pedestrian trails and pathways in the Hospital Area based on the historic Seafield Heights Plan and the existing pattern of radial streets in the Hospital Area. Focus new pedestrian connections through the Beaufort Park and the former Dufferin Elementary School site.

3 Develop a walkway linking Beaufort Park and Waddington Park.

4 Develop a formal pedestrian trail linking Dufferin Crescent and Koram Park via Duggan Road Park.

5 Explore opportunities to create a safe and protected pedestrian access from Dufferin Crescent to the Pedestrian Greenway across the development parcel located at 1740 Dufferin Crescent. Propose infrastructure that invites and promotes the safe movement of pedestrians of all abilities through the community and along the Pedestrian Greenway.

6 Construct a new pedestrian crosswalk at the intersection of Dufferin Crescent and Summerhill Place.

7 Improve the existing pedestrian crossing at the intersection of Nightingale Crescent and Boundary Avenue.



Open Space Enhancement Strategies

Food Forest

8 Develop a food forest in Beaufort Park at Beaufort Drive to include fruit and nut trees, berries and other plantings for the quiet use, education, and enjoyment of the park users and the broader community. Include educational signage and resources to facilitate and celebrate urban agriculture in the City of Nanaimo.

Safety

9 Incorporate safety improvements into hospital-area parkland, especially under-utilized or isolated open space. Safety improvements may include the following Crime Prevention Through Environmental Design (CPTED) enhancements: improving and maintaining sight lines into parks from public spaces and adjacent properties, potential tree removal, maintaining open and clear park accesses, and improving pedestrian trail connections.

Playgrounds

10 Explore opportunities to partner with Island Health and School District 68 to develop and locate a central playground in the Hospital Area to serve the community, including area residents; visitors to the Nanaimo Regional General Hospital, and the Public Health Unit; and students attending Hospital-Area schools. A safe and centrally located playground could activate existing open space within the plan area, and promote social interaction through the shared use of a well-designed amenity.

Crime Prevention Through Environmental Design (CPTED)

Designing buildings and structures as well as the open spaces surrounding them, to reduce opportunities for crime and increase public safety.

3.5 Transportation, Transit and Cycling Networks

Well designed transportation routes enhanced by safe and separate spaces for automobiles and bicycles can enhance the daily and routine travel experiences of residents, employees, and daytime visitors to the hospital area. Additionally, transit enhancements that provide safe, reliable, and sustainable transportation alternatives for users, especially hospital employees, contribute positively to daily urban life in the Hospital Area – and in the region beyond (Figure 16).



The following strategies identify key transportation, transit and cycling network enhancement concepts (Figure 17) that will help to improve and strengthen the mobility networks in the Hospital Area.

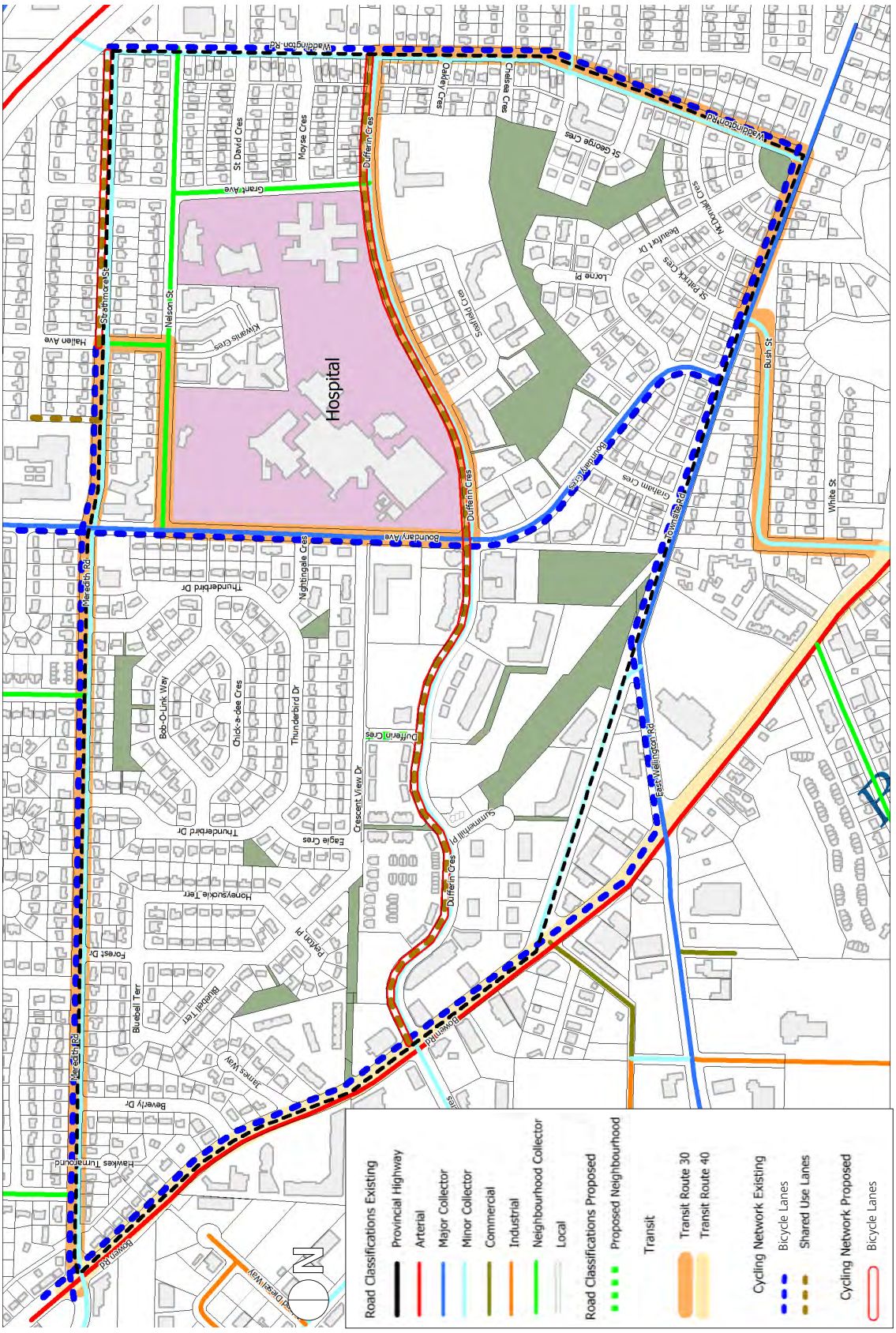


Figure 17 Mobility

Mobility Strategies



Transportation Network

1 Improve pedestrian safety at controlled intersections within the Plan Area. Specifically, lengthen the pedestrian crossing times at the following light-controlled intersections: Dufferin Crescent and Boundary Avenue / Boundary Crescent, Dufferin Crescent and Bowen Road, and Boundary Avenue and Meredith Road / Strathmore Street.

2 Monitor the performance of the intersections of Dufferin Crescent and Waddington Road and Boundary Crescent and Townsite Road. Implement traffic control measures at either intersection including all-way stops, or traffic signals, when required.

3 Monitor the performance of the intersection at Dufferin Crescent and Bowen Avenue, especially left-turn queue distances. Extend left turn lanes when existing conditions impact the performance of the intersection, when required.

4 Explore opportunities to create a vehicle access from the Westhill Centre on Bowen Road to Dufferin Crescent across the development property located at 1715 Dufferin Crescent.

Transit Network

5 Encourage BC Transit and the Regional District of Nanaimo to improve service to the Hospital Area by exploring options for a new bus stop location on the Island Highway (Route 50: Downtown / Woodgrove), and by evaluating the location of existing bus stops on Dufferin Crescent at Boundary Avenue.

6 Explore with the Nanaimo Regional General Hospital, BC Transit, and the Regional District of Nanaimo the possibility of locating a bus stop near the main entrance of the Nanaimo Regional General Hospital.



Cycling Network Connections

7 Improve connections between the Hospital Area, including higher density residential areas and the Nanaimo Regional General Hospital, and the broader citywide cycling network.

8 Develop signage and wayfinding to identify public amenities and active transportation corridors beyond the plan area including Bowen Park, the E&N Trail, the Parkway Trail and the Waterfront Walkway.



4 Plan Policies

4.1 Introduction

4.2 Land Use Principles

4.3 Land Use and Development

4.4 Transportation and Infrastructure

4.5 Open Space and Connectivity

4.6 Parking Management

4.7 Partnerships and Communication



4.1 Introduction

Area plans implement the general goals and objectives of the Official Community Plan by providing detailed policies specific to a particular part of the City. The Hospital Area Plan's foundation is the policy developed to address the issues and support the opportunities identified in the Hospital Urban Node and portions of the surrounding Neighbourhood, Corridor, and Open Space land use designations.

As the Nanaimo Regional General Hospital continues to expand its services, so too does the surrounding community develop through commercial and residential growth. Through the Area Plan process, community stakeholders identified a need for new medical and commercial services, and residential uses that complete and complement the area around the Nanaimo Regional General Hospital. The policies in this section guide the future hospital-area development, and consider related land use and transportation issues. The policies also address related topics including on-street vehicle parking, services, and open space.

The City of Nanaimo, local agencies and institutions, residents, and property owners must collaborate to realize the policies contained in the Hospital Area Plan. The Implementation Strategy contained in this document is developed to help area stakeholders achieve the policy goals.

Policies are grouped together under the following sections:

4.3 Land Use and Development
4.4 Transportation and Infrastructure
4.5 Open Space and Connectivity
4.6 Parking Management
4.7 Partnerships and Communication

4.2 Land Use Principles



The City developed the Planning Principles based on public input from the Issues and Opportunities and the Concepts and Options project phases. The principles reflect the broad topics of importance identified by local residents, land owners, employees of the Nanaimo Regional General Hospital, visitors to the hospital area, and members of the public.

The Planning Principles are described below.

Land Use and Development

1 Support mixed-use developments in the urban node with ground floor commercial uses and office and residential uses above.

2 Encourage new commercial and medical services to complete and complement those offered for residents and employees in, and visitors to the hospital area.

3 Promote development with amenities to enhance the character of the hospital area.

4 Incorporate health and wellness as an area-wide identity of the hospital area.

Transportation and Infrastructure

5 Improve hospital area transportation and servicing infrastructure.

6 Enhance transit service in the hospital area, especially for Nanaimo Regional General Hospital employees.

7 Improve local cycling and pedestrian infrastructure and improve connections to the broader active transportation networks.



Open Space and Connectivity

8 Provide connected, interesting, safe, inviting and green open space for residents, employees and users of the hospital area.

9 Ensure that the hospital area is a safe community for residents, employees, and visitors at all hours of the day.

Partnerships and Communication

10 Promote communication between the City, stakeholder agencies, and neighbourhood representatives on hospital area development projects and public realm enhancements.

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4.3 Land Use and Development



Policies contained within this section address the future land use and built form in the Plan Area. The policies focus growth and development by describing the Hospital Urban Node and the surrounding land use designations in more detail.

Health and Educational Services by function and extent are the foundation of the Hospital Area. Mixed Use Health Services expand out from the core intersection at Dufferin Crescent and Boundary Avenue / Boundary Crescent. The Multi-Family High Density designation supports and links the core of the Plan Area with the Mixed Use and Residential Corridor area along Bowen Road. The Multi-Family Medium designation buffers the most intense uses in the hospital area from existing single-family residential areas. The Plan designates Multi-Family Low Density areas to support ground-oriented multi-family developments. The Neighbourhood designation recognizes the existing single-family neighbourhoods in the Plan Area. Finally, the Parks and Open Space designation protects amenity spaces within the Plan Area.

Ground Oriented

Dwelling units accessed from the natural grade of a lot, providing direct access to exterior space.

Infill

Development on unused or under utilized land within the existing neighbourhood.

Policies

Area Land Use

1 Map 1: Hospital Area Land Use describes the land use designations within the Plan Area. The designations are consistent with the policies and objectives of the Official Community Plan.

2 Review and update existing City of Nanaimo regulations, including the Zoning Bylaw, against the Land Use and Development Policies contained in the Area Plan. Implement regulatory changes to achieve the development permitted in each land use designation, especially the Multi-Family Medium and Multi-Family Low Density designations.

3 Review and update existing Design Guidelines for commercial and multi-family residential developments within the Plan Area. Implement guideline changes to address and shepherd infill developments, especially in areas designated Multi-Family Medium Density, Multi-Family Low Density, and Residential Low Density.



Health Services
Services associated with the operation and future growth of the Nanaimo Regional General Hospital

Educational Services
Services associated with operation and future growth of School District 68

Mixed Use Health
Core district of health-related services, commercial, and high density residential land use

residential density of 50-150+ units/ha
height up to and including high rise buildings (6+ storeys)

Multi-Family High Density
Multi-unit residential development, public amenities

residential density of 50-150+ units/ha
height up to and including high rise buildings (6+ storeys)

Multi-Family Medium Density
Multi-unit residential development, public amenities

residential density of 50-150 units/ha
height 2-6 storeys

Multi-Family Low Density
Mix of housing types including single-family homes and ground oriented multiple family homes

residential density of 30-50 units/ha
height 2-4 storeys

Mixed Use Corridor
Multi-unit residential development, public amenities and commercial services in mixed use developments

residential density of 50-150+ units/ha
height 2-6 storeys

Residential Corridor
Multi-unit residential development, public amenities

residential density of 50-150+ units/ha
height 2-6 storeys

Residential Low Density
Mix of housing types including single-family homes and ground-oriented multiple family units

residential density of 10-50 units/ha
height 2-4 storeys

Parks & Open Space
A range of uses including lands that serve as parks, plazas, open space and recreational areas

Map 1 Hospital Area Land Use



Mixed Use

Lands containing more than one activity (for example, a development that incorporates residential and commercial uses).

4 Support a mix of housing types for individuals and families of all ages and income levels including single family homes, duplexes, triplexes, townhomes and apartments, as well as carriage houses, live/work studios, and seniors' housing.

5 Support community facilities such as churches, community centres, and social service agencies throughout the Plan Area.

6 Encourage residential developments within the Hospital Area to include adaptive and accessible units for people with mobility requirements.

7 Consider adding potential heritage properties (Page 10) in the Hospital Area to the City of Nanaimo's Community Heritage Register. Encourage developers of potential heritage properties to consider the character of existing structures in any redevelopment proposals.

Health and Education Services

8 Support the operation and growth of the Nanaimo Regional General Hospital at 1200 Dufferin Crescent as the health services centre of the region.

9 Support the redevelopment of the former Dufferin Elementary School site at 1111 Dufferin Crescent as an educational centre to serve the future needs of the community.

Mixed Use Health

10 Designate lands in this designation as the core district for health-related services including medical offices and associated medical, commercial, and professional uses that support the function of the Nanaimo General Regional Hospital.

11 Permit health-related services in mixed-use developments with commercial units on the ground floor, and residential units above.



12 Permit medium (50 to 150 units / ha) to high (greater than 150 units / ha) residential densities in mixed-use developments up to and including buildings six or more storeys.

Multi-Family High Density

13 Develop the lands in this designation as the primary area for multi-family developments and public amenities.

14 Permit medium (50 to 150 units / ha) to high (greater than 150 units / ha) residential densities in buildings six or more storeys.

Multi-Family Medium Density

15 Develop the lands in this designation to support transitional density and public amenities.

16 Permit medium (50 to 150 units / ha) residential densities in buildings two to six storeys. Encourage developments that use building siting, height, and massing to transition from the Multi-Family Medium Density designation to Multi-Family Low Density or Residential Low Density designations.

Multi-Family Low Density

17 Develop the lands in this designation as an area of ground-oriented multi-family residential development.

18 Encourage multi-family low density building forms through specific zoning-based regulations regarding building height, floor-area ratios, lot coverage, building setbacks, and other development characteristics.

19 Permit low (30 to 50 units / ha) residential densities in buildings two to four storeys. Support ground oriented multi-family housing forms that complement the scale and character of homes within the Multi-Family Low Density designation and the adjacent Residential Low Density designation.



Mixed-Use and Residential Corridors

20 Develop the Mixed-Use Corridor to support commercial, professional, and service uses; multi-family development; and pubic amenities in mixed use developments.

21 Encourage ground floor commercial, office, or community uses in mixed use developments, with residential units above.

22 Permit medium (50 to 150 units / ha) residential densities in mixed use developments in two to six storey buildings.

23 Develop the Residential Corridor to support multi-family uses and public amenities.

24 Permit medium (50 to 150 units / ha) residential densities in two to six storey buildings. Encourage developments that use building siting, height, and massing to transition from the Residential Corridor designation to the Multi-Family Low Density designation.

Residential Low Density

25 Maintain the existing neighbourhood designation supporting single-family homes and ground oriented multi-family developments.

26 Permit low (10 to 50 units / ha) residential densities in two to four storey buildings. Encourage developments that use building siting, height, and massing to complement the scale and character of homes within the Residential Low Density designation.

Parks and Open Space

27 Develop lands in this designation to support parks, recreation amenities, green spaces, and cemeteries within the plan area.

28 Enhance urban agriculture in the Plan Area by supporting local community gardens and food security initiatives.

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4.4 Transportation and Infrastructure



Infrastructure

The "hard" services associated with development such as water, storm, and sewer services, utilities, roads and trailways.

The Official Community Plan (OCP) classifies roads throughout the City by traffic volume and function. Within the Plan Area, the OCP classifies Boundary Avenue and Boundary Crescent as Major Collectors; Dufferin Crescent, Meredith Road, Strathmore Street, and Waddington Road as Minor Collectors; Grant Avenue, Nelson Street, and Hallen Avenue (south of Strathmore Street) as Neighbourhood Collectors, and other roads within the Plan Area as Local roads.

Streets throughout the hospital area should be safe, attractive, and functional for people using all modes of transportation: walking, cycling, automobile, and transit. Additionally, the transportation system must support the movement of people with disabilities. The transportation network should support and enhance access to medical services, local employment and commercial centres, schools, high-density and neighbourhood residential areas, and parks and open space.

In general, the Area Plan proposes to re-apportion hospital-area streets by enhancing pedestrian and cycling infrastructure, and providing additional areas for landscaping and street trees in attractive public spaces. In addition to aesthetic qualities, green infrastructure including landscaping, street trees, and raingardens reduce municipal servicing costs. The purpose of Transportation and Infrastructure Policy is to increase pedestrian, cycling, and transit use throughout the Plan Area by creating safe and attractive public spaces.

Policies in this section build on strategies introduced in the Urban Design Framework and support the addition and renewal of infrastructure focused to improve the active transportation networks within the hospital area, and the links to the broader citywide networks.

Policies

Gateways

1 Develop gateway signage and landscaping at the main entrances into the Hospital Area to better define the district and to promote a sense of place. The gateways are described

as the intersections of Boundary Avenue and Meredith Road / Strathmore Street, Boundary Crescent and Townsite Road, Dufferin Crescent and Bowen Road, and Dufferin Crescent and Waddington Road.



Main Street

2 Establish Dufferin Crescent and Boundary Avenue / Boundary Crescent coinciding with the Mixed Use Health land use designation as the Hospital-Area Main Street. Develop the Main Street to promote greater pedestrian and cycling activity, by including cycling lanes, generous sidewalks, street trees, and pedestrian crossings.

Hospital Area Road Designs and Street Character

3 Develop Dufferin Crescent, Boundary Avenue / Boundary Crescent, and Crescent View Drive as per the road cross section concepts provided in the Urban Design Framework that make up part of this Plan.

Pedestrian Greenway

4 Establish Crescent View Drive as a Pedestrian Greenway to promote greater pedestrian activity within the Plan Area by linking the Nanaimo Regional General Hospital with the Bowen Road corridor.

5 Connect the Crescent View Greenway to Dufferin Crescent by working with the owner of 1740 Dufferin Crescent to secure public pedestrian access along the western boundary of the lot.

Transportation Demand Management

6 Encourage and support Island Health to develop a Transportation Demand Management Plan for the Nanaimo Regional General Hospital to promote the use of alternatives to private vehicle travel for employees.



Pedestrian Network Enhancements

7 Inventory the condition of existing sidewalks within the plan area to identify gaps in the sidewalk network. Based on the inventory, develop a priority-based list of pedestrian infrastructure upgrades, including improved and new sidewalks, crosswalks, trails, and accessibility improvements.

8 Evaluate the demand for pedestrian crosswalks at intersections in the Plan Area, especially near the Nanaimo Regional General Hospital and along Dufferin Crescent. Based on the evaluation results, develop a priority-based list of crosswalk upgrades.

9 Improve pedestrian safety at controlled intersections throughout the Plan Area. Improvements may include infrastructure upgrades, re-patterning vehicle traffic, or altering the timing and control of vehicle and pedestrian traffic.

Transit Enhancements

10 Inventory the condition of existing bus stops and transit shelters within the Plan Area, including assessment against Crime Prevention Through Environmental Design criteria. Based on the inventory, develop a priority-based list of bus stop and shelter improvements, especially adjacent to the Nanaimo Regional General Hospital.

11 Support Island Health, BC Transit, and the Regional District of Nanaimo to provide more frequent, convenient, and direct bus service to and from the Nanaimo Regional General Hospital area to better serve the community. Pay particular attention to the service for employees of the Nanaimo Regional General Hospital.

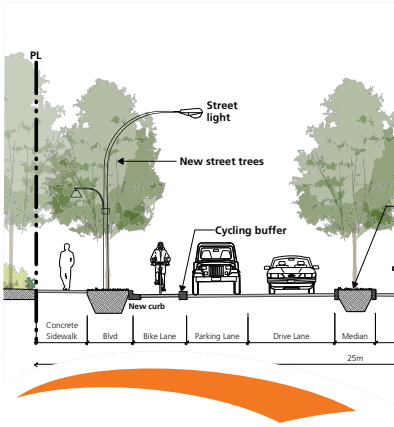
Cycling Network Enhancements

12 Update the Bicycle Network detailed in the Transportation Master Plan to include designated bike lanes on Dufferin Crescent and Strathmore Street.

13 Encourage institutional, commercial, mixed use, and multi-family residential developments throughout the Plan Area to support

cycling and active transportation through the provision on safe, secure, and convenient bicycle parking and related amenities, including change room and shower facilities.

14 Evaluate the design and function of cycling infrastructure in the Plan Area, especially on Boundary Avenue near the Nanaimo Regional General Hospital. Based on the results of the evaluation, prioritize and complete improvements.



Road Classification

15 Update the Road Classification of Dufferin Crescent between Dufferin Crescent and Crescent View Drive from a Local road to a Neighbourhood Collector.

Utilities

16 Upgrade storm water infrastructure in Beaufort Park to improve local drainage, and to provide additional park amenity space following Crime Prevention Through Environmental Design criteria.

17 Engage with BC Hydro on its aging power pole replacement program to relocate new hydro within the Plan Area to boulevard spaces outside of pedestrian walkways or amenity spaces.

Street Lighting

18 Evaluate the street lighting levels on streets adjacent to the Nanaimo Regional General Hospital, along Dufferin Crescent, Boundary Avenue / Crescent and other streets with high parking occupancy. Based on the results of the evaluation, develop a priority-based street lighting improvement program for the Hospital Area.



4.5 Open Space and Connectivity

The public indicated strong support for open space throughout the plan area that was attractive, safe, green, and inviting. The policies in this section build on strategies introduced in the Urban Design Framework and acknowledge the desire for improvements to the existing parkland and for new pedestrian links between open spaces throughout the hospital area— and to the broader network of the City parks and trails.

Parks and Open Space within the Plan Area is identified on Map 1: Hospital Area Land Use.

Policies

Wellness Walk

1 Designate the perimeter of the Nanaimo Regional General Hospital as a Wellness Walk to promote health and encourage exercise for people of all ages and abilities. Strengthen the connection between the Nanaimo Regional General Hospital and the surrounding community by developing the Wellness Walk to serve as a neighbourhood amenity.

2 Encourage Island Health to incorporate into the Wellness Walk pedestrian walkways across the Nanaimo Regional General Hospital site to link Strathmore Street with Dufferin Crescent, and Boundary Avenue to Grant Avenue.

Pedestrian Trails, Cycling Routes, and Network Connections

3 Develop new trails and safe pedestrian connections within the Plan Area to improve and link existing parkland, especially under-utilized or isolated open space.

4 Improve connections from designated pedestrian and cycling routes within the Plan Area to the City-wide network of parks, trails, and cycling routes, including Bowen Park, the E&N Trail, Boxwood Road, and Wellington Road.



5 Create safe public spaces by designing and maintaining trails and walkways accessible to the public as per Crime Prevention Through Environmental Design (CPTED) principles. Important CPTED elements include creating sight lines along and into open spaces; limiting fence heights adjacent to public spaces and walkways; designing landscapes to support safe spaces; and installing and maintaining appropriate signage, wayfinding, and lighting.

Signage and Wayfinding

6 Develop parks, trail, and cycling route signage to identify existing amenities within the Plan Area.

7 Provide wayfinding between parks, trails, and cycling routes both within and adjacent to the Plan Area, including Bowen Park, the E&N Trail, the Parkway Trail, and the Waterfront Walkway.

Beaufort Park and Hospital-Area Open Space

8 Clear and maintain existing pedestrian accesses to Beaufort Park from Dufferin Crescent, Boundary Crescent, Boundary Drive, Seafield Crescent, and St. George Crescent as per Crime Prevention Through Environmental Design principles.

9 Develop new amenities to encourage the safe use and enjoyment of Hospital-Area parkland and open space, especially under-utilized or isolated areas.

10 Link and coordinate capital projects, including infrastructure upgrades, and Parks and Open Space improvements that enhance the safe use and enjoyment of parkland within the Plan Area, especially Beaufort Park.

11 Support the City's Volunteer in Parks Program on beautification projects and community gardening initiatives within the Plan Area.

12 Designate the existing City property (Chinese Cemetery) at 1598 Townsite Road as Parks and Open Space.



Safety and Security

13 Improve public safety in parks and open spaces throughout the Plan Area, especially Beaufort Park. Public safety improvements may include Crime Prevention Through Environmental Design (CPTED) analysis of local parks and open spaces, and subsequent CPTED-based improvements including improving sight lines into parks, potential tree removal, clearing access trails, improving pedestrian trail connections, and reducing the height of perimeter fencing on adjacent properties.

4.6 Parking Management



The Official Community Plan acknowledges that parking issues exist in the hospital area. To manage hospital-area parking, the City developed a Parking Strategy in 2018. The intent of the Strategy: to balance the short-term parking needs of daytime visitors to the area and the long-term parking needs of residents and hospital-area employees.

The Parking Strategy and Hospital Area Plan shared the same development schedule and process; however, each document has unique goals and independent implementation and monitoring timelines. The Parking Strategy focuses on managing on-street parking in the hospital area in the short and medium term, beginning in 2019.

Principles

The Parking Strategy Team developed five Principles to guide parking management within the Hospital Area:

1 Maximize Benefits For All Users - Increase the availability of on-street parking for all users groups in the Hospital Area through the efficient use of existing excess road space.

2 Fairness and Ongoing Customer Service - Make parking more accessible and easier to find by implementing paid parking (as required), improving signage, and providing up-to-date information while ensuring fair parking practices. Update the parking strategy over time, streamline enforcement and balance the parking needs of local institutions, businesses and neighbourhoods.

3 Ongoing Partnerships - Ensure the diverse parking and transportation needs of residential, business and institutional users are addressed in an efficient and economical way. Work with the Nanaimo Regional General Hospital to improve parking in the hospital area, and to ensure that future changes to the Hospital campus do not negatively impact other user groups in the area.



4 A Balanced Transportation System - Encourage alternative modes of transportation, such as walking, cycling and public transportation. Manage parking supply to meet the overall objectives for the neighbourhood, as well as the goals and objectives of the Nanaimo Transportation Master Plan. Making transit cost competitive to driving by linking parking costs to transit costs is essential.

5 A Self-funded Parking System - Direct parking fees from parking to pay for the parking system. Ensure that parking in the Hospital Area of the City is self-funded by including the cost of future upgrades, enforcement, and asset management in the cost of parking. Balance the needs of parking customers with the costs of managing parking.

Actions

The following broad actions inform the Strategy, and the policies that follow:

1 Implement Transportation Demand Management to reduce or redistribute the number of vehicle trips to the hospital area.

2 Retain unrestricted on street parking near the Nanaimo Regional General Hospital, especially adjacent to vacant or under utilized institutional lands and not fronting single residential dwellings.

3 Implement pay parking and time restricted parking on Dufferin Crescent and Boundary Avenue adjacent to the Nanaimo Regional General Hospital.

4 Introduce time-restricted parking in residential areas near the hospital. Exempt residents who live within the restricted area from the parking restrictions.

The policies in this section support the implementation and monitoring of the Hospital Area Parking Strategy.

Policies



Parking

1 Implement, monitor, and update the Hospital Area Parking Strategy to manage on-street Hospital Area parking.

2 Collect and direct revenue generated from parking in the Hospital Area to fund parking management, public realm upgrades, and active transportation in the Hospital Area. Public realm upgrades may include infrastructure, initiatives, and programs that support the safe and efficient movement of non-automobile travel, including pedestrian, cycling and transit network improvements.

3 Partner with Island Health and other Hospital Area stakeholders to implement and monitor the City of Nanaimo's Hospital Area Parking Strategy.

4 Partner with Island Health and other local stakeholders to implement changes to the City of Nanaimo's Parking Bylaw within the Plan Area.



4.7 Partnerships and Communication

The Nanaimo Regional General Hospital, first constructed in 1963, has been a critical institution for the City, and a prominent component of the area. The links between the Nanaimo Regional General Hospital and the community are many, yet through the Area Plan process, stakeholders identified a desire for strengthened connections between the City, the Nanaimo Regional General Hospital, and the community, including neighbourhood residents. Stakeholders identified improved information sharing as a strategy to enhance the continued growth and development in the Hospital Area.

Policies

Relationships

1 Strengthen the partnership between the City of Nanaimo and the Nanaimo Regional General Hospital by collaborating regularly on new and existing institutional projects and services that influence the Hospital Area.

2 Promote increased communication between the City of Nanaimo, the Nanaimo Regional General Hospital, School District 68, and the Hospital Area Neighbourhood Association to address issues of mutual interest, and public realm initiatives.

3 Explore with School District 68 representatives and other institutional stakeholders the possibility of developing a facility in the Hospital Area to provide shared services and amenities, including a community centre for seniors and area residents.



5 Implementation Strategy



Implementation Strategy

Area Plans implement the Official Community Plan by providing detailed Planning and Land Use Policies to address the issues and support the opportunities identified in the Plan Area. The Urban Design Framework connects the Policies of the Area Plan to the City of Nanaimo's existing guidelines and development regulations.

Neither the City nor an individual Hospital Area resident can unilaterally implement the Land Use Policies or the Urban Design Strategies contained in this Plan. Stakeholders, including the City of Nanaimo, local institutions and agencies, residents, and property owners must collaborate to realize the intent of this Plan.

Monitoring the Area Plan

Throughout the duration of this Plan, it is important for the City to communicate openly with Hospital Area stakeholders, especially representatives of the Nanaimo Regional General Hospital and community residents. Upon Adoption of the Plan, the City will monitor development in the Hospital Area, and advise area stakeholders to:

- Inventory the Action items implemented
- Discuss and assess the impacts of recent hospital-area developments, including Action items
- Ensure that Action items remain consistent with the aspirations of the Plan and the community, and
- Review the undeveloped Action items for their relevance, and identify new and desirable Action items not previously identified.

Implementing the Area Plan

The City will implement the Development Policies and Design Strategies through measures ranging from bylaw amendments to direct engagement with area stakeholders. Most Action items may be achieved in a period ranging from short to long; however, some specific Actions may require ongoing measures and no set date of completion.

Proposed changes to the Hospital Area Plan must follow the amendment procedures established in the *Local Government Act*, including public notification. Public notification of amendment proposals, including a public hearing, provides residents with an opportunity to comment on individual applications. Additionally, the Official Community Plan also includes amendment procedures that include consulting with the Community Planning and Development Committee for a recommendation to Council on any amendment proposal.



The Implementation Strategy lists actions and proposes target periods for the completion of each action item:

- Immediate - Initiated within 1 year of adoption of the Area Plan
- Short Term - Completed within 5 years
- Medium Term - Completed within 5 to 10 years
- Long Term - Completed within 10 to 20 years, and
- Ongoing - Initiated in the short term with no planned date of completion

Implementation Action	Timing	Plan Reference	Completed
Land Use and Development Amend Map 1 – Future Land Use of the OCP to be consistent with Map 1: Hospital Area Land Use.	Immediate	Policy 4.3.1	
Review and update existing Nanaimo regulations, including the Zoning Bylaw, against the Land Use and Development Policies.	Short	Policy 4.3.2	
Review and update existing Design Guidelines for commercial and multi-family residential developments within the Plan Area.	Short	Policy 4.3.3	
Develop zoning-based regulations to encourage multi-family low density building forms.	Short	Policy 4.3.18	
Transportation and Infrastructure Develop gateway signage and landscaping at the main entrances into the Hospital Area to better define the district and to promote a sense of place.	Medium	Policy 4.4.1 Strategy 3.3.3	
Establish a Hospital Area Main Street along Dufferin Crescent and Boundary Avenue / Boundary Crescent coinciding with the Mixed Use Health land use designation.	Long	Policy 4.4.2 Strategy 3.3.5	
Develop Dufferin Crescent, Boundary Avenue / Boundary Crescent, and Crescent View Drive as per the road cross section concepts provided in the Urban Design Framework that make up part of this Plan.	Long	Policy 4.4.3 Strategy 3.3.1 Strategy 3.3.8 Strategy 3.3.9	

Implementation Action	Timing	Plan Reference	Completed
Establish Crescent View Drive as a Pedestrian Greenway to promote greater pedestrian activity within the Plan Area by linking the Nanaimo Regional General Hospital with the Bowen Road corridor.	Long	Policy 4.4.4 Strategy 3.3.10	
Connect the Crescent View Greenway to Dufferin Crescent by working with the owner of 1740 Dufferin Crescent to secure public pedestrian access along the western boundary of the lot.	Short	Policy 4.4.5 Strategy 3.4.5	
Encourage and support Island Health to develop a Transportation Demand Management Plan for the Nanaimo Regional General Hospital to promote the use of alternatives to private vehicle travel for employees.	Ongoing	Policy 4.4.6	
Inventory the condition of existing sidewalks within the plan area to identify gaps in the sidewalk network. Based on the inventory, develop a priority-based list of pedestrian infrastructure upgrades, including improved and new sidewalks, crosswalks, trails, and accessibility improvements.	Short	Policy 4.4.7	
Evaluate the demand for pedestrian crosswalks at intersections in the Plan Area, especially near the Nanaimo Regional General Hospital and along Dufferin Crescent. Based on the evaluation results, develop a priority-based list of crosswalk upgrades.	Short	Policy 4.4.8 Strategy 3.4.6 Strategy 3.5.1	
Improve pedestrian safety at controlled intersections throughout the Plan Area including infrastructure upgrades, repatterning vehicle traffic, or altering the timing and control of vehicle and pedestrian traffic.	Short	Policy 4.4.9 Strategy 3.5.1	

Implementation Action	Timing	Plan Reference	Completed
Inventory the condition of existing bus stops and transit shelters within the Plan Area, including assessment against Crime Prevention Through Environmental Design criteria. Based on the inventory, develop a priority-based list of bus stop and shelter improvements, especially adjacent to the Nanaimo Regional General Hospital.	Short	Policy 4.4.10	
Support Island Health, BC Transit, and the Regional District of Nanaimo to provide more frequent, convenient, and direct bus service to and from the Nanaimo Regional General Hospital area to better serve the community.	Ongoing	Policy 4.4.11 Strategy 3.5.5 Strategy 3.5.6	
Update the Bicycle Network detailed in the Transportation Master Plan to include designated bike lanes on Dufferin Crescent and Strathmore Street.	Short	Policy 4.4.12	
Encourage institutional, commercial, mixed use, and multi-family residential developments throughout the Plan Area to support cycling and active transportation through the provision on safe, secure, and convenient bicycle parking and related amenities, including change and shower facilities.	Ongoing	Policy 4.4.13	
Evaluate the design and function of cycling infrastructure in the Plan Area, especially on Boundary Avenue near the Nanaimo Regional General Hospital. Based on the results of the evaluation, prioritize and complete improvements.	Short	Policy 4.4.14	
Update the Road Classification of Dufferin Crescent between Dufferin Crescent and Crescent View Drive from a Local road to a Neighbourhood Collector.	Short	Policy 4.4.15	

Implementation Action	Timing	Plan Reference	Completed
Upgrade storm water infrastructure in Beaufort Park to improve local drainage, and to provide additional park amenity space following Crime Prevention Through Environmental Design criteria.	Short	Policy 4.4.16	
Engage with BC Hydro on its aging power pole replacement program to relocate new hydro within the Plan Area to boulevard spaces outside of pedestrian walkways or amenity spaces.	Ongoing	Policy 4.4.17	
Evaluate the street lighting levels on streets adjacent to the Nanaimo Regional General Hospital, along Dufferin Crescent, Boundary Avenue / Crescent and other streets with high parking occupancy. Based on the results of the evaluation, develop a priority-based street lighting improvement program for the Hospital Area.	Short	Policy 4.4.18	
Consider allocating funding from the capital works budget and other City of Nanaimo and non-City sources of funding to complete the prioritized transportation-related infrastructure upgrades in the Hospital Area.	Ongoing	Policy 4.4	
Open Space and Pedestrian Connectivity Designate the perimeter of the Nanaimo Regional General Hospital as a Wellness Walk to promote health and encourage exercise for people of all ages and abilities.	Medium	Policy 4.5.1 Strategy 3.4.1	

Implementation Action	Timing	Plan Reference	Completed
Encourage Island Health to incorporate into the Wellness Walk pedestrian walkways across the Nanaimo Regional General Hospital site to link Strathmore Street with Dufferin Crescent, and Boundary Avenue to Grant Avenue.	Ongoing	Policy 4.5.2	
Develop new trails and safe pedestrian connections within the Plan Area to improve and link existing parkland, especially under-utilized or isolated open space.	Ongoing	Policy 4.5.3 Strategy 3.4.2 Strategy 3.4.3 Strategy 3.4.4	
Improve connections from designated pedestrian and cycling routes within the Plan Area to the City-wide network of parks, trails, and cycling routes, including Bowen Park, the E&N Trail, Boxwood Road, and Wellington Road.	Medium	Policy 4.5.4	
Create safe public spaces by designing and maintaining trails and walkways accessible to the public as per Crime Prevention Through Environmental Design (CPTED) principles.	Ongoing	Policy 4.5.5	
Develop parks, trail, and cycling route signage to identify existing amenities within the Plan Area.	Medium	Policy 4.5.6	
Provide wayfinding between parks, trails, and cycling routes both within and adjacent to the Plan Area, including Bowen Park, the E&N Trail, the Parkway Trail, and the Waterfront Walkway.	Medium	Policy 4.5.7	
Clear and maintain existing pedestrian accesses to Beaufort Park from Dufferin Crescent, Boundary Crescent, Boundary Drive, Seafield Crescent, and St. George Crescent as per Crime Prevention Through Environmental Design principles.	Short	Policy 4.5.8	

Implementation Action	Timing	Plan Reference	Completed
Develop new amenities to encourage the safe use and enjoyment of Hospital Area parkland and open space, especially under-utilized or isolated areas.	Ongoing	Policy 4.5.9 Strategy 3.4.8 Strategy 3.4.10	
Link and coordinate capital projects, including infrastructure upgrades, and Parks and Open Space improvements that enhance the safe use and enjoyment of parkland within the Plan Area, especially Beaufort Park.	Ongoing	Policy 4.5.10	
Designate the existing City property (Chinese Cemetery) at 1598 Townsite Road as Parks and Open Space.	Immediate	Policy 4.5.11	
Improve public safety in parks and open spaces throughout the Plan Area, especially Beaufort Park.	Ongoing	Policy 4.5.12 Strategy 3.4.9	
Parking Implement, monitor, and update the Hospital Area Parking Strategy to manage on-street Hospital Area parking.	Short	Policy 4.6.1	
Collect and direct revenue generated from parking in the Hospital Area to fund parking management, public realm upgrades, and active transportation in the Hospital Area.	Ongoing	Policy 4.6.2	
Partner with Island Health and other local stakeholders to implement and monitor the City of Nanaimo's Parking Strategy for the Plan Area.	Short	Policy 4.6.3	
Partner with Island Health and other local stakeholders to implement changes to the City of Nanaimo's Parking Bylaw within the Plan Area.	Short	Policy 4.6.4	

Implementation Action	Timing	Plan Reference	Completed
Designate and manage one or more food truck locations within the Plan Area to serve Nanaimo Regional General Hospital employees, local residents, and visitors to the hospital area.	Short	Strategy 3.3.6	
Partnerships and Communication Strengthen the partnership between the City of Nanaimo and the Nanaimo Regional General Hospital by collaborating regularly on new and existing institutional projects and services that influence the Hospital Area.	Ongoing	Policy 4.7.1	
Facilitate a partnership between the City of Nanaimo, the Nanaimo Regional General Hospital, School District 68, and the Hospital Area Neighbourhood Association to address issues of mutual interest, and public realm initiatives.	Short	Policy 4.7.2 Strategy 3.3.4	
Explore with School District 68 representatives and other institutional stakeholders the possibility of developing a facility in the Hospital Area to provide shared services and amenities, including a community centre for seniors and area residents.	Ongoing	Policy 4.4.3	



6 Glossary

Glossary

Boulevard

A strip of land usually treed or vegetated, located between a sidewalk and a road or between opposing lanes of traffic in a road.

Community Centre

Means a public meeting space used by members of a community for social, cultural, recreational, administrative or other purposes. This space may occupy a portion of a larger building, or exist as a stand alone multi-purpose community building. Community Centres may or may not be publicly owned.

Corridors

The linear focal areas for higher levels of residential densities, services and amenities in the city lands adjacent to urban arterials and major collector roads as designated in planNanaimo. Corridors are intended to be the focus of medium density residential and mixed use development, particularly with commercial or public space at ground level with residential in the storeys above.

Crime Prevention Through Environmental Design (CPTED)

Designing buildings and structures as well as the open spaces surrounding them, to reduce opportunities for crime and increase public safety.

Density (gross)

The number of dwelling units on a hectare of land, including land use for roads, parks, open space and all other uses. Expressed as 'units per hectare'.

Design Guidelines

Guidelines developed during the Hospital Area Plan process that serve as recommendations for the construction and design of residential and commercial development, along with recommendations for street design character.

Greenway

A multi-functional trail or strip of roadway that is used by people to recreate and commute. Intended to encourage sustainable development and a healthy lifestyle, greenways link users to the surrounding community and may include trees, gardens and other amenities such as lighting, benches, historical and interpretive signage, and bike racks.

Ground Oriented

Dwelling units accessed from the natural grade of a lot, providing direct access to exterior space.

Heritage

Nanaimo's resources of historically and architecturally significant buildings, structures, trees, natural landscapes and archaeological features.

High Rise

High rise building forms are a residential or commercial structure made of non-combustible (concrete) materials and greater than six storeys.

Infill

Development on unused or under utilized land within the existing neighbourhood.

Infrastructure

The "hard" services associated with development such as water, storm, and sewer services, utilities, roads and trailways.

Land Use

Category of activity present on a property.

Main Street

A pedestrian-friendly and principal roadway that includes diverse commercial services and active public streetscapes.

Mixed Use

Lands containing more than one activity (for example, a development that incorporates residential and commercial uses).

Neighbourhood

A land use designation including, but not limited to, single-family dwellings and ground oriented townhouses along major roads or in appropriate locations. A neighbourhood is a place of residence, local commercial services, and community facilities, typically defined by a unique character derived from the history, housing style, physical setting and people in that location.

Official Community Plan (OCP)

A statement of goals, objectives and policies to guide decisions on planning and land use management. Adopted by City bylaw, the OCP sets out the form and character of existing and proposed land use and servicing requirements. The OCP provides a vision statement for how the community will grow and must be consistent with an adopted Regional Growth Strategy. planNanaimo is the OCP for the City of Nanaimo.

Parks and Open Space

A land use designation that applies to lands across Nanaimo that are titled as parkland or otherwise serve as parks for recreation. These lands may be in a "natural" state (nature parks, reserves, undevelopable lands such as flood plains and wetlands), or "developed" state (playing fields, boulevards, squares, plazas, cemeteries). They may also be in the public domain (municipal or provincial parks, roads, pedestrian networks, commercial plazas), or in the private domain (golf courses, farms).

Policies

Establish how objectives and goals are achieved; statement of intent or philosophy. Statements are intended to guide future actions and decisions in accomplishing the Guiding Principles of the Area Plan.

Public Realm

Accessible spaces that support public life and social interaction including streets, squares, parks and other open spaces.

Streetscape

The visual character of a street comprised of elements such as structures, street paving, sidewalks, public art, street furniture, landscaping, signage and lighting.

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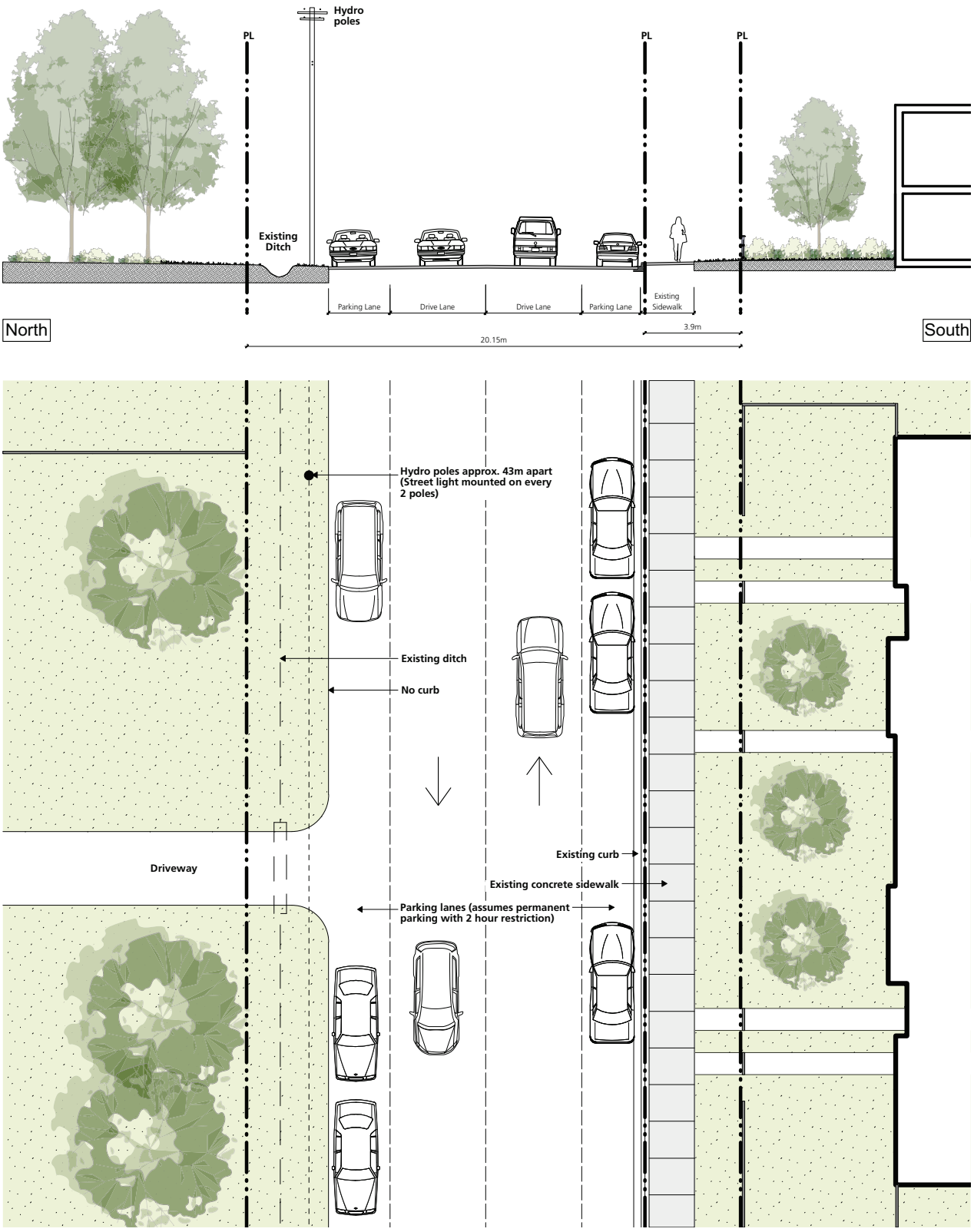
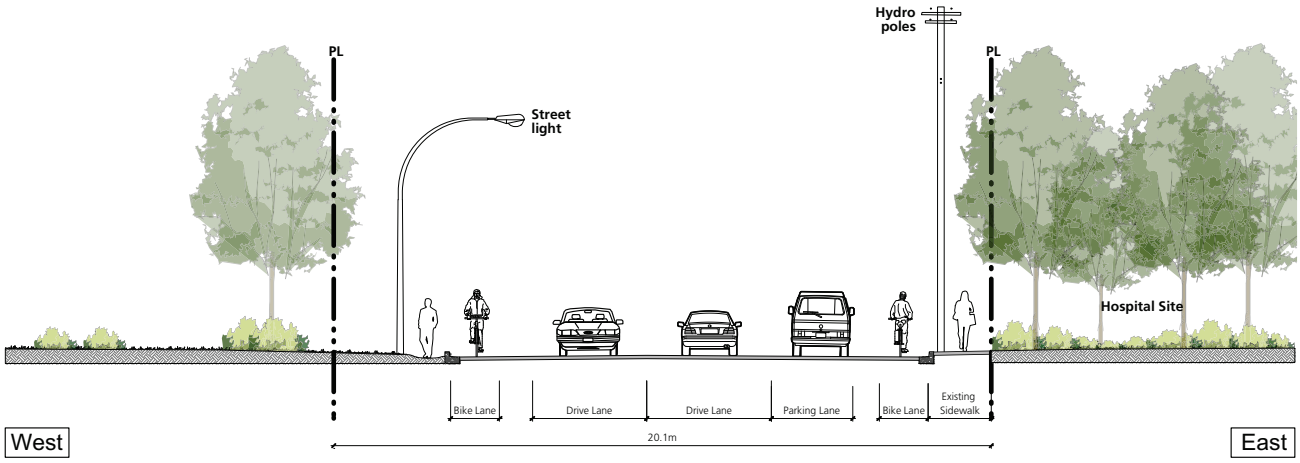
7 Appendix: Road Cross Sections (Existing)

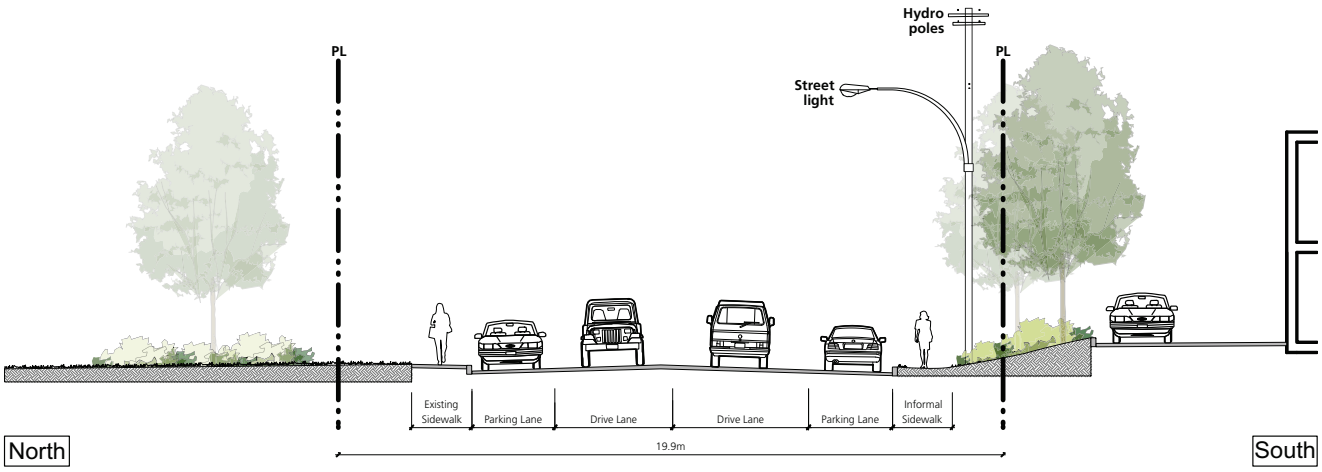


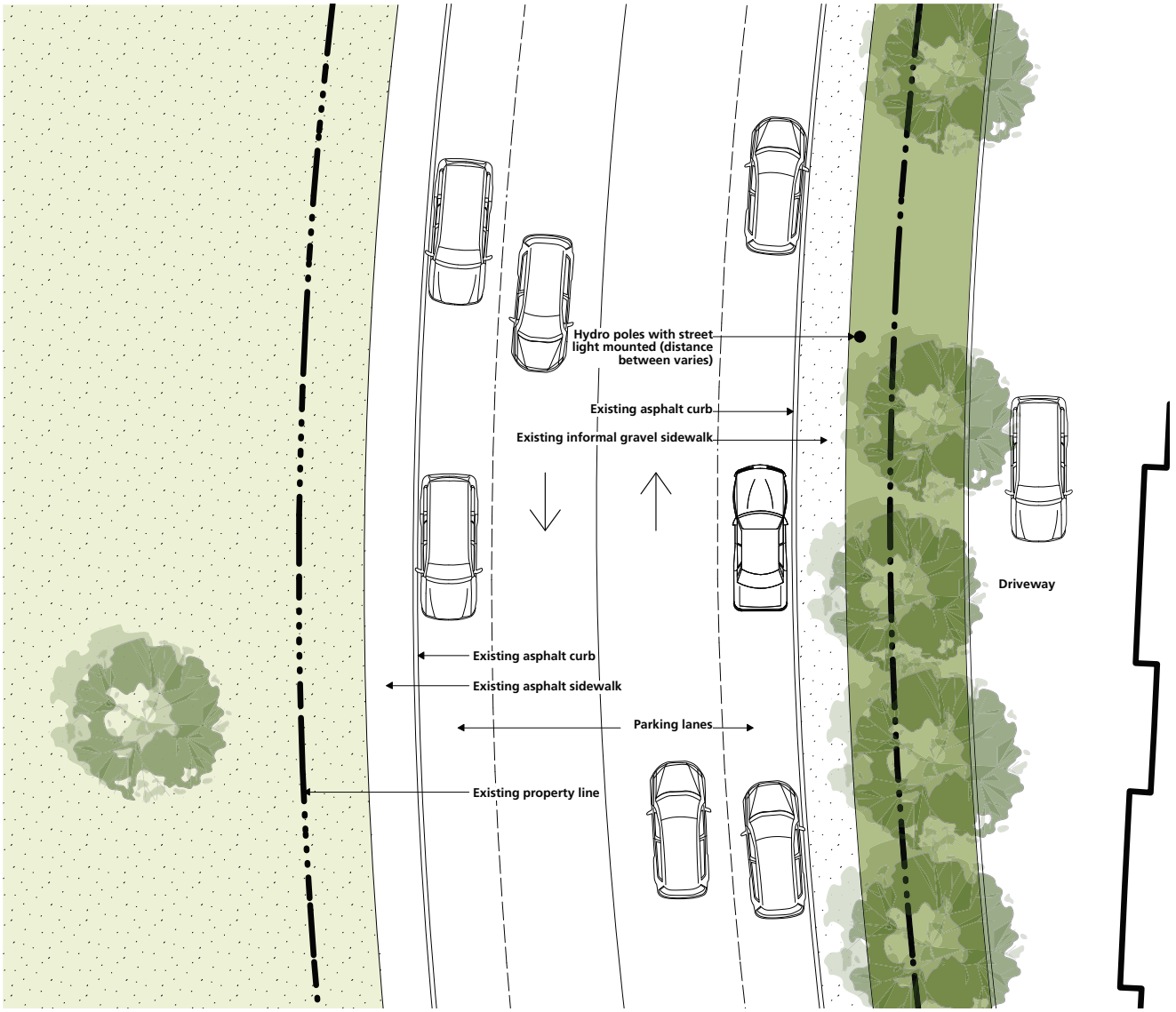
Crescent View Drive (Greenway) (Existing)



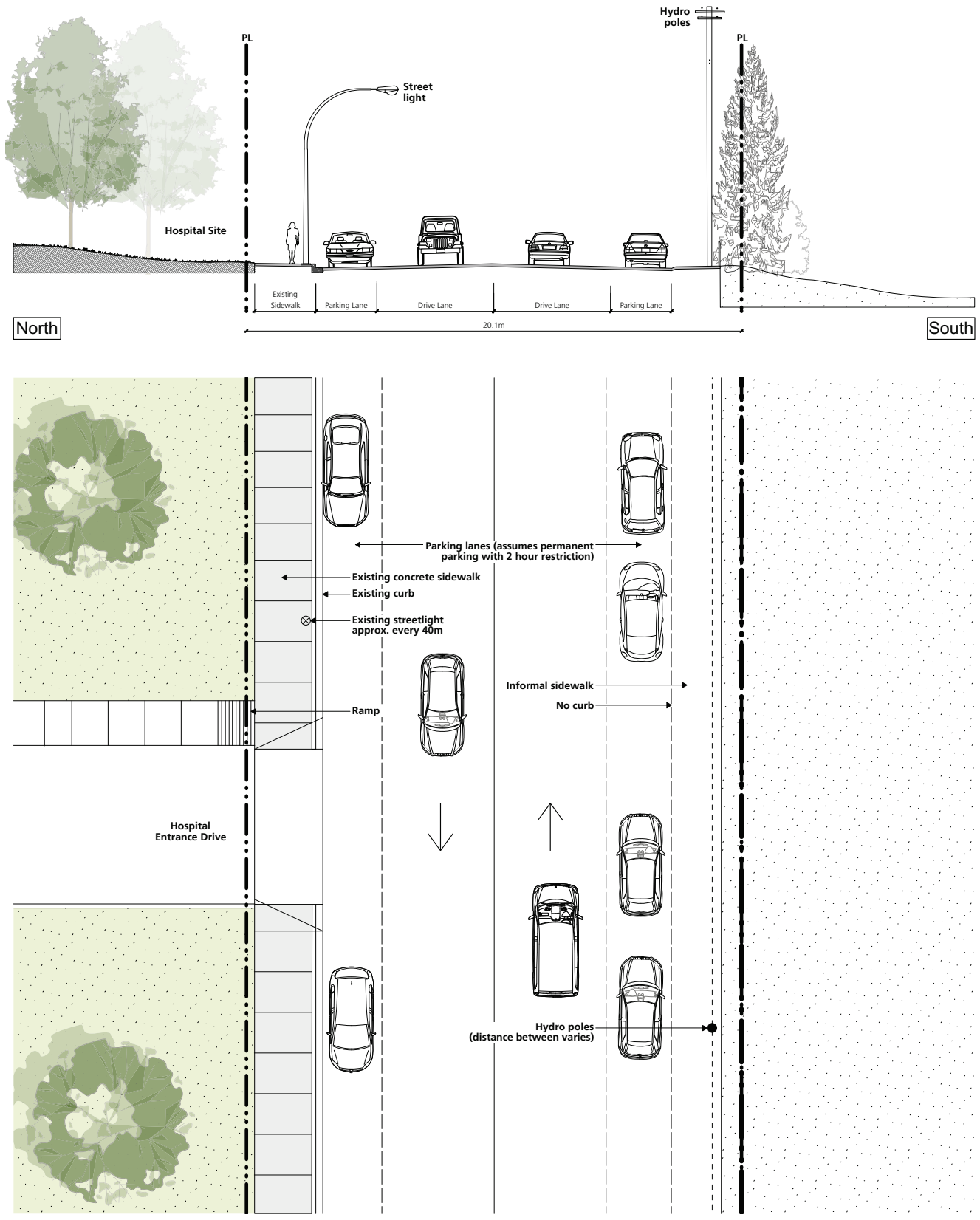


Boundary Avenue / Crescent (Existing)

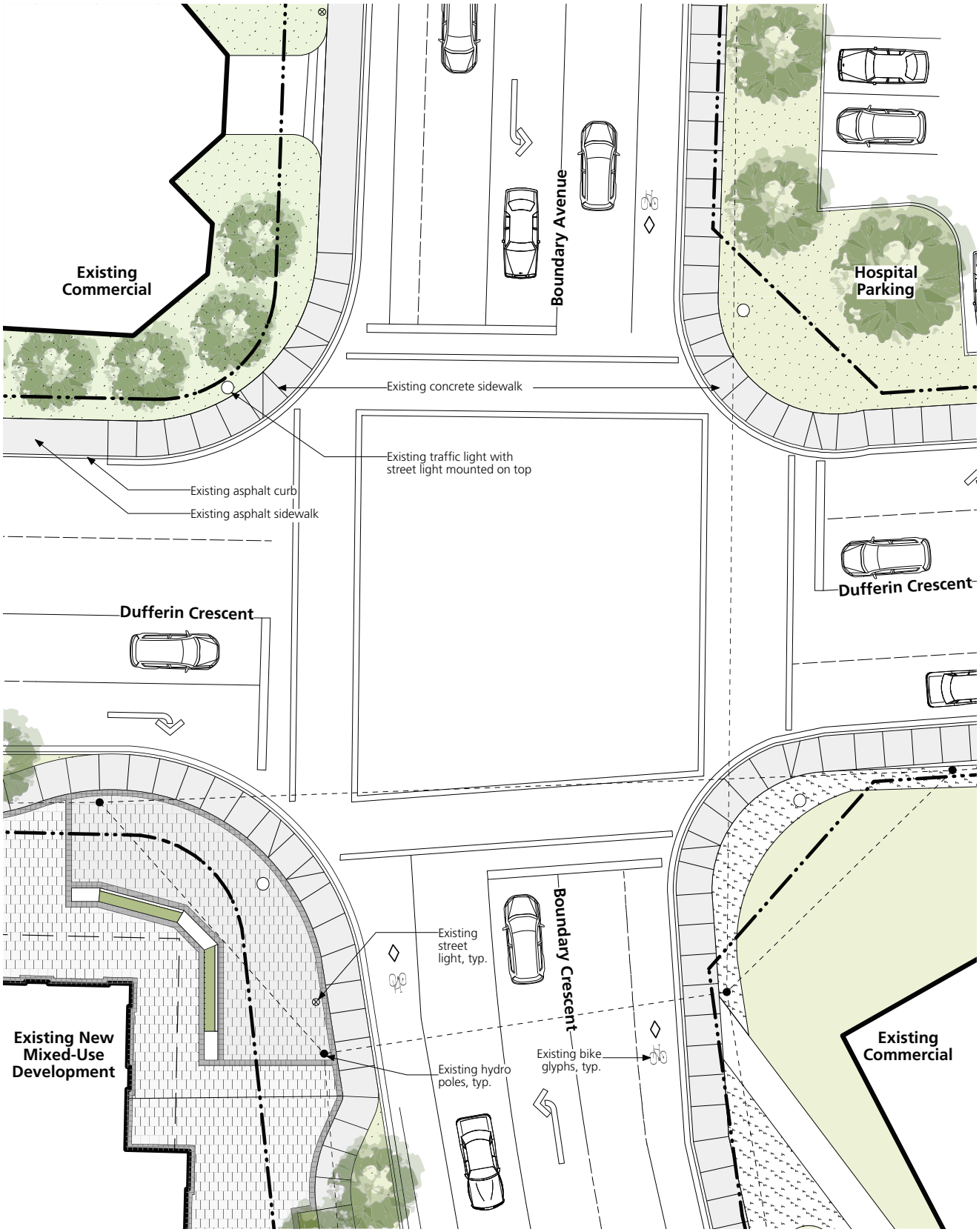




Dufferin Crescent (West) (Existing)



Dufferin Crescent (East) (Existing)



Core Intersection (Existing)

Appendix E
City Plan Bylaw 2022 No. 6600

BOWERS

• DISTRICT •

MASTER PLAN

CITY OF NANAIMO
THE HARBOUR CITY



Prepared for:

CITY OF NANAIMO
THE HARBOUR CITY

Prepared by:

BAREFOOT
PLANNING+DESIGN

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On behalf of:

WILHELMINA GROUP LIMITED PARTNERSHIP

Project Overview

The Bowers District Master Plan is focused on creating a compact urban village with a focus on high-quality open spaces and pedestrian-friendly design. The plan creates a natural land use transition between the low-rise residential areas to the east and the high density commercial areas to the west.

1. Low- to mid-rise, pedestrian-friendly village with central plaza and mixed use ‘main street’
2. Large multi-functional park and gathering space at the heart of an extensive trail and open space network
3. Green, pedestrian-friendly street network with wide sidewalks, on-street parking, street trees, landscaping, and rain gardens
4. Preserved and expanded tree stands at key gateways
5. Improved Uplands Drive (sidewalks, cycle tracks, street trees) and sensitive interface to adjacent neighbourhoods
6. Higher-density northern and western precincts (future phases) contextual to Hammond Bay Road and Woodgrove node
7. High quality built environment with focus on people-centric and green design principles, including courtyards and green open spaces



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1. Introduction

1.1 OVERVIEW

Bowers District (formerly “Green Thumb Nursery”) provides a significant opportunity for the creation of a comprehensive, progressive, and complementary neighbourhood in the north of Nanaimo – one that enhances the urban design, environmental, and social performance of development in the area.

The vision for the property offers a complementary and appropriate transition from the adjacent low- to mid-rise Neighbourhood and Corridor land use designations to the east and the higher-density Woodgrove Urban Node lands to the west.



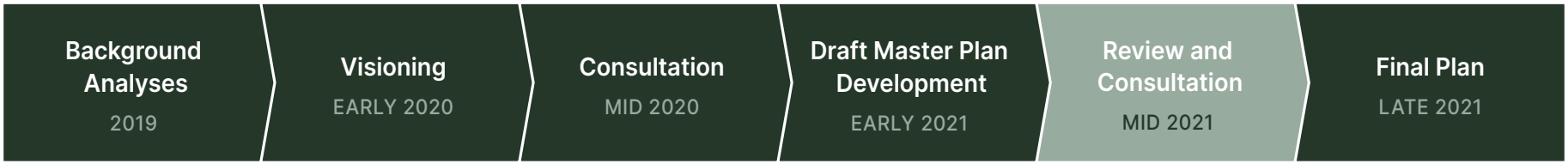
1.2 PLAN AREA MAP

This plan applies to the area shown in the Plan Area Map, currently home to the Green Thumb Garden Centre. The 17.76-hectare site is bounded by Hammond Bay Road, Uplands Drive, and the Island Highway; and is ideally suited for a comprehensive village development.

1.3 PLAN PURPOSE

The proposed Bowers District Master Plan (BDMP) will form part of the City of Nanaimo Official Community Plan (OCP) and provide detailed policies and directions to guide future development and change on the site over the next 20+ years. The plan provides a roadmap for future land use and urban design, transportation, open spaces, infrastructure, and sustainability measures that support the community's vision for the future. It also sets a framework for more detailed planning steps that will include rezoning, subdivision, and development permit process to guide growth in this area.

1.4 PLAN PROCESS



BACKGROUND ANALYSES – 2019

The Project Team conducted an in-depth analysis of the site and the surrounding conditions in order to inform visioning and future site planning.

VISIONING – EARLY 2020

A high-level development vision was developed, based on background analyses and high-level City policies.

CONSULTATION – MID 2020

Community input was sought on the initial development vision via in-person and online engagements.

MASTER PLAN DEVELOPMENT – EARLY 2020

A draft Master Plan was developed, based on the preceding steps.

APPLICATION REVIEW AND CONSULTATION – MID 2021

The Master Plan will be reviewed by City staff and referral agencies, and additional community input will be sought.

MASTER PLAN APPROVAL – LATE 2021

Iterative review and updates will lead to the development of the final Master Plan.



2. Context

2.1 HISTORICAL CONTEXT

The City of Nanaimo and its partners would like to acknowledge that this site is located on the unceded traditional territory of the Coast Salish peoples, specifically the Snuneymuxw First Nation and Snaw-naw-as (Nanoose) Nation.

The recent history of the site is that of the Gerke family and development of the Green Thumb Nursery. The following section provides a more detailed look at the “early days” and the establishment of the nursery by the Gerke family.

HISTORY OF THE GREEN THUMB SITE

In 1959, when they arrived at the property, Gerhard and Gertrud Gerke and their two young children (with another on the way) found acres of forest and a three-walled shack (the fourth wall went up in time for the first snow). Their sturdy blue two-seater VW van carried the family all the way from Montreal and was soon to be put to work as the one and only farm vehicle.

In the early years, the property was a place to buy eggs or raspberries and strawberries picked by the Gerke children. But, people could soon purchase small plants at the Gerke farm stand, as Gerhard and Gertrud wasted no time in starting up their small nursery operation around a newly-built one-room home.

In summer, the trusty van made an almost-daily trek to Long Lake for the family to fill barrels with water for their growing plants and for the family's needs – with dry wells in the summer and no City water. The van was also used as a delivery vehicle, getting filled with plant material for Gerhard's local landscaping jobs.

Farm neighbours helped clear areas of land for planting, and, by the early 1970s, much of the land had been transformed into the nursery operation that exists today. The garden centre moved from a table under a tree in the Gerke's yard to its present location off Hammond Bay Road.

Today, the family often overhears people reminiscing about their days working on the property as a summer student, and about how their parents also got their first jobs here. The property has been a part of many people's lives since the 1960s.

Gerhard vision for the property was founded on a desire to contribute to his community and help people find joy in their surroundings. This desire drives today's vision for the future of the site: Bowers District is envisioned as a continuation of the work Gerhard and Gertrud Gerke began so long ago – bringing community together, honouring the land around us, and providing a place where people feel at home.

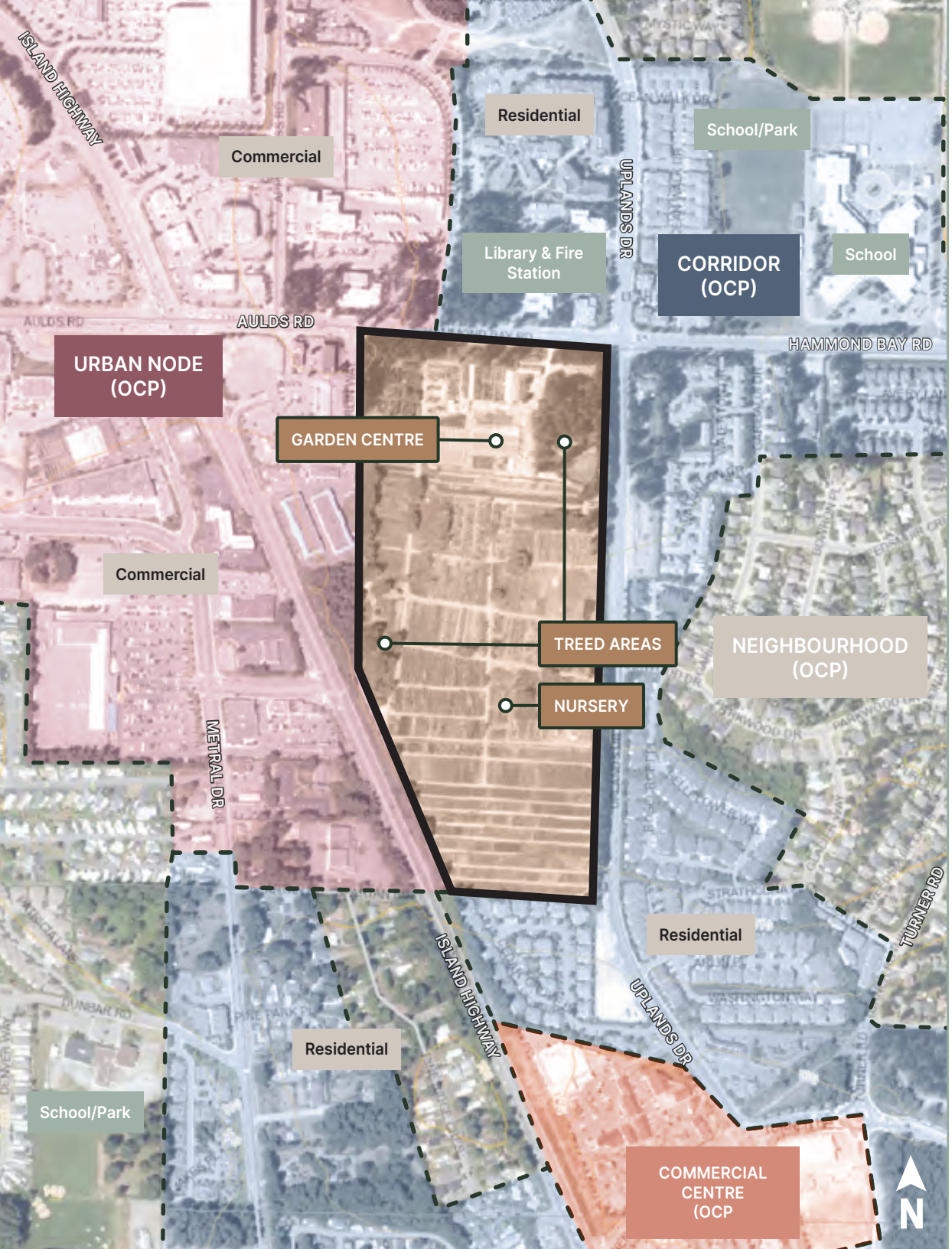


(1963) GERTRUD GERKE WORKING IN THE PROPAGATION GREENHOUSE. THIS IS WHERE THE PLANTS WERE STARTED AS CUTTINGS AND GROWN TO A SIZE SUITABLE FOR PLANTING INTO THE FIELDS



(1966) GERHARD GERKE AND ONE OF G EARLY VOLKSWAGEN VANS THAT WERE USED FOR LANDSCAPING AND DELIVERIES. THE VANS WERE ALSO USED FOR TRANSPORTING WATER FROM LONG LAKE FOR DOMESTIC AND NURSERY USE. THE BOX ON TOP STORED TOOLS AND PLANTS THAT WOULDN'T FIT INSIDE.





2.2 PLAN CONTEXT

LOCATION CONTEXT

The Bowers District site is currently used as a busy nursery (southern 2/3) and garden centre (northern 1/3) with few natural features, with the exception of two areas of mature trees (see map).

The development context is primarily characterized by [a] immediate adjacency to Woodgrove Centre Urban Node and its anticipated high-density redevelopment; [b] approximately 300m of frontage on Hammond Bay Road and 650m of frontage on Uplands Drive; and [c] abundant amenities within easy walking/cycling distance (1 KM) – including schools (elementary and secondary), library, fire station, community centre, shopping, services, and numerous parks. Additionally, the site is bounded by commercial development and the Island Highway to the west; multi-family housing to the south (Cedar Grove) and east (Parkwood); and a mix of institutional, commercial, and multi-family residential to the north.

LAND USE CONTEXT

The Bowers District Master Plan creates a natural land use transition from the adjacent mid-rise Neighbourhood and Corridor land use designations to the east and the higher-density, mixed-use Woodgrove Urban Node lands to the west.

(1963) IN THE EARLY YEARS, BEFORE PLASTIC NURSERY POTS WERE AVAILABLE, PLANTS WERE GROWN IN THE GROUND AND DUG UP FOR SALE. IN THE BACKGROUND, GERHARD GERKE CAN BE SEEN TILLING THE FIELDS WITH THE ISLAND HIGHWAY BEYOND.

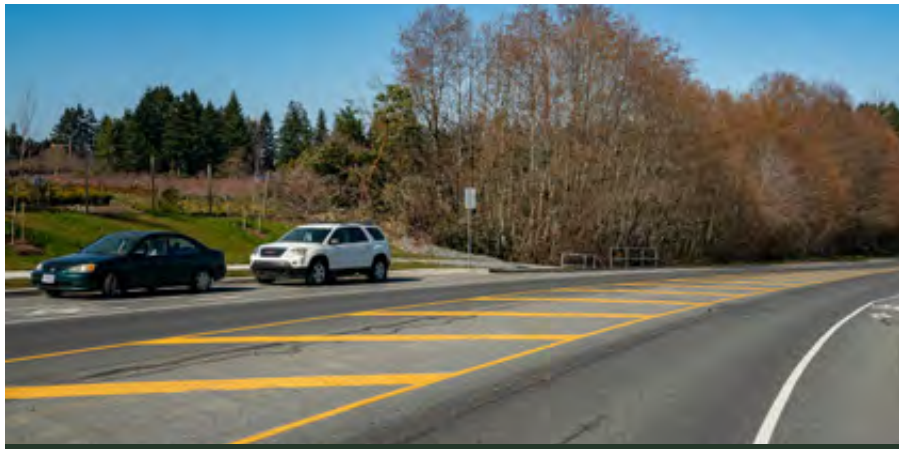


(1974) THESE NURSERY PLANTS ARE BEING GROWN IN OLD JAM CANS WITH HOLES PUNCHED IN THEM.

ON THE LEFT IS THE ORIGINAL GREEN THUMB BUILDING, WHICH IS NOW HOME TO THE GREEN THUMB OFFICE, LUNCHROOM, AND SHOP. ON THE RIGHT IS THE SITE'S FIRST GREENHOUSE BUILDING, WHICH IS STILL IN USE TODAY.



2.3 SITE CONTEXT



VIEW OF EASTERN BOUNDARY OF SITE ALONG UPLANDS DR., LOOKING NORTH



VIEW ALONG HAMMOND BAY RD
LOOKING EAST



VIEW AT ISLAND HWY & ENTERPRISE WAY
LOOKING EAST



AERIAL VIEW OF SITE, LOOKING NORTHEAST

2.4 POLICY CONTEXT

STRATEGIC PLAN UPDATE 2019-2022

Key priorities in the City's Strategic Plan Update include Economic Health, Environmental Responsibility, and Livability. This Master Plan speaks directly to a number of key strategic directions, including:

- Ensuring community and transportation planning are multi-modal designed to encourage active and public transportation;
- Supporting affordable and accessible housing;
- Creating a safe places to live, work, and play; and,
- Creating improved opportunities for active transportation in order to encourage a healthy, connected and environmentally responsible community.



OFFICIAL COMMUNITY PLAN, 2008

The City's Official Community Plan (OCP) includes a number of Goals, Objectives, and Policies that the Master Plan speaks directly to, including:

- Meeting the core objectives of the Urban Node designation, such as [a] supporting focused urban growth; [b] creating unique characteristics for the area; [c] increasing the mix and intensity of land uses; [d] providing public places and spaces; [e] encouraging sustainability in active modes of transportation; and [f] protecting and enhancing the environment.
- Creating a new public park and other public open spaces on site.
- Seeking to exceed the City's Energy and Emissions Management objectives.
- Supporting the preservation and enhancement of the urban forest on site, as well as the creation of a greenways network throughout the site.
- Focusing on designing to support walking, cycling, and active modes of transportation.



TRANSPORTATION MASTER PLAN (2014)

The Nanaimo Transportation Master Plan provides a number of directions and policies that inform and are supported by this Master Plan.

The plan includes a number of Long Term Directions that the Bowers District Master Plan directly supports, such as:

- Making walking and cycling a more comfortable way to move for all ages and abilities.
- Creating streets that are comfortable for all road users while seeking to reduce our use of cars.
- Parking management strategies that support the development of quality urban environments with less but better utilized parking in denser mixed use areas.
- Reducing the negative impacts of vehicle traffic in neighbourhood transportation.



COMMUNITY SUSTAINABILITY ACTION PLAN (2012)

The City's Community Sustainability Action Plan sets out strategies for increasing climate and sustainability action in the City.

The Master Plan directly aligns with the Action Plan in the following ways:

- Providing a compact, complete community vision.
- Creating a sustainable development model appropriate for higher densities.
- Strongly supporting active and alternative transportation through enhanced pedestrian- and cycle-friendly design and transit-supportive housing.
- Seeking and requiring higher standards of sustainable and high performance buildings.

CLIMATE CHANGE RESILIENCY STRATEGY(2020)

The City's Climate Change Resiliency Strategy provides themes, objectives, and strategies for improving resiliency in the City.

The Master Plan directly aligns with the Action Plan in the following ways:

- Enhancing the urban forest and planting climate-resilient tree species.
- Heavily utilizing green infrastructure and integrated stormwater management strategies, such as bioswales, rain gardens, and bioponds.
- Incorporate low carbon, resilient building strategies, such as passive design and high performance building modalities.

BC ENERGY STEP CODE REZONING POLICY (2021)

The City's BC Energy Step Code Rezoning Policy details the process for securing a minimum building energy efficiency standard to be secured at the time of rezoning that would apply to future development on the site. The policy includes commitments to low carbon energy systems and the BC Energy Step Code.

AFFORDABLE HOUSING STRATEGY (2018)

The City's Affordable Housing Strategy lays out objectives and strategies for creating more attainable, affordable, and diverse housing in the City.

This Master Plan addresses a number of key objectives and actions in the strategy – and will continue to work toward them with subsequent development applications. Relevant objectives achieved in the Master Plan are:

- Diversifying housing through the provision of a mix of housing types and encouraging family-friendly and larger units, as well as fee-simple townhomes.
- Supporting increase in affordability through reduced parking requirements.
- Seeking partnerships to provide non-market and supportive housing.





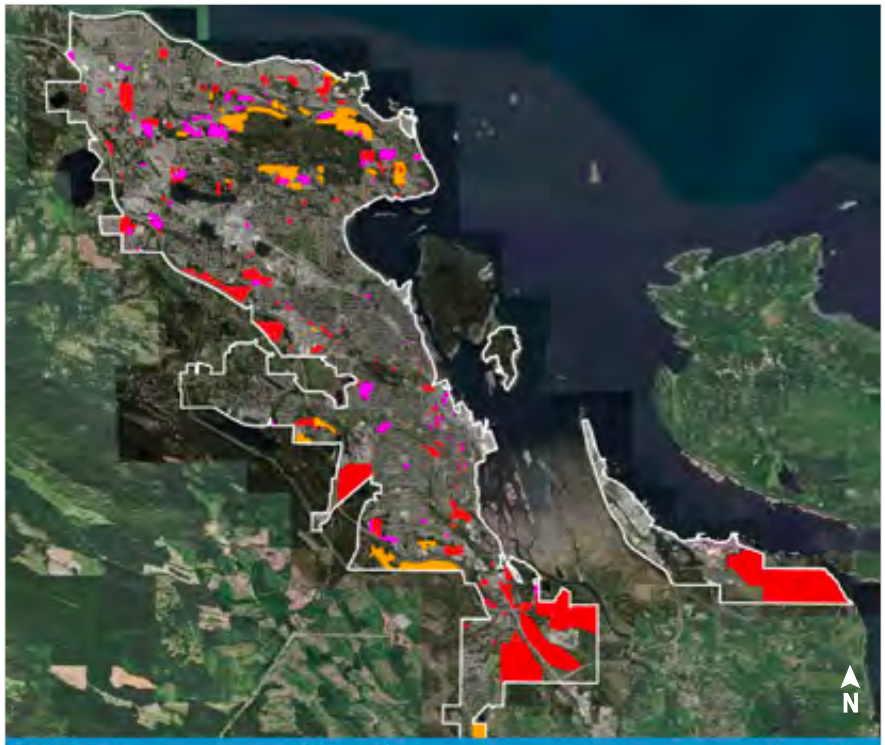
2.5 OTHER CONTEXT

LAND INVENTORY AND CAPACITY ANALYSIS (2020)

In 2020, Colliers International Consulting undertook a Land Inventory and Capacity Analysis to support a comprehensive update to the City's Official Community Plan. The focus of the study was on growth trends in land use patterns, the demand for developable land, and the capacity for developable land to meet this demand.

The following summary findings are relevant to and supportive of the envisioned redevelopment of the Bowers District site.

- By 2046, it is estimated that the City is likely to experience demand for an additional 2,782 to 4,050 single family houses, 4,041 to 4,926 ground oriented units, and 8,148 to 12,011 apartments.
- Based on this analysis, these projections are expected to result in demand for an additional 253 to 607 hectares of residential land by 2046.
- Growing demand is immediately evident among townhomes and 4-6 storey wood frame apartments due to consumer preferences along with the feasibility of wood frame rather than high rise development.
- The City should also consider allowing for greater maximum building heights so that variances do not have to be sought out.
- Although retail sales growth has slowed due to COVID-19, Colliers estimates a demand for an additional 56,670 to 72,460 square meters of retail floorspace, 11,800 to 14,850 square meters of service commercial floorspace, and 102,000 to 130,000 square meters of traditional office floorspace.



Ref	Category	Description	Hectares
	Constrained	Developable portion of constrained land	72 (10.8%)
	Vacant	Currently vacant and developable land	520 (77.2%
	Permitted	Land permitted for development	81 (12.0%)
		Total	674

POPULATION, HOUSING AND EMPLOYMENT PROJECTIONS (2020)

In 2020, Vann Struth Consulting Group developed population, housing, and employment projections for the City for the next 25-30 years.

The following summary findings are relevant to and supportive of the envisioned redevelopment of the Bowers District site.

- Apartments will be the fastest growing unit type, likely doubling (at least) in number. Other ground-oriented units (such as townhomes) will also exhibit strong growth, while the number of single-family homes will grow less than half as fast as population.
- Total population by 2046 in the range of 126,000 to 141,300.
- The age 75+ demographic will be the fastest growing in percentage terms, and the population under age 35 will grow the least.
- The number of occupied dwelling units will grow at a slightly faster rate than population, due largely to population aging that leads to lower average household sizes. Total occupied units are projected in the range of 53,900 to 60,000.



NANAIMO AFFORDABLE HOUSING



3. Vision Framework

3.1 OVERVIEW

This chapter provides a guiding framework that informs all other directions and policies of this plan. Future planning, design, and decision-making in Bowers District should be informed by the vision, goals, and principles of this chapter. Moreover, the Conceptual Plan, Illustrations, and other imagery visually communicate the intended vision for future development in the plan area.

3.2 VISION

TODAY

The Gerek family's vision is to see the spirit of Green Thumb live on in the Bowers District. This means a place that [a] brings community together; [b] honours and celebrates the land; and [c] provides a place where people feel at home.

TOMORROW

Bowers District is both a vibrant, walkable village and a distinct refuge from the wider city. Residents and visitors alike are drawn to the strong sense of place established by high standards for architecture, rich landscaping and abundant tree canopy, and network of greenways, pathways, and parks. In the south, a large linear park is bordered by a mix of townhomes, low- to mid-rise apartments, and a small-scale mixed-use "main street". Whereas, in the north, a higher-density mixed-use precinct has evolved to meet changing needs of the area and City over time.

3.3 GOALS

The plan goals are the desired outcomes to be achieved in order to realize the area vision.

Live, Work, & Play

A district where people of all ages can live, work, and play within a 5-minute walking radius.







Exemplary Design

A human scale development with high quality streetscapes, distinct architecture, and rich green landscaping.







Green, not Gray

A network of green spaces and green streets that supports a healthy community and healthy ecosystems.







3.4 PLANNING PRINCIPLES

The plan principles are the guiding rules to follow in order to achieve the project goals and vision.

Streets for People

Create streets that are comfortable and safe for all users with a focus on pedestrians, cyclists, and other non-motorized users.



Sustainable Growth

Facilitate compact development that creates vibrant, walkable places that provide for long-term community growth, while avoiding urban sprawl and worsening impacts on the natural environment.



Housing Choices

Provide a range of housing types and tenures to serve local residents through all stages of life, such as townhomes, apartments, and live-work units.



Green Infrastructure & Landscaping

Develop streets, open spaces, and infrastructure that use landscape solutions to manage stormwater, provide urban habitat, and create healthier environments.



Sustainable Design & Low-carbon Buildings

Ensure buildings utilize the latest design strategies for energy efficiency, greenhouse gas reduction, renewable energy generation, and sustainable building materials.



3.5 URBAN DESIGN PRINCIPLES

In addition to the general principles in 3.4, these additional urban design principles represent the guiding rules to follow to achieve the urban design and architectural aspirations of Bowers District.



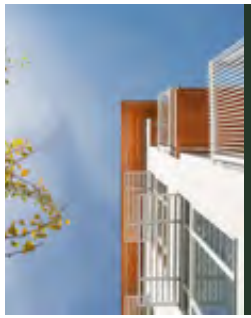
Human Scale

The massing of buildings and height of the streetwall are limited or articulated to reduce the visual and experiential impacts on pedestrians.



Active Frontages

The ground floor of buildings is activated through retail frontages with abundant glazing, ground-oriented residential units, or public (e.g., plazas) and semi-private (e.g., yards) spaces.



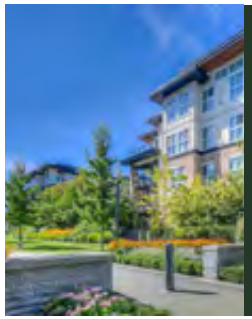
Designing for Sunlight and Views

The site is planned to enjoy and maintain view corridors (e.g., from taller buildings, from public spaces) and to maximize sunlight penetration into usable public (e.g., parks, streets) and private spaces (e.g., patios).



Connectivity and Active Mobility

The site is planned with small block sizes, walking/cycling linkages, and walkable streets to maximize connectivity and active mobility while calming vehicular traffic.



Placemaking & Neighbourhood Character

The design of buildings, landscaping (on public and private land), and other elements create a unified and distinct aesthetic and sense of place for Bowers District.



Places to Gather, Rest & Recreate

Public parks and trails, semi-public plazas and mews, and private courtyards and gardens are integrated throughout the District and offer many options for passive and active forms of recreation and respite.



3.6 CONCEPTUAL PLAN

PLAN OVERVIEW

The conceptual plan shows the 4 precincts of Bowers District. The precinct boundaries are illustrative and approximate (see Chapter 4 Land Use).

VILLAGE MIXED USE

The heart of the neighbourhood and a central gathering place.

A low- to mid-rise (2-6 storeys) mixed use area with a focus on boutique commercial use with residential above and high quality public open spaces, including a village main street, large central park, and vibrant village plaza.

VILLAGE RESIDENTIAL

The primary residential precinct with a distinct sense of place.

A mix of low- to mid-rise housing (2 to 6 storeys) along tree-lined streets and greenways, with sensitive height transitions to Uplands Dr.

URBAN MIXED USE

An adaptable future phase and higher density precinct.

A mix of low- to mid-rise (3-6 storeys) and high-rise (6+) residential and mixed use/commercial – adaptable to future conditions, while remaining consistent with the site's vision.

URBAN RESIDENTIAL

A flexible and diverse residential precinct.

A mix of low- to mid-rise (3-6 storeys) with limited high-rise (6+) residential buildings, with careful attention to creating and maintaining view corridors and sunlit open spaces.



CONCEPTUAL PLAN ELEMENTS

The conceptual plan illustrates the future of Bowers District, as envisioned in the Master Plan. Key elements are highlighted on this page. The subsequent chapters of this plan detail the future Transportation (Chapter 4) and Open Space (Chapter 5) networks through specific policies and directions.

CONCEPT ILLUSTRATION OF THE VILLAGE MAIN STREET WITH ACTIVE RETAIL FRONTAGES, RESIDENTIAL ABOVE, AND PEDESTRIAN-FRIENDLY AND GREEN STREETS.



PERSPECTIVE ILLUSTRATION LOOKING NORTH ACROSS THE SITE. ALL BUILDINGS DETAILS (E.G., HEIGHT, LOCATION, AESTHETIC) ARE CONCEPTUAL AND FOR VISUALIZATION PURPOSES ONLY.





3.7 SITE PLAN

PLAN OVERVIEW

This illustrative site plan shows the structure of the Bowers District, including street and trail network and basic block structure. The boundaries are illustrative and approximate.

- Urban Mixed Use
- Urban Residential
- Village Residential
- Village Mixed Use
- Parks & Greenways
- Public Trails

3.8 VISUALIZING THE CONCEPT

To better visualize the concept plan, this gallery provides a set of precedent images taken from other successful neighbourhoods and represents the key elements that could be expected in each Bowers District precinct.

VILLAGE MIXED USE

Pedestrian-oriented village with mixed use main street and village plaza



Low- to mid-rise mixed use buildings with active frontages.



Permeable ground floor uses and quality street design.



Pedestrian street/plaza with retail frontages



Quality design at the interface between private and public realms.

VILLAGE RESIDENTIAL

Low- to mid-rise residential neighbourhood with townhomes and apartments lining pedestrian-friendly streets



Four-storey residential with ground-oriented units.



Residential framing the street and contributing to village vitality.



Emphasis on green landscaping throughout.



A variety of unit types designed with a coherent, contemporary aesthetic.

URBAN MIXED USE

A higher-density area with residential and mixed use/commercial buildings adjacent to Hammond Bay Road, responsive to future conditions



Mid- to high-rise commercial buildings that complement the local context.



Pedestrian-oriented streets with active frontages.



Quality interface of the private and public realms.



Pedestrian-only street with retail frontages

URBAN RESIDENTIAL

A higher-density mix of low-, mid-, and potentially high-rise residential buildings, responsive to future conditions in the area



High-rise residential with focus on ground-oriented units.



Human scaled residential with network of greenways.



Focus on quality open spaces and landscaping and cohesive design

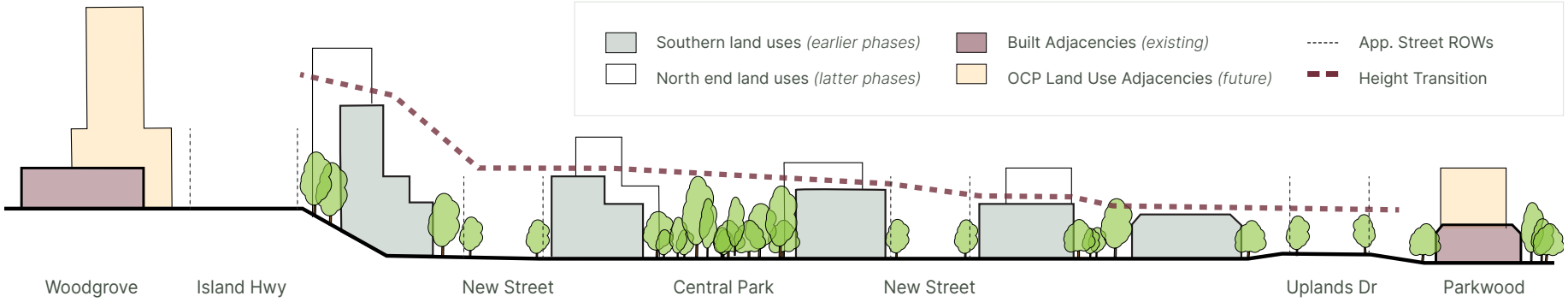


Incorporating design strategies for reducing bulk and massing.

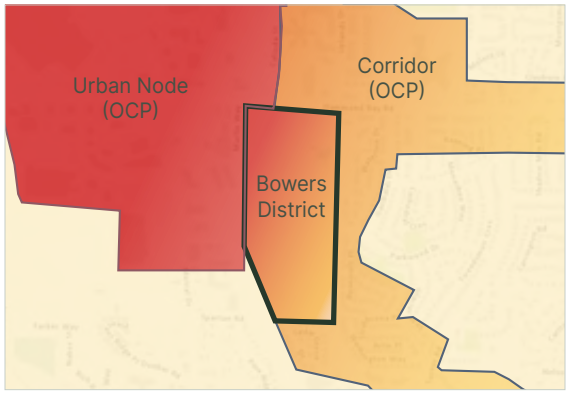
3.9 THE CONCEPT PLAN IN CONTEXT

The diagrams in this section visually communicate how the Concept Plan (and Land Use Plan in Section 4.2) are informed by and fit into the surrounding built environment and land use policy context. These images are intended to be diagrammatic and for illustrative purposes only.

HEIGHT TRANSITION – WEST TO EAST (WOODGROVE TO PARKWOOD)

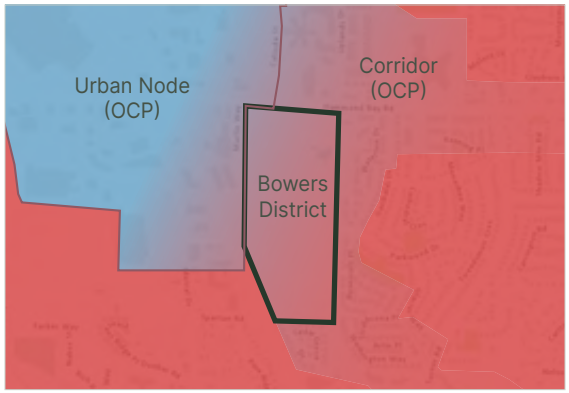


HEIGHT TRANSITION – POLICY



- Ground-oriented *(up to 3 storeys)*
- Low- to mid-rise *(up to 6 storeys)*
- High-rise *(up to high rise)*

TYPICAL LAND USE TRANSITION



- More Residential Land Uses
- More Commercial / Mixed Use Land Uses



4. Land Use & Urban Design

4.1 OVERVIEW

This chapter provides land use and urban design directions and policies that serve to guide future decision-making about development in Bowers District. The use of land and the quality of design in new developments will be critical components in moving towards the future vision for the District.

Rather than high-level directions for the entire site, the policies of this chapter seek to create a sensitive and contextual transition between the surrounding Corridor and Urban Node land uses, as well as existing and anticipated future conditions. This is achieved by creating two smaller-scale, more-defined land use designations (Village Residential and Village Mixed Use), which represent the earlier phases of development, and two higher-density areas, responsive to future conditions (Urban Residential and Urban Mixed Use), which represent the latter phases of development.

The policies and directions of this chapter are guided by the directions, goals, and principles found in Chapter 3. Additionally, the policies and directions of this chapter should be read in context of the subsequent chapters – including Chapter 7 Sustainability & Low-Impact Development, which directly informs the implementation of the land use policies.

4.2 LAND USE PLAN

This Land Use Plan shows the land use designations for the Bowers District, including [a] fine-grained land uses specific to this plan and [b] high-level OCP land uses (i.e., Node and Corridor).

The table in Section 4.3 provides a summary of each land use designation, and Sections 4.4 to 4.8 provide policy directions for each land use. Sections 4.10 to 4.12 provide more detailed design direction and guidelines for all land uses.

LAND USE DESIGNATION & RATIONALE

As illustrated in Section 3.10, these Land Use designations create a natural land use transition between the adjacent Corridor areas and Woodgrove Urban Node, as identified in the City's Official Community Plan. The land uses in the plan area will:

a. Allow the development of a contextual urban residential neighbourhood and mixed use village that complements the existing Woodgrove Centre, while providing a distinct residential and retail offering; and,

b. Provide a viable development model that supports a more appropriate, responsive, and sustainable vision for this critical redevelopment site.



4.3 LAND USE SUMMARY TABLE

LAND USE	TYPOLOGY SUMMARY	KEY CHARACTERISTICS	PRECEDENT IMAGE
Village Residential (V-R)	Townhomes and low- to mid-rise multifamily	• 2-6 storeys • Mix of housing and unit types • High quality open spaces (e.g., trails, greenways, parks)	
Village Mixed Use (V-MU)	Low- to mid-rise mixed use with active ground floor uses and primarily residential on the upper storeys	• 3-6 storeys • High quality open spaces (e.g., parks, plazas, greenways) • Active retail frontages on main streets and key public spaces	
Urban Residential (U-R)	A mix of ground-oriented, low-rise, mid-rise, and limited high-rise residential	• A mix of low- to mid- (3-6 storeys) and high-rise (6+ storeys) buildings • Mix of housing and unit types • High quality open spaces	
Urban Mixed Use (U-MU)	A mix of low-rise, mid-rise, and limited high-rise residential and mixed use/commercial buildings with active ground floor uses	• A mix of low- to mid- (3-6 storeys) and high-rise (6+ storeys) buildings • High quality open spaces • Active ground floor uses	
Parks & Open Space (P)	Parks and open spaces with a mix of active and passive recreational opportunities	• Creation of central gathering places • Active and passive recreation opportunities and amenities	

4.4 VILLAGE RESIDENTIAL

4.4.1 VILLAGE RESIDENTIAL LAND USE POLICIES

1. Support the creation of a compact, low- to mid-rise mix of housing types that [a] support a vibrant village and [b] create a sensitive transition to existing residential neighbourhoods.
2. Support primarily residential land uses, including:
   - Ground-oriented and multifamily residential
   - Community services
   - Seniors congregate care
   - Public open space (e.g., parks) and other amenities
3. Buildings will be sited to provide a consistent streetwall and ground-oriented units with some variation for visual interest and publicly-accessible parks and plazas.
4. Support building heights from 2 to 6 storeys.
   - South of Parkwood Drive and adjacent to Uplands Drive, the upper storeys of buildings taller than 4 storeys will be "stepped back".
5. Development in Bowers District will meet the policies and guidelines of Sections 7.3, 7.4, and 7.5, which detail the sustainability directions for the area regarding Urban Forest, Stormwater Management, and Sustainable Design.



A MID-RISE RESIDENTIAL BUILDING WITH GROUND-ORIENTED UNITS


HIGH QUALITY TOWNHOUSE DESIGN

4.5 VILLAGE MIXED USE

4.5.1 VILLAGE MIXED USE LAND USE POLICIES

1. Support a compact, mixed use, and vibrant village core with a focus on high quality public spaces and small-scale retail spaces (not large-format).
2. Support a mix of land uses, including:
   - Civic, community service, institutional
   - Commercial, retail, office, services
   - Multifamily residential (above the first floor of primary frontage) and live-work
   - Public open space (e.g.,plazas, parks) and other amenities
3. Building will be sited to provide a consistent streetwall and active frontages with some variation for visual interest and publicly-accessible parks and plazas.
4. Support building heights from 3 to 6 storeys.
5. Development in Bowers District will meet the policies and guidelines of Sections 7.3, 7.4, and 7.5, which detail the sustainability directions for the area regarding Urban Forest, Stormwater Management, and Sustainable Design.



A MAIN STREET WITH PEDESTRIAN-FRIENDLY STREET AND ACTIVE FRONTAGES



AN ACTIVE USE WITH INCREASED SETBACK FOR PATIO

4.6 URBAN RESIDENTIAL

4.6.1 URBAN RESIDENTIAL LAND USE POLICIES

1. Support the creation of a diverse mix of compact, multifamily housing types that are designed with consideration for adjacent land uses.
2. Support primarily residential land uses, including:
   - » Ground-oriented and multifamily residential
   - » Community services, seniors congregate care
   - » Public open space (e.g., parks) and other amenities
3. Buildings will be sited to provide a consistent streetwall and ground-oriented units with variation for visual interest and parks and plazas.
4. Additional and substantial (e.g., 3m+) upper storey setbacks will be incorporated to reduce the massing of high-rise buildings.
5. Supported building heights are from low- to high-rise (6+ storeys).
   - » A height transition will be created from the north and west sides of the site (complementary to the Woodgrove Urban Node) down to the east and south sides of the site (complementary to the adjacent Village designations).
6. Development in Bowers District will meet the policies and guidelines of Sections 7.3, 7.4, and 7.5, which detail the sustainability directions for the area regarding Urban Forest, Stormwater Management, and Sustainable Design.



A HIGH-RISE RESIDENTIAL WITH A HIGH QUALITY STREET INTERFACE



MID-RISE RESIDENTIAL WITH GROUND-ORIENTED UNITS

4.7 URBAN MIXED USE

4.7.1 URBAN MIXED USE LAND USE POLICIES

1. Support the creation of a compact, mixed use corridor that integrates with the Woodgrove Urban Node and responds to future conditions.
2. Support a mix of land uses, including:
   - Commercial, retail, office, services
   - Multifamily residential and live-work
   - Civic, community service, institutional
   - Public open space (e.g.,plazas, parks)
3. Buildings will be sited to provide a consistent streetwall and active frontage with variation for visual interest and parks and plazas.
4. Additional and substantial (e.g., 3m+) upper storey setbacks will be incorporated to reduce the massing of high-rise buildings.
5. Supported building heights are from low- to high-rise (6+ storeys).
   - A height transition will be created from the north and west sides of the site (complementary to the Woodgrove Urban Node) down to the east and south sides of the site (complementary to the adjacent Village designations).
6. Development in Bowers District will meet the policies and guidelines of Sections 7.3, 7.4, and 7.5, which detail the sustainability directions for the area regarding Urban Forest, Stormwater Management, and Sustainable Design.



A RETAIL/COMMERCIAL BUILDING WITH ACTIVE STREET FRONTAGE



COMMERCIAL BUILDING WITH HIGH QUALITY PUBLIC REALM

4.8 PARKS & OPEN SPACE

4.8.1 PARKS & OPEN SPACE LAND USE POLICIES

1. Support the creation of a mix of multi-functional parks and public open spaces (e.g., greenways, plazas) throughout Bowers District to provide active and passive recreational and social opportunities to residents and visitors of all ages and abilities.

See Chapter 6 for more Parks and Open Space policies.



A LARGE LINEAR PARK WITH NATURE-BASED PLAY AREA



A MULTIFUNCTIONAL PARK ELEMENTS – ART, SEATING, PLAY

4.11 HOUSING

The following policies provide direction for the development of a diverse and attainable housing stock in Bowers District.

4.11.1 HOUSING POLICY

1. New residential units will be meet current accessibility standards, and the inclusion of universally accessible units will be encouraged.
2. The inclusion of adaptable units in all new construction is strongly supported to support changing needs and demographics over time.
3. A mix of housing types and tenures will be provided in order to accommodate a social mix, residents of all ages and abilities, changing demographics over time, and a range of income levels. This includes strong support for future development that include one or more of the following:
    - Rental units;
    - Strata and fee simple ownership (e.g., row house);
    - Lock-off suites and flexible units;
    - Ground-oriented units;
    - A range of unit sizes; and,
    - Inclusion of family-sized units (3+ bedroom).
4. Partnerships with non-market housing providers will be supported to facilitate the creation of affordable housing.
5. Opportunities for seniors housing and seniors supportive housing will be supported throughout the site.



A seniors housing building with accessible design standards.



A non-market residential building with family-sized units and large common spaces.

4.11 URBAN DESIGN GUIDELINES

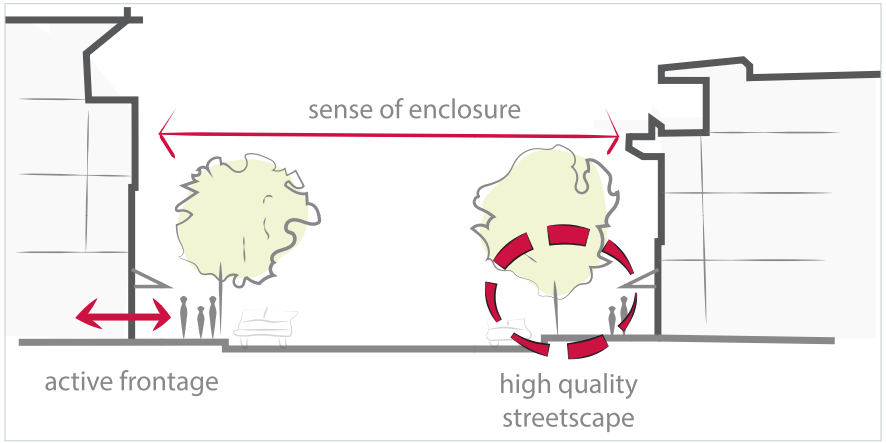
The following guidelines are meant to reinforce and be complementary to the City's development permit design guidelines. These guidelines apply to all land use areas and building typologies, except where noted. See Section 3.5 for the Urban Design Principles.

4.11.1 RELATIONSHIP TO STREET

1. Minimize the distance between the building and the sidewalk to create street definition and a sense of enclosure, supported by high quality streetscape design.

2. Orient primary building facades and entries to the fronting street(s) or open space to create street edge definition and activity.





Three foundational principles of good urban design for the village

3. Use architectural and landscape features to create well-defined, clearly visible, and universally accessible primary building entrances.

4. Design all buildings to have transparent frontages to promote "eyes on the street", using strategies such as:

    - Having continuous commercial and retail uses with windows and primary entrances facing the street;
    - Having ground-oriented residential units with windows and primary entrances facing the street; and,
    - Locating and designing windows, balconies, and primary building facades to promote activity and natural surveillance of the street.

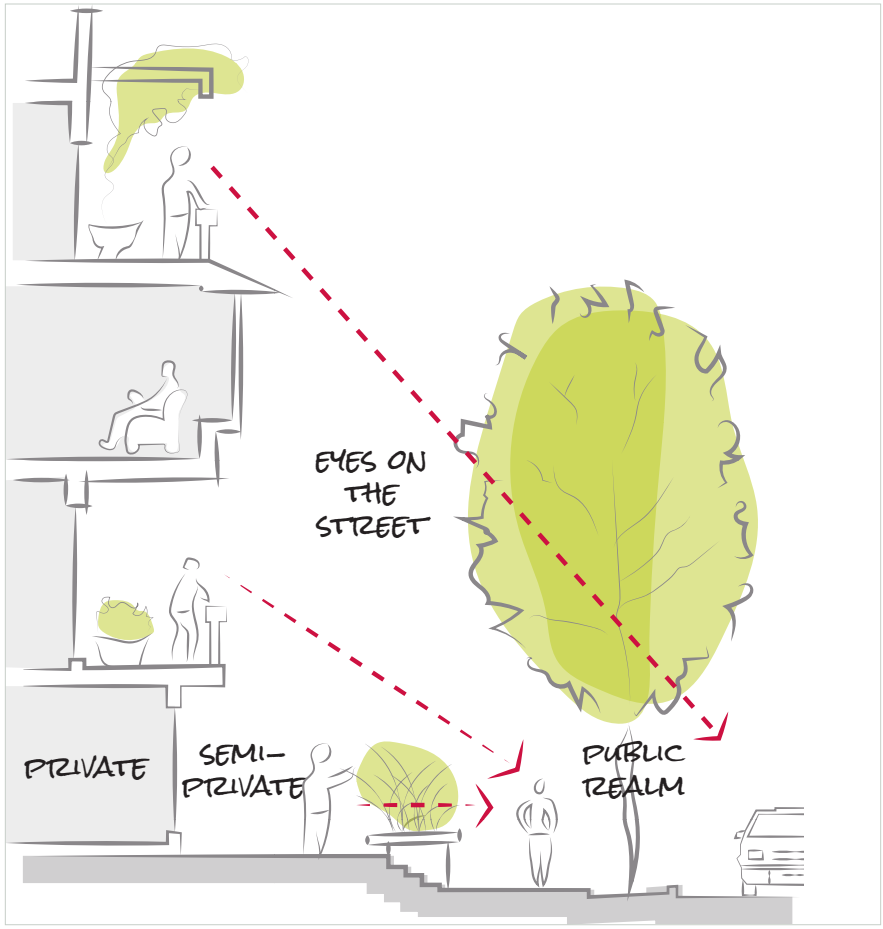
5. On commercial frontages, incorporate frequent entrances (e.g., every 15m) to create punctuation and rhythm along the street, visual interest, and support pedestrian activity.

6. On retail frontage, site and set back buildings to create a minimum 3m sidewalk and permit opportunities for patio space and small plazas

7. On residential frontages, incorporate ground-oriented unit entrances whenever possible, accessible from the fronting street or public open spaces.

8. On frontages with ground-oriented residential units, site and set back buildings between 3-5m from the property line to create a semi-private entry or transition zone to individual units and to allow for an elevated front entryway or raised patio.

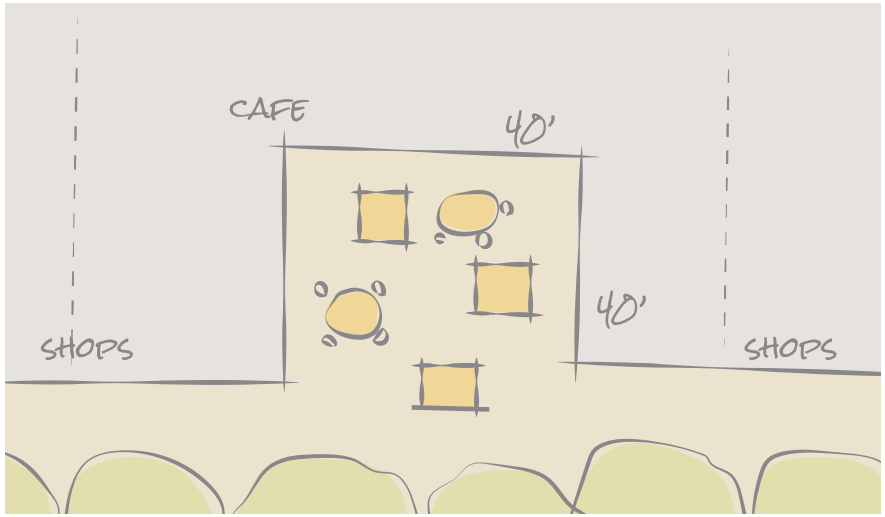
9. Avoid blank walls at grade wherever possible.



Windows, balconies, and street-level uses providing eyes on the street.

4.11.2 SCALE AND MASSING

1. Provide a transition in building height from taller to shorter buildings both within and adjacent to the site with strong consideration for future land use direction.
    - » In general, building heights will create a transition across the site from the north and west to the south and east, with the tallest buildings at the interfaces to the Woodgrove Urban Node (i.e., along Hammond Bay Road and adjacent to the western site boundary).
2. In general, set back the upper levels of buildings taller than four storeys to reduce massing and provide a street wall that contributes to creating a human scaled streetscape.
    - » Upper storey setbacks are encouraged to be a minimum of 3m.
3. Minimize shadowing on residential floors of adjacent buildings as well as public and common open spaces such as sidewalks, plazas, and courtyards.
4. Ensure that adjacent residential properties have sufficient visual privacy, as well as protection from site illumination and noise.
5. Allow for sunlight onto the outdoor spaces of the majority of ground floor units during the winter solstice.
6. Ensure large development sites facilitate pedestrian connectivity and site permeability with, for example, mid-block pathways or mews.



A courtyard can be used to break up the visual mass of large buildings

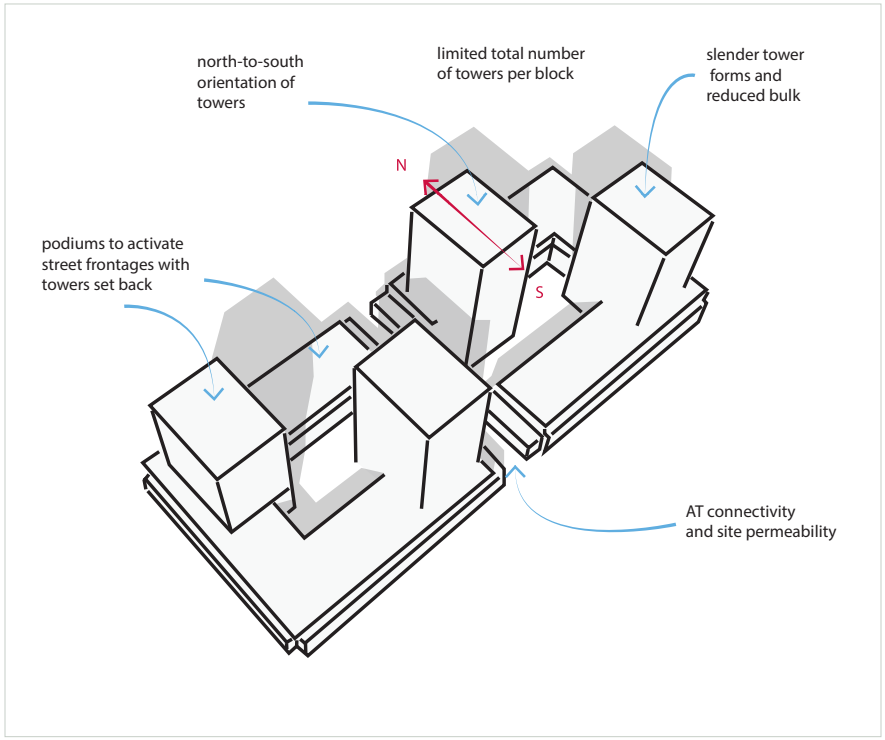


A building with a significant upper storey setback utilized as private balcony spaces

7. Design high-rise buildings to have a cohesive architectural look as well as a distinctly articulated podium, tower, and top.

8. In high-rise buildings, break up the podium mass by providing simple vertical and horizontal articulation of facades; e.g., stepping back or projecting forward a portion of the facade, using color and texture.

9. Locate and design towers consistent with the illustrative guidelines, below.



Summary of scale and massing guidelines for podium and tower typologies.



A high-rise building with a clearly-articulated podium, tower, and top.



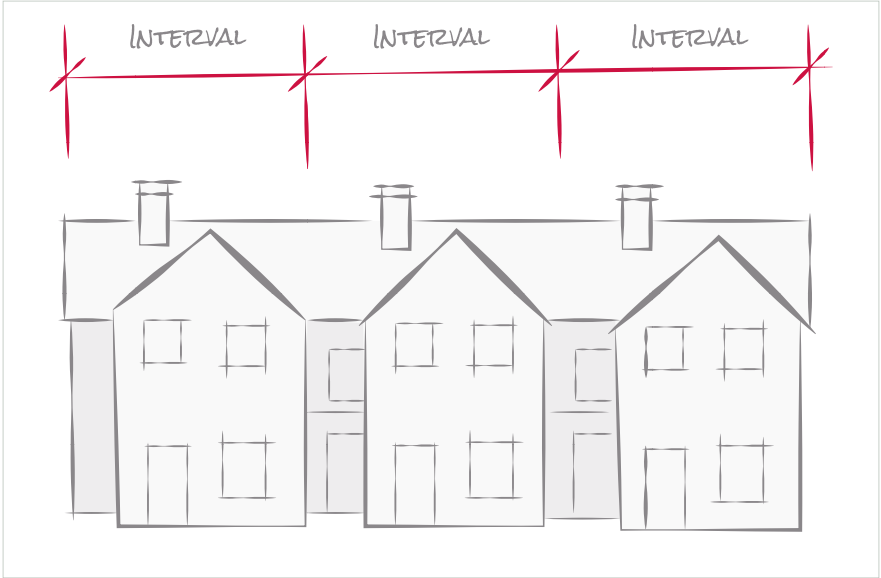
A high-rise building with a well-defined podium and an active retail frontage

4.11.3 BUILDING ARTICULATION & MATERIALS

1. All buildings and multi-building developments will express a strong, unified contemporary architectural concept that:
    - » Integrates a range of architectural features and design details into building facades to create visual interest, particularly at the street-level.
    - » Articulates building footprints to reduce massing and to promote architectural definition.
    - » Introduces variety and creativity between buildings.
    - » Uses authentic, substantial, and high quality materials (e.g., wood, stone, masonry, metal) and avoids a 'thin veneer' look and feel.
    - » Avoids thematic architectural styles associated with chain businesses.
    - » Avoids overly complex massing or articulation.
2. On residential frontages with ground-oriented units, design facades to articulate the individual units as architectural intervals, using strategies such as recessing or projecting facades or using entrance or roofline features).

4.11.4 SITE CONTEXT

1. At key intersections, buildings may incorporate landmark or emblematic design features, such as prominent vertical elements, significant corner treatments, and entry plazas or large extensions of the public realm.



Breaking up a building's facade into a series of intervals creates a more pleasing human scale expression.



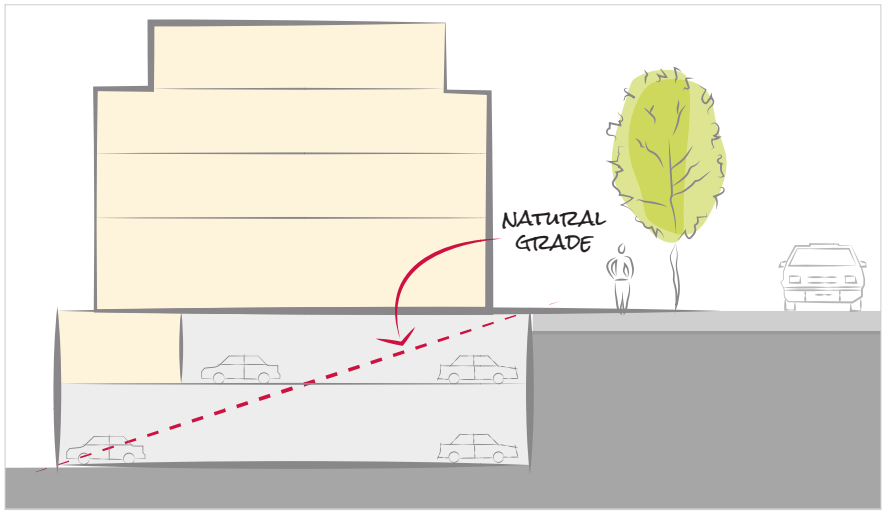
A residential building utilizing high quality and authentic building materials

4.11.5 PARKING

1. Minimize the use of on-site surface parking throughout the plan area and strictly prohibit drive-thru businesses.
2. Minimize negative impacts of parking ramps and entrances through treatments such as enclosure, screening, high quality finishes, sensitive lighting, and landscaping.
3. Avoid locating off-street parking between the front facade of a building and the fronting public street.
4. In general, accommodate off-street parking or loading spaces in one of the following ways, in order of preference:
    - » Underground;
    - » Parking in half-storey (where it is able to be accommodated without negatively impacting the street frontage);
    - » Garages or at-grade parking integrated into the building (located at the rear of the building); and
    - » Surface parking in the rear, with access from the lane or secondary street.
5. Consolidate driveway and laneway access points to minimize curb cuts and impacts on the pedestrian realm or common open spaces.
6. Where possible, utilize site grading to minimize the impacts of parking and vehicular access.



Parking accessed at the rear of the building and off the secondary street



Utilizing the natural site grade to minimize the impacts of parking

4.11.6 HIGH PERFORMANCE DESIGN

See Chapter 7 for in-depth sustainability policies and directions for Bowers District.

1. Buildings will be required to meet or exceed the City's BC Energy Step Code requirements and are strongly encouraged to integrate low carbon energy systems. See 7.5.1 for details.

2. For larger buildings, target a window-to-wall ratio (WWR) of 40% to reduce heat gain and loss through the envelope by increasing the area of insulated wall (see adjacent images).

    - Note that WWR ratios can and should be higher at grade to promote at-grade transparency while accommodating the 40% WWR in the building overall.

3. Incorporate passive heating, cooling, and lighting design principles in landscape and building design, including:

    - Orienting for maximum solar-gain potential from the south to reduce heating demand in colder months;

    - Utilizing trees for seasonal natural shading needs and to reduce overheating in warmer months; and

    - Using appropriately designed exterior shading devices to block unwanted solar gains and keep indoor temperatures comfortable in warmer months.



Building with higher at-grade transparency and lower WWR above



A lower WWR can significantly reduce energy demand and be accommodated while retaining active frontages

4. Design residential units and buildings to receive daylight and natural ventilation from at least two sides of a building, or from one side and a roof.

5. Integrate the use of insulating materials or thermally broken building products to mitigate or reduce building heat loss from thermal bridges such as concrete balconies and beams that run from the building's interior to exterior.

6. Where possible, include operable windows to provide natural ventilation and help reduce mechanical heating and cooling requirements.



Exterior shading devices can be integrated into a building's southern elevation to block unwanted solar gains and keep indoor temperatures comfortable in warmer months.



5. Transportation & Mobility

5.1 OVERVIEW

This chapter provides transportation network directions and policies that serve to guide future decision-making about streetscape design and transportation network acquisition and improvements in Bowers District. The design of streetscapes, layout of roads, and linkages between places and spaces will strongly influence the experiences, choices, and mobility of residents and visitors in Bowers District.

The BDMP is informed by and builds upon the targets, goals, and policies of the City's Transportation Master Plan. At a high level, the BDMP seeks to realize the City's targets of [a] shifting towards more active and sustainable transportation modes (e.g., walking, cycling, transit) and reducing the daily distance driven by residents..

The policies of this chapter seek to create a highly walkable and active mobility-friendly transportation network that focuses on pedestrian and cyclist comfort, safety, and connectivity. This is achieved by mitigating short-cutting through the site, designing traffic calmed streets, and integrating a fine-grain street network with a network of trails and greenways.

Additionally, the creation of green streets is a core principle that informs the directions and policies of this chapter. Green Streets use natural systems approach to reduce stormwater flow, improve water quality, reduce urban heating, enhance pedestrian safety, reduce carbon footprints, and beautify neighborhoods – prioritizing elements such as street trees, functional landscaping, and integrated stormwater management (e.g., rain gardens).

The policies and directions of this chapter are guided by the directions, goals, and principles found in Chapter 3. Additionally, the policies and directions of this chapter should be read in context of Chapter 7 Sustainability & Low-Impact Development, which directly informs the implementation of the transportation policies.

5.2 TRANSPORTATION APPROACH & PRINCIPLES

5.2.1 STREETSCAPE APPROACH

The approach to developing streetscape designs for Bowers District was based on three key principles:



DESIGN FOR ACTIVE TRANSPORTATION

- Wide sidewalks with landscape 'buffers' to vehicular traffic
- Dedicated cycle tracks, greenways, and multi-use paths
- Pedestrian-oriented intersection design with shorter crossings
- Mid-block crossings and mid-block pathway connections
- Shifting travel to active modes and shortening trip distances



DESIGN FOR ALL AGES AND ABILITIES

- Minimum pedestrian through-zones to accommodate easier passing and "rolling" (e.g., wheelchairs, strollers)
- Shorter crossing distances and crossing times at intersections
- Curb drops and ramps at all crossings
- Cycle tracks and sidewalks for safety and comfort for all ages
- Increasing safety for all modes



DESIGN TO CREATE GREEN STREETS

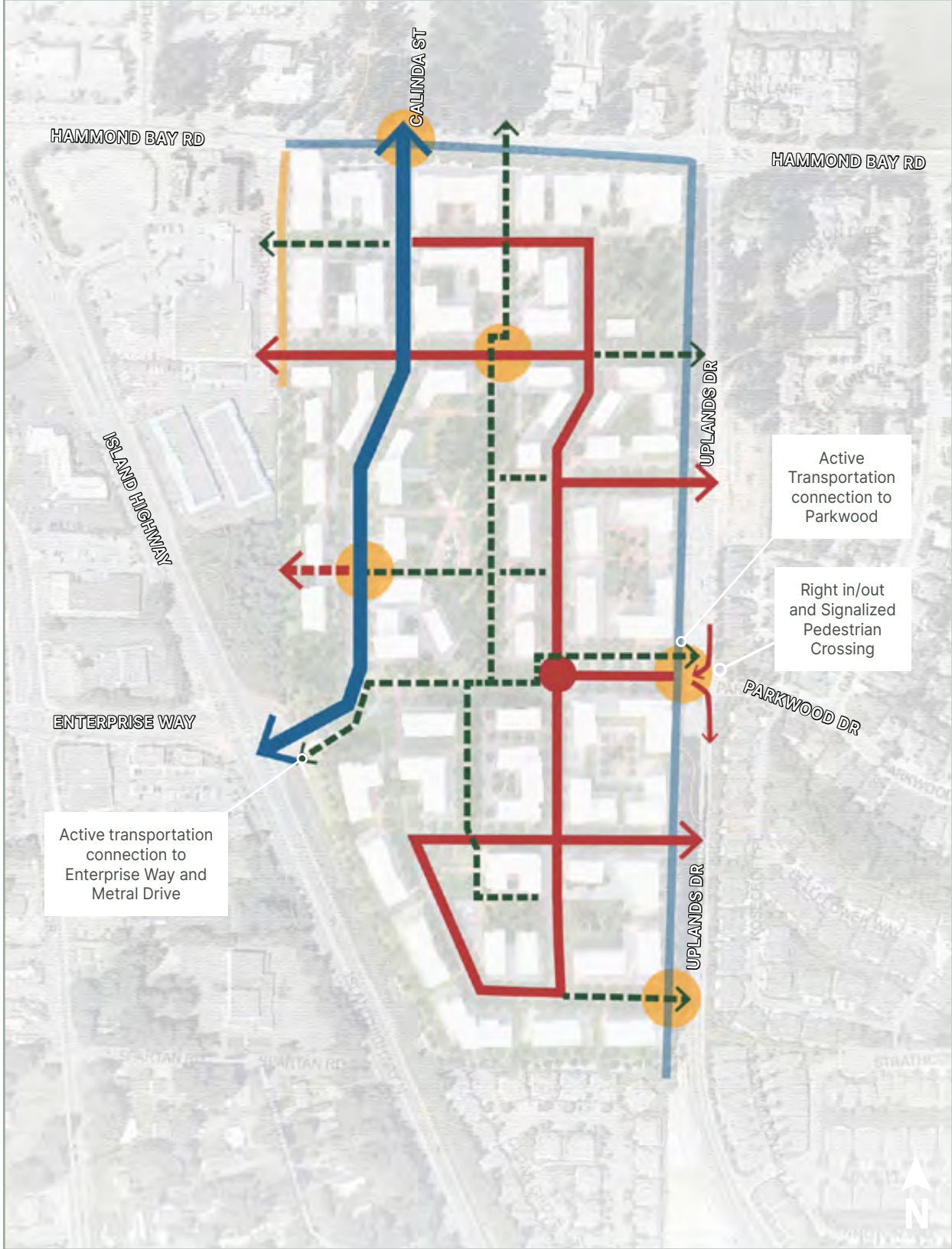
- Wide landscape buffers/boulevards wherever possible
- Landscaped curb extensions at intersections and mid-block crossings
- Rain gardens integrated throughout the streetscape
- Accommodating large canopy trees throughout the streetscape

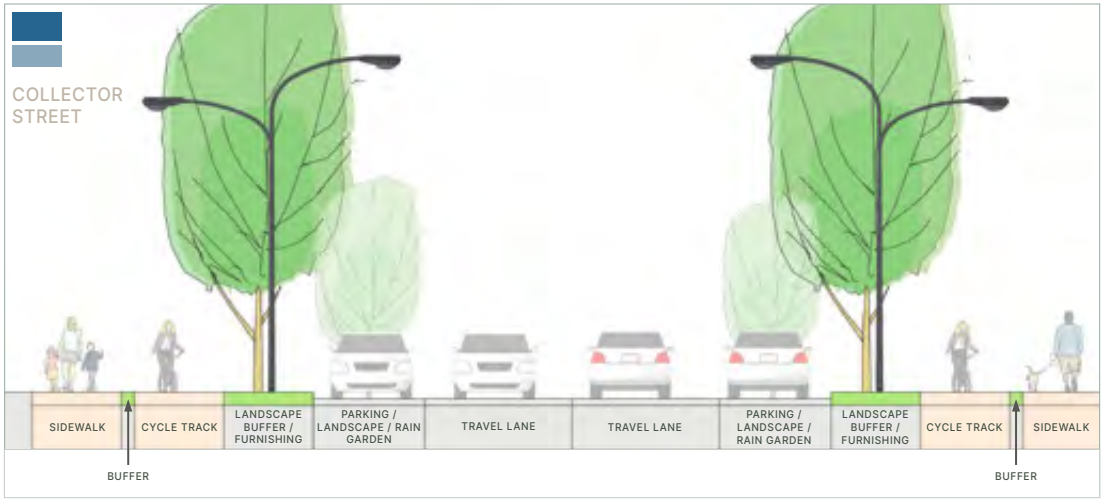
5.3 TRANSPORTATION NETWORK PLAN

The Transportation Network Plan shows the conceptual transportation network for Bowers District, including the location of roads and key path connections with the existing transportation network.

Future detailed designs of streets and intersections will be informed by City Standards and future phases of development.

The site is on the periphery of a Mobility Hub, making it an strategic location to facilitate non-vehicular transportation through walking, cycling routes, and public transportation.





The Collector street typology includes sidewalks, landscape buffer areas, separated cycle tracks, and on-street parking interspersed with landscaped bulb outs (e.g., rain gardens).



The Local street typology includes sidewalks, landscape buffer areas, and on-street parking interspersed with landscaped bulb outs (e.g., rain gardens).

5.4 STREET SECTIONS

The adjacent street sections are indicative designs of proposed new internal and fronting streets. These are for illustrative purposes, only, and will be designed in greater detail in collaboration with the City at the time of rezoning and subdivision. Future road designs will be consistent with the City's MOESS and Complete Street Guidelines.

See Chapter 6 for design directions of public trails and greenways.

5.5 TRANSPORTATION AND MOBILITY POLICIES

5.5.1 TRANSPORTATION NETWORK ACQUISITION

1. Desired street network locations and street sections are shown in sections 5.3 and 5.4 and will be developed in accordance with the policies of this plan and consistent with the City's MOESS and Complete Street Guidelines.
2. All street improvements in the plan area will be consistent with policies and directions of this plan and City's MOESS and Complete Street Guidelines.
3. Detailed designs of streets and intersections will be informed by the Traffic Impact Assessment) undertaken by Amendment application.
4. Greenways, paths/trails, and laneways will be constructed in general accordance with 5.3 Network Plan and the directions and policies of this plan.
5. Public pathways and laneways will be dedicated or secured as public rights-of-way and acquired in accordance with 5.3 Network Plan.
6. Pedestrian mid-block crossings will be constructed where identified in 5.3 Network Plan, and the City may identify and require additional mid-block crossing locations as the network is developed.



Pedestrian-friendly village main street with sidewalks, landscaping, and seating.



Intersection accommodating separated cycle tracks.

5.5.2 STREETSCAPE DESIGN

General

1. Provide an efficient and extensive system of walkable and bike-friendly routes along paths and streets throughout the area.
2. Locate and align new streets to be consistent with 5.3 Network Plan and to extend the city street grid network, creating similar sized blocks within the site area that anticipate future land development as envisioned in 3.6 Conceptual Plan.
3. Establish a pedestrian-friendly streetscape along all streets by installing vegetative buffers, street trees, street furniture, and open spaces suitable for resting, gathering, or socializing.
4. Incorporate space and amenities for all modes of transportation, including transit, cycling, and pedestrians, and additional space for respite areas, transit shelters, wayfinding, and end-of-trip facilities for bikes.
5. Provide continuous sidewalks within the site and connected to adjoining areas, separated from the street by a landscaped buffer and/or on street parking.
6. Provide physically-separated cycle tracks along major streets and, where practical, through public open spaces.



Urban streetscape with wide sidewalks and physically-separated cycle tracks.



Residential streetscape with wide sidewalks and abundant green landscaping.

7. Consider additional crosswalks with flashing signals along major roads with particular focus near transit services and at key connections to adjacent areas.

8. Seek to reduce vehicular speeds throughout the plan area by using traffic calming measures and lowering the design speed of area streets.

    » Potential traffic calming measures include narrow vehicular travel lanes, on-street parking, curb extensions, chicanes, raised pedestrian crossings, street trees, and raised crosswalks and intersections.

9. The number and width of driveway accesses on primary roads within the plan area will be minimized wherever possible. Side street and lane access are strongly preferred, as well as consolidated driveways where appropriate.

Sidewalks

10. The pedestrian realm will be maximized to support a human scale environment, including wide sidewalks and landscaping areas.

11. Frontage zones (extensions of the sidewalk on private property) will be incorporated, with widths up to 3m, in areas where high volumes of pedestrian activity are anticipated or where patio or plaza areas are planned.

12. Where possible, integrate public art and location identifiers into surface treatments at street corners to add visual interest and aid in wayfinding.



Example of creating a seating area in the furniture zone of a mixed use streetscape.



An example of public art integrated into the sidewalk and streetscape design.

Street Furniture and Lighting

13. Streetscape design will incorporate a cohesive design palette of street furniture and lighting, including benches and chairs, waste and recycling receptacles, bollards, and luminaires.

14. Hard surfaces within the furnishing zone (between the sidewalk and the curb) will be decorative permeable pavers.

15. Seating (e.g.,benches) and waste receptacles will be provided at regular intervals along streets within the village, with increased frequency adjacent to higher density land use areas.

16. Benches positioned along the curb will orient users toward the sidewalk and open spaces, except on local roads where street-oriented benches may be appropriate.

    » Benches may will also be strategically located to optimize sun exposure and view corridors (e.g., Mt. Benson).

17. Bicycle parking will be incorporated at strategic locations, within the furnishing zone and at the interface between the street and public open spaces (e.g., paths, plazas).

18. Decorative luminaires will be used throughout the plan.

19. Public art may be integrated into the design of the furnishing zone, within green landscape or hardscape areas, while not interfering with the pedestrian through zone.



An example of contemporary streetscape furniture.



An example of contemporary dark sky-friendly luminaires in a public space.

Landscaping and Street Trees

20. Rain gardens and stormwater swales will be a preferred alternative to conventional turf strips and planters and as a method to meet the City's stormwater requirements.

21. Shrubs, grasses, and ground cover plantings will be native or adaptive non-native species that mimic endemic flora.

22. New tree plantings will be selected to provide high canopy over the street, while remaining predominantly above commercial displays and signage (at maturity).

23. Large full canopy tree species will be installed along the boulevard within curb extensions where sufficient soil volumes and tree canopies can be accommodated.

24. Columnar and small ornamental trees will be installed within narrow boulevards where soil volumes are insufficient for full canopy trees.

25. A variety of street trees will be planted; tree species will be selected to establish the landscape character for a given street and be consistent with the City's Climate Resilience Strategy goals. See 7.3 for Urban Forest policies.

On-Street Parking

26. On-street parallel parking will be incorporated to meet the needs of the area and provide a physical barrier between vehicular traffic and the sidewalk.

27. On-street parking stalls will be interspersed with landscaped curb extensions.

    » Where infiltration techniques are feasible, stormwater swales (or rain gardens) will be incorporated into the above curb extensions.



Sidewalk with integrated rain garden, street trees, and permeable paving



Main street with abundant and appropriately-sized trees.



A mixed use street with on-street parking.

5.5.3 ACTIVE TRANSPORTATION

1. Surfacing materials, clear through zones, curb drops and ramps, and other design considerations will be used to ensure safety and comfort for all sidewalk users, including wheelchairs, walkers, and strollers.

2. Cycling infrastructure will be comfortable and safe for all ages and abilities by:

    - Developing bicycle facilities with separation (to reduce user conflicts) from vehicle traffic, such as protected cycle tracks and multi-use paths, as identified in sections 5.3 and 5.4 and through future detailed design processes.

    - Adopting bicycle route signage to provide clear identification for all roadway users of where higher concentrations of cyclists are welcomed and expected.

    - Applying intersection treatments – such signalization with bicycle detection and pavement markings – to raise awareness of potential conflicts with vehicles and to maximize cyclist comfort and safety.

3. Work with BC Transit to increase transit service to/from and within the area in response to increasing residential density and commercial activity in Bowers District



A street integrating transit and a physically-separated cycle tracks

5.5.4 OFF-STREET PARKING

1. The Urban Node area of Bowers District may be considered as a Cash-in-Lieu Parking Area in the Off-Street Parking Regulations Bylaw at the time of rezoning, which would allow up to 10% of the required parking spaces be substituted as cash-in-lieu.

2. The following transportation demand management (TDM) measures are strongly encouraged in all new development in order to reduce traffic impacts and the need for off-street vehicular parking:

   - Provision of a car share vehicle and/or memberships;
   - Provision of subsidized transit passes; and,
   - End of trip cycling facilities.

3. Electric Vehicle charging will meet or exceed the requirements of the Off-Street Parking Regulations Bylaw.



Car share integrated into a new mixed use development



Electric vehicle charging stations



6. Parks, Trails & Open Spaces

6.1 OVERVIEW

This chapter provides open space network directions and policies that serve to guide future decision-making about park and trail design, acquisition, and improvements in Bowers District. The amount, location, and design of parks and open spaces will directly inform opportunities for active and passive recreation, access to nature and places of refuge, and the creation of urban habitat and forest.

The policies of this chapter seek to create a multi-functional open space network that not only provides active (e.g., sport courts, playgrounds) and passive (e.g., seating areas, natural areas, walking trails) forms of recreation but also provides ecological functions through urban habitat areas, tree canopy coverage, and landscape-based stormwater management. The open space network also seeks to speak to the horticultural history of the site, as well as the vision of the site as a bowers, an arbour, and an arboretum – essentially, a place of refuge set amongst a green landscape.

Additionally, the open space network was designed to support the transportation network and provide safe and comfortable off-street routes for walking and cycling throughout Bowers District.

The policies and directions of this chapter are guided by the goals and principles found in Chapter 3. Additionally, the policies and directions of this chapter should be read in context of Chapter 7 Sustainability & Low-Impact Development, which directly informs the implementation of the parks and open space policies.

6.2 OPEN SPACE APPROACH & PRINCIPLES

6.2.1 OVERVIEW

The approach to developing an Open Space network for Bowers District was based on three key principles:



FUN FOR ALL AGES

Create an open space network that is fun for all ages through:

- Dynamic parks with a mix of amenities for all ages (e.g., playgrounds, trails, rest areas)
- Multi-functional amenities that can be enjoyed by multiple age groups (e.g., natural playgrounds, open lawn areas, sport courts)
- Diverse open spaces for different forms of recreation (e.g., gathering, respite, walking, sports)



A GREEN REFUGE IN THE CITY

Create an open space network that provides a green refuge in the city through:

- The creation of layering of private and public spaces (e.g., courtyards, greenways, and parks) characterized by green landscaping and minimal vehicular impacts.
- Abundant, climate-adaptive landscaping that provides urban habitat throughout the area
- Rich tree canopy coverage in parks, open spaces, and streets to help create a distinct sense of place and provide many benefits to residents and visitors alike, including shading and cooling



PATHS, PORTALS AND PLACES

Utilize the principles of paths, portals, and places to maximize the comfort and quality of open spaces through:

- Well-defined parks and plazas (e.g., bordered on three sides by buildings and/or abundant landscaping) that provide comfort, safety, and enjoyment
- Link pathways and key destinations (e.g., parks) to support wayfinding and create a sense of arrival
- Locate multiple amenities and functions together to attract more visitors and vibrancy to key public spaces

6.3 OPEN SPACE NETWORK PLAN

This Open Space Network Plan illustrates the network of public parks, plazas, trails, and greenways in the District – as well as indicative open spaces (private or publicly-accessible) on private lands.

The plan was informed by the site-adaptive and integrated design approach provided by Murdoch De Greeff Landscape Architects.

See Section 6.4 Blue-Green Strategy Plan for a corresponding plan of the stormwater and landscape network. See Section 6.6 for conceptual park and trail designs.

Approximate combined park site areas are noted below. These areas are indicative and will be detailed at subsequent stages of the development process.

- Public Green Parks (app. 1.5-2 acres) *(predominantly green landscaping)*
- Public Parks / Greenways (app. 4.5-5 acres) *(recreation, seating, trails, landscaping)*
- Public Plazas (app. 0.5 acres) *(gathering spaces)*
- Public Trails (TBD area)
- Indicative Private Open Space (TBD area) *(potential for public access)*



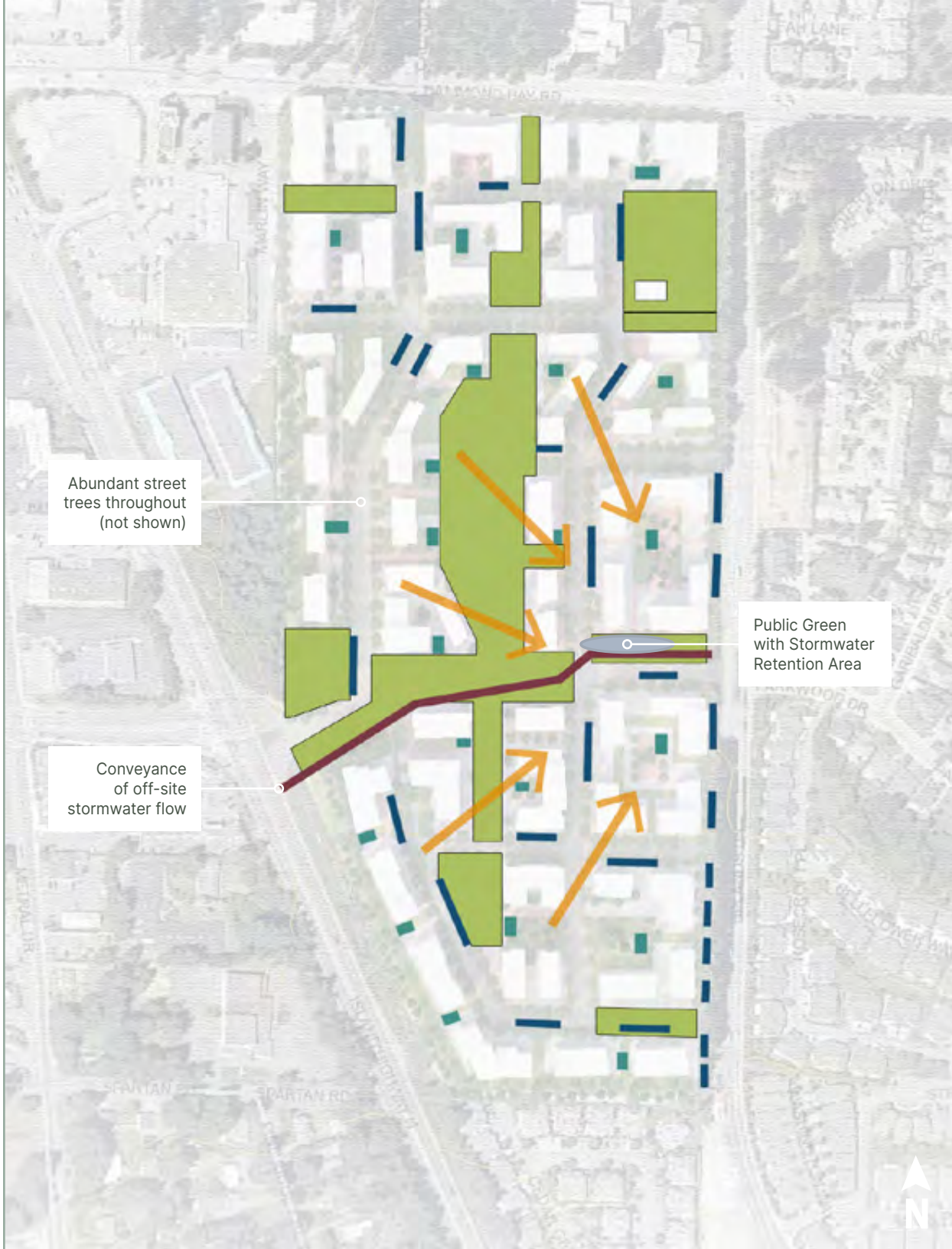
6.4 BLUE-GREEN STRATEGY PLAN

The Blue-Green Strategy Plan illustrates the proposed network of key strategies for managing stormwater and enhancing ecological values and functioning in the District.

This plan was informed by the site-adaptive and integrated design approach provided by Murdoch De Greeff Landscape Architects. That work also informed the policies of corresponding policies in Chapter 7 regarding stormwater management, tree canopy coverage, and green site design.

The Blue-Green Strategy focuses on maximizing public and private green space on the site while integrating stormwater management into site design and planning that meets the City's standards for stormwater retention, detention, and treatment.

- Indicative Drainage Directions
- On-street Rain Gardens (indicative location; app size)
- Private Retention Areas (indicative location; app size)
- Public Spaces with Soft Landscaping / Retention Areas
- Stormwater Conveyance ROW



6.5 OPEN SPACE POLICIES

6.5.1 OPEN SPACE NETWORK ACQUISITION

1. Desired public open spaces, including parks, plazas, greenways, and trails, are shown on 6.3 Open Space Network Plan and will be acquired or legally secured in accordance with the policies of this plan.
    - » The Open Space Network Plan fulfills the direction in the OCP for a City park on this site and anticipates 30% of the site as open space, including a minimum of 16% of the site as public parks and greenways.
2. Additional semi-private and privately-owned public spaces will also be legally secured in accordance with the policies and indicative designs of this plan.

6.5.2 OPEN SPACE DESIGN AND FUNCTION

1. Parks and open spaces will be multi-functional, including passive and active recreational opportunities, and diverse in character, consistent with [a] the policies and directions of this chapter and [c] City policies, design and tree planting standards (MOESS), and maintenance standards.
    - » Park designs will involve further community consultation and will seek to meet the community's evolving needs.
2. As a whole, the Open Space Network will seek to serve all ages and abilities, such as play areas, water features and water play elements, pathways, and seating areas.
3. All parks may support wildlife habitat and urban forest principles by incorporating related best management practices and placing a high priority on ecological integrity in landscaping and vegetation management.



An urban park with abundant soft landscaping and tree canopy coverage



Sidewalk with abundant landscaping and street trees

4. Tree canopy coverage will be integrated into the design of public open spaces as a climate resiliency measure and help mitigate urban heat effects, as well as provide a place of shelter and shade in extreme heat events.

5. Parks, plazas, and other open spaces will be well-integrated with the mobility network through the design and location of these spaces and the addition of public realm improvements, such as pedestrian crossings, bike racks, seating, lighting, wayfinding, and additional landscaping.

6. Public open spaces will incorporate a cohesive design palette of furniture and lighting, including benches and chairs, waste receptacles, bollards, and pedestrian-scale light fixtures.

7. In general, parks, greenways, and trails may incorporate features such as:

   - Walking and cycling connections;
   - Seating and gathering spaces, including shaded areas;
   - Amenities to support activities appealing to users ranging from children to seniors, as well as accessible spaces;
   - Landscaped areas that define space, beautify the space, and serve ecological functions, such as habitat creation or stormwater management;
   - Landscape elements that showcase urban agriculture and local food production;
   - Tree plantings; and,
   - Public art.



A greenway connection intersects with a sidewalk



A central plaza area with retail frontages

8. The Central Park area identified in 6.3 and illustrated in 6.6 is envisioned to include features such as:

    - Multi-use pathways and walking trails, linking the site from east to west and north to south;
    - Landscaped areas, open lawns, and abundant tree plantings;
    - Seating areas;
    - Playground(s) for children and youth;
    - Small-scale sport facilities (e.g., sport court, pickleball court, tennis court); and,
    - Opportunity for a community garden.

9. The forested park in the northeast corner of the site includes a historical building that may be retained as a community amenity (e.g., gathering place, educational centre).

10. Integration of a community-based food program (e.g., community garden) will be strongly encouraged.

11. Adjacent buildings will be designed to mitigate shadowing impacts on adjacent parks and public open spaces.

12. Consider supporting encroachment agreements or enabling land dedication for building or site elements that improve the public realm (e.g., weather protection, planters, underground infrastructure).

13. Parks will be developed with consideration for Crime Prevention Through Environmental Design principles.



A mid-block connection and plaza area



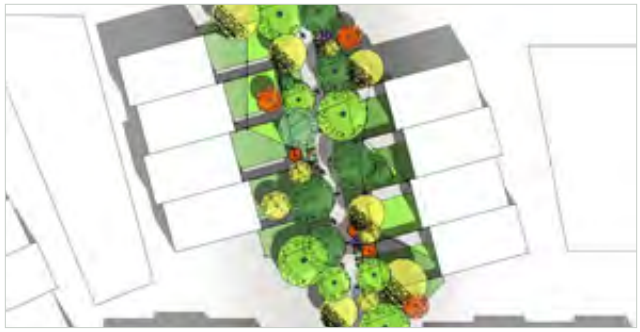
Adventure playground in heavily landscaped park

6.6 CONCEPT ILLUSTRATIONS

These are indicative designs of [a] the central public park space with adjacent trail connections, plaza, and courtyard areas (image to right) and [b] public trails/ greenways (images below). These images are provided for illustrative purposes only, with conceptual designs to be developed at the time of Zoning Amendment.



Typical mid-block trail connections



Mid-block trail/greenway with fronting townhomes





7. Sustainability and Low-Impact Development

7.1 OVERVIEW

This chapter provides Sustainability and Low-Impact Development directions and policies that serve to guide future decision-making about development and design of all private and public lands in Bowers District – ranging from green buildings to green infrastructure. Bowers District strives to respond to the Climate Emergency through its land use, built form/architecture, energy systems, transportation, landscaping, and infrastructure.

The policies and directions of this chapter were informed by two professional reports that were submitted in support of the OCP Amendment application:

- **Assessment of Sustainable Design Opportunities – Origin Sustainable Design + Planning**
  This report focused on achieving practical and meaningful climate action in six areas of sustainability. For each area, Origin provided a high-level feasibility analysis and a list of potential strategies to consider in Bowers District.
- **Watershed and Stormwater Analysis – Murdoch de Greeff Landscape Architects**
  This report focused on [a] site and stormwater analysis that have helped inform the overall site planning process and [b] preliminary stormwater calculations and design considerations that have been used to help inform future the private, parks, and stormwater infrastructure (and strategies) to the site, with a focus on landscape-based solutions.

In providing guidance for low-carbon, climate resilient, and water-sensitive development, this chapter strikes a balance between firm policies, guiding principles, and recommended strategies to be undertaken or considered as the development of Bowers District is undertaken.

The policies and directions of this chapter are guided by the goals and principles found in Chapter 3 and should be considered in tandem with the other Chapters of this plan.

7.2 SUSTAINABILITY APPROACH & PRINCIPLES

7.2.1 OVERVIEW

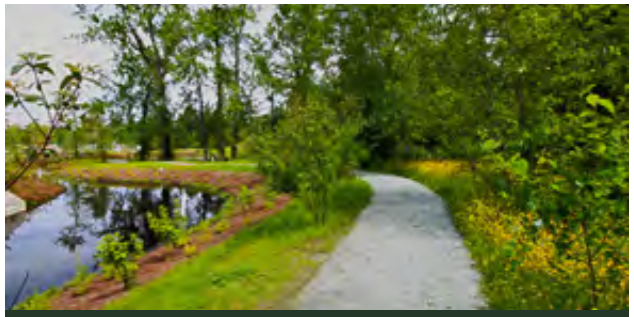
The approach to developing a sustainable public and private built environment for Bowers District was based on three key principles:



A GREEN URBAN REFUGE

Provide urban habitat, create an abundant tree canopy, and create a 'green' urban refuge through:

- Requiring extensive tree plantings on private and public lands, including in parks and on streetscapes
- Ensuring that trees are planted in deep soils and that a diverse selection of trees are planted, including many large canopy trees
- Integrating large and connected soft landscaping areas throughout the District, providing urban habitat to pollinators, birds, and other animals.



GREEN INFRASTRUCTURE

Encourage 'green' infrastructure to manage stormwater and enhance the urban environment (e.g., water quality, air quality) through:

- Utilizing landscape-based stormwater management solutions (e.g., rain gardens, swales, green roofs, permeable paving) on private and public lands, including parks, plazas, and streets
- Integrating extensive soft landscaping and vegetation throughout the site, in all land use areas
- Highlighting green infrastructure facilities as key design elements, learning opportunity, and character-defining features



HIGH PERFORMANCE AND HEALTHY BUILDINGS

Build high performance and healthy buildings to improve energy efficiency and resident well-being through:

- Requiring buildings to meet a higher BC Energy Step Code standard than required by the City
- Utilizing a higher percentage of local and regional building materials
- Ensuring the use of healthy and non-toxic materials
- Encouraging other, innovative and low carbon building methods

7.3 URBAN FOREST POLICIES

The following policies are meant to maximize the health and integrity of the urban forest (i.e., all future trees on the site) and create an extensive tree canopy cover on streets, in parks, and on private land in Bowers District. This will not only offer a host of ecological benefits but also as a climate resiliency measure, mitigating urban heat effects and providing a shade and shelter during extreme heat events.

7.3.1 MINIMUM SOIL VOLUMES

1. Proposed trees will have access to soil volumes identified in the City's MOESS or the following minimums, whichever is greater:
    - Large-canopied trees: 15m³
    - Medium-canopied trees: 12m³
    - Small-canopied trees: 8m³

7.3.2 STREETS

1. Street improvements will maximize tree canopy cover and tree health on public rights-of-way in a manner consistent with the following and the City's MOESS requirements:
    - Require new development to install street trees along their frontages in accordance with this plan and all relevant bylaws.
    - Tree species will be consistent with the City's Climate Resilience Strategy goals.

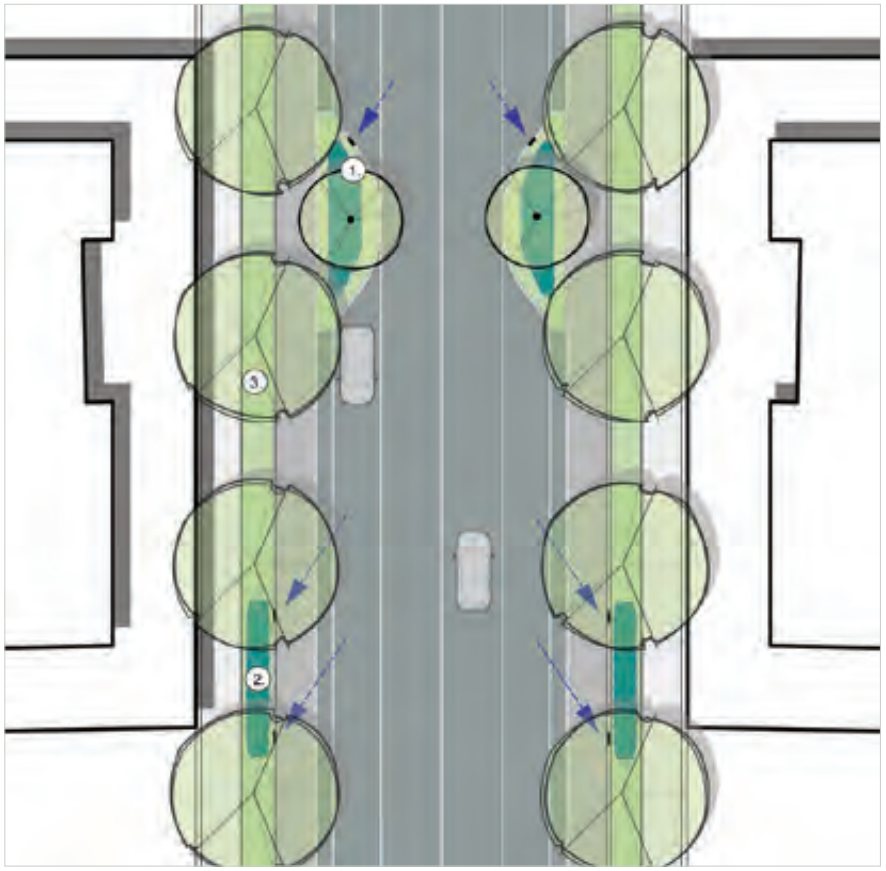


Diagram showing:
1. Rain garden in bumpout sized at 5% of road catchment
2. Rain garden in boulevard sized at 5% of road catchment
3. Boulevard with large trees spaced at 10-14m centers

- Space trees as follows:
  - Large-canopied trees: 10-14m apart
  - Medium-canopied trees: 8-12m apart
  - Small-canopied trees: 6-8m apart
- Install min. 600mm depth of soil in boulevards and show that proposed trees will have access to minimum soil volumes as outlined in this plan and all relevant bylaws.
- Minimum boulevard width is to be 1.5m (1.8m preferred) to allow for planting of boulevard trees.

7.3.3 PARKS, GREENWAYS, & TRAILS

2. Park improvements will maximize tree canopy cover and tree health in public parks and trails in a manner consistent with the following:
   - Plant large full-canopied trees where possible and ensure species selection is consistent with the City's Climate Resilience Strategy goals.
   - Minimize impervious surfaces and provide a minimum of 20% of the public open space area as soft landscaping.
   - Target a minimum of 50 trees per hectare.
   - Proposed trees will have access to minimum soil volumes as outlined in 7.3.1 and relevant City bylaws and standards.



An urban plaza with high tree canopy coverage and softscaping

7.3.4 PRIVATE LAND

1. Private developments will maximize tree canopy cover and tree health in a manner consistent with the following:

    - Proposed trees will have access to minimum soil volumes as outlined in 7.3.1 and relevant City bylaws and standards.
    - Install large-canopied trees where possible and ensure species selection is consistent with the City's Climate Resilience Strategy goals.
    - Prioritize landscaping treatments that allow tree planting in soft landscaping or rain gardens. As a last-resort option, plant trees in soil cells where rain gardens and adequate softscaped areas are not possible (or use in combination with the above, where appropriate).



On-site tree plantings (yet to mature) in rear yards and common stormwater facility



Large green courtyard with abundant (still young) tree plantings

7.4 STORMWATER MANAGEMENT POLICIES

The following policies are meant to enhance the infiltration, retention, and storage of rainwater (i.e., stormwater management) in Bowers District.

7.4.1 GENERAL

1. Rain gardens and other bioretention facilities will be a preferred approach to managing stormwater on private and public lands, in accordance with the policies of this plan and City bylaws and standards.
    - A general guideline for success is that rain gardens should make up approximately 5% of the catchment area, if designed with min. 600mm growing medium depth, high growing medium infiltration rates, and min. 150mm flood depth
2. The development of all roads, boulevards, and road right-of-ways in Bowers District will meet the City's MOESS stormwater requirements and seek landscaped-based solutions in a manner consistent with the following:
    - » Install rain gardens on lot frontages in accordance with the directions of this plan and relevant City bylaws and standards.
        - On-street rain gardens may be located within the public road ROW or on adjacent private lands.
    - » Where possible, integrate stormwater and urban forest goals by including street trees in rain gardens. 7.4.3 Parks



Curb extension with rain garden at crosswalk on village main street

CATCHMENT AREA

The term 'catchment area' refers to the total up-slope surface area that drains to a known collection point, such as a catch basin or rain garden.

3. The development of all parks in Bowers District will meet the City's relevant stormwater requirements and seek landscaped-based solutions in a manner consistent with the following:

    - Maximize the use of soft landscaping areas with deep soils as absorbent landscape.
    - Direct runoff from pathways and small paved surfaces to absorbent landscape.
    - Use permeable paving or soil cells when hardscape is installed over more than 75% of the public park site.

4. The development of private lands in Bowers District will meet the City's MOESS stormwater requirements and seek landscaped-based solutions in a manner consistent with the following:

    - Minimize impervious surfaces.
    - Favour the use of rain gardens to meet City stormwater requirements.
        - A general guideline for success is that rain gardens should make up approximately 5% of the catchment area.
    - Use soil cells where rain gardens are not possible (or use in combination with the above, where appropriate).
        - A general guideline for success is that soil cells should make up approximately 5.5% of the catchment area.
    - Use permeable paving where rain gardens are not possible (or use in combination with the above, where appropriate).
        - A general rule of thumb is that soil cells should make up approximately 20% of the catchment area.



An example of permeable surfacing and soft landscaping area at the entry to a public park



A stormwater facility (swale) within a residential development

SOIL CELLS / SILVA CELLS

Soil cells or Silva Cells (a brand name) are modular under-pavement systems that provide larger soil volumes and improved growing conditions to support tree growth in restricted urban environments. Soil cells can also provide improved on-site stormwater management capacity.

7.5 SUSTAINABLE DESIGN POLICIES

The following policies are meant to increase the environmental performance and health of all buildings in Bowers District.

7.5.1 HIGH PERFORMANCE & LOW CARBON BUILDINGS

1. All buildings in Bowers District will meet [a] the following minimum BC Energy Step Code requirement or [b] exceed the City's minimum requirement by one Step – whichever is greater:
    - Part 9 Residential = Step 3
    - Part 3 Wood Frame Residential = Step 3
    - Part 3 Concrete Residential = Step 2
    - Part 3 Commercial = Step 2
2. Consider and explore the use of mass timber construction, while seeking to leverage its aesthetic beauty.
3. Encourage the creation of low carbon, "all electric" buildings that utilize space heating and cooling and domestic hot water provided by electric heat pumps.
4. Low carbon efficiency will be encouraged to exceed the City's and BC Building Code minimum requirements.



A high performance (Passive House, Step 5 equivalent) residential building with thermally broken windows and a low window-to-wall ratio

MASS TIMBER

Mass Timber buildings use specialized wood products (e.g., cross-laminated timber, glulam beams) that can replace concrete, steel, and masonry as building materials. Because it displaces emissions-intensive steel and concrete, mass timber can significantly reduce the "embodied carbon" in buildings. And, because wood stores carbon dioxide from the atmosphere, mass timber construction is also a carbon removal technique.

7.5.2 RENEWABLE ENERGY

1. Encourage the use of solar photovoltaic energy systems (i.e., solar panels) to generate electricity and reduce GHG emissions.

7.5.3 WATER

1. Encourage the use of greywater recapture and storage systems in larger (e.g., mid- rise, high-rise) buildings to supply water for site-wide irrigation.
2. Encourage the use of on-site rainwater collection (e.g., cisterns, rain barrels).

7.5.4 LOW CARBON MOBILITY

1. Electric Vehicle charging will be provided as required by the Off-Street Parking Regulations Bylaw.
2. Provide a minimum of four short-term/visitor bicycle parking stalls per building or as required by City bylaws.
    - » Short-term bike parking should be covered from the elements and close to primary building entrances
3. Provide one long-term bicycle storage space per residential unit or as required by City bylaws.
    - » Long-term bike parking should be secured (e.g., in underground parking garage)



Rooftop PV system



Utilizing greywater recapture for site-wide irrigation and a design feature

7.5.5 BUILDING MATERIALS

1. Encourage maximizing the use of local/regional building materials, seeking a goal of 20% by construction cost.
2. Encourage maximizing the use of recycled, local/regional, and healthy building materials, seeking a goal of 20% by construction cost.
3. Encourage maximizing the use of healthy building materials, including no-VOC, flame retardant free, and plasticizer-free products
4. Encourage using a construction waste management plan for each new development site, with a goal of diverting 95% of construction waste from the landfill



Utilizing and highlighting mass timber construction in a residential building

7.5.6 SUSTAINABLE SITES

1. Encourage the Incorporation of green roofs on larger buildings (e.g., mid-rise, high- rise).
2. Support the creation of a community garden in the new Central Park (see Section 6.5.2)
3. Support the creation of community gardens in Bowers District (e.g., on vacant development sites, on rooftops).
4. Employ habitat creation through soft landscaping, native and adaptive non-native plantings, and abundant tree plantings, as well as restoration strategies to restore areas damaged by construction.



A residential building with accessible green roof and PV system







8. Infrastructure

8.1 OVERVIEW

This chapter provides Infrastructure directions and policies that serve to guide future decision-making about development of lands in Bowers District. This Chapter focuses on conventional infrastructure, rather than the Green Infrastructure policies and directions found in Chapter 7 (and elsewhere).

8.2 INFRASTRUCTURE POLICIES

8.2.1 GENERAL

1. In addition to on-site stormwater management, the stormwater outflow that enters the site near the Island Highway (and originates from the west of the site near Enterprise Way) will be conveyed directly across the site and into the City's storm sewer infrastructure.

2. The City will work with the developers to explore the creation of a stormwater detention area (and landscape feature) near the intersection of Uplands Drive and Parkwood Terrace, as identified in 6.3 Open Space Network Plan and 6.4 Blue Green Strategy Plan.



9. Placemaking and Culture

9.1 OVERVIEW

This chapter provides Placemaking and Culture directions and policies that seek to address issues of aesthetics, arts, character, culture, and placemaking in Bowers District. The planning and design of Bowers District strives to respect and honour the past while creating a distinct and vibrant character for the area.

The placemaking and culture of Bowers District should acknowledge and celebrate the recent history of the site, as well as its place within the traditional territory of the Coast Salish peoples.

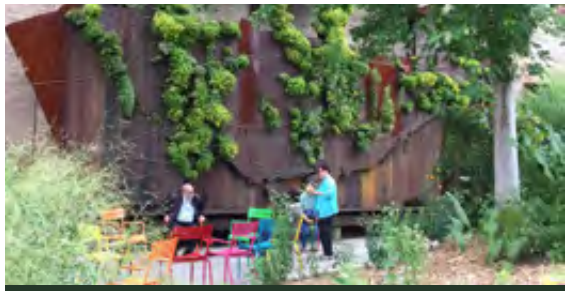
Today, a third generation of the Gerke family now proudly manages the nursery and garden centre. The family's vision is to see the spirit of Green Thumb live on in the Bowers District. This means a place that [a] brings community together; [b] honours and celebrates the land; and [c] provides a place where people feel at home.

The future landscaping, site design, architecture, and other elements (e.g., public art) can create a distinct sense of place in the Bowers District by embracing and celebrating these histories.

9.2 PLACEMAKING APPROACH & PRINCIPLES

9.2.1 OVERVIEW

The approach to placemaking in Bowers District was based on three key principles:



LANDSCAPING AS A FOCUS

Make landscaping a focus of development in the District and define its sense of place through:

- Incorporating abundant and diverse tree plantings on streets, in parks, and on private land
- Integrating rich and high quality soft landscaping areas on streets, in parks, and on private land
- Utilizing soft landscapes to define key edges and gateway areas to the District



ELEGANT, NATURAL AESTHETICS

Seek an elegant, 'green' building aesthetic and well-defined sense of place through:

- Primarily utilizing substantial, natural building materials such as masonry, stone, and wood into building facades
- Expressing a unified contemporary architectural concept, while avoiding overly complex massing or articulation
- Integrating a range of architectural features and design details into building facades to create visual interest, particularly at the street-level



FOCAL POINTS AND GATHERING PLACES

The social experience in Bowers District will centre on key focal points and gathering places in the area through:

- Designing the large, central park area as the primary neighbourhood focal point and recreational hub
- Creating view corridors and neighbourhood gateways that focus on the large central park area and other gathering places
- Integrating smaller parks, plazas, and internal courtyards within the pedestrian network to create a series of social spaces and gathering places

9.3 PLACEMAKING & CULTURE POLICIES

9.3.1 GENERAL

1. To help establish a unique sense of place, encourage site design on private and public land that incorporates rich and extensive soft landscaping and large canopy trees to help develop a strong sense of place rooted in green landscapes.
2. Landscaping and architectural design will have a cohesive and complementary character that speaks to the past and future of this site – with an elegant, natural aesthetic and abundant soft landscaping.
3. Consider authentic and historically-relevant street and place (e.g., park) names.
4. Support the development of interpretive signage and interactive public art that reinforces the site's history.
5. City projects in the study area will conform to the City's Cultural Plan and Community Plan for Public Art and allocate funds to public art accordingly.
6. Recognition of local First Nations' history, culture, and language in architectural, public space, and landscape design and naming will be considered through engagement with Snuneymuxw First Nation and Snaw-naw-as Nation.
7. Public art will be integrated into the streetscape of mixed use areas and key public spaces.
8. Support the inclusion of arts-based spaces and organizations (e.g., galleries, studios, incubation spaces, non-profits) into the Bowers District.



Creating a distinct sense of place through landscaping and architectural design



Integrating historically- and locally-relevant art into the public realm.



10. Implementation

10.1 OVERVIEW

The Bowers District lands will be developed over several decades through a multi-phased implementation of this Master Plan, including subsequent development approval processes – in collaboration with the City – for subdivision, rezoning, development permits, and building permits. Public space and amenity areas will also be secured and provided in a phased manner through these approvals and as the site build-out is achieved.

10.2 PHASED DEVELOPMENT

10.2.1 GENERAL

Implementation of the Bowers District Master Plan will be achieved through a series of phases to be defined through a future rezoning application. Each phase of development will identify the anticipated build-out and servicing needed to support the development, as well as planned community amenities to be provided. A number of City review processes will be required, including:

- Rezoning
  - Requires Council approval and further community engagement
- Subdivision
  - Requires approval by the City's Approving Officer
  - Public park dedication provided
- Development Permit
  - Requires review by the Design Advisory Panel and Council approval (typically)
- Building permit and Civil Engineering design approval
  - Authorize construction of buildings and infrastructure (e.g., roads, utilities)
- Each application will need to be consistent with the policies and directions of this master plan and other relevant bylaws to be approved

10.2.2 COMMUNITY ENGAGEMENT

Community input will continue to play an important role as phases of redevelopment are proposed. The developer will engage the community at the time of rezoning(s) through subsequent public meetings or Public Hearings.

10.2.3 DEVELOPMENT AGREEMENT

During the first phase of redevelopment, the City and the developer will enter into a development agreement (e.g., Phased Development Agreement) that provides greater certainty to phasing of infrastructure and community amenities relative to redevelopment of private lands. This agreement will become binding to the development of the Bowers District lands for any future developer and the City.

BOWERS

DISTRICT

MASTER PLAN

Sandstone







SANDSTONE MASTER PLAN (SMP2021)

Drafted October 2021
Adopted 2022
Prepared for: City of Nanaimo
Prepared by: Seacliff Properties (Sandstone) Ltd.
Official Community Plan Amendment Submission: May 30, 2019, updated October 27, 2021

Project Team

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Environmental: EDI Environmental Dynamics Inc.
Land Use Economics: Urbanics Consultants
Parks and Open Spaces: Kinship Design Art Ecology

Overview

The purpose of the SMP2021 is to outline a vision and policy framework for land use for the Sandstone development lands, referred to in the *planNanaimo Official Community Plan* (the "OCP") and corresponding area plan as "the Sandstone lands" and the "Sandstone Master Plan" respectively. The SMP2021 reflects changes in the planning boundaries and the community direction for the lands since the original Sandstone Master Plan was adopted in 2009. The new plan has a focus on economic development and employment as well as social, economic and ecological sustainability to bring it current with today's policies and priorities. Additionally, the SMP2021 provides for increased diversity and flexibility, ensuring that a planning framework is established for a successful long-term development that can respond, adapt and evolve to rapidly changing market conditions as well as technological innovations.

Executive Summary

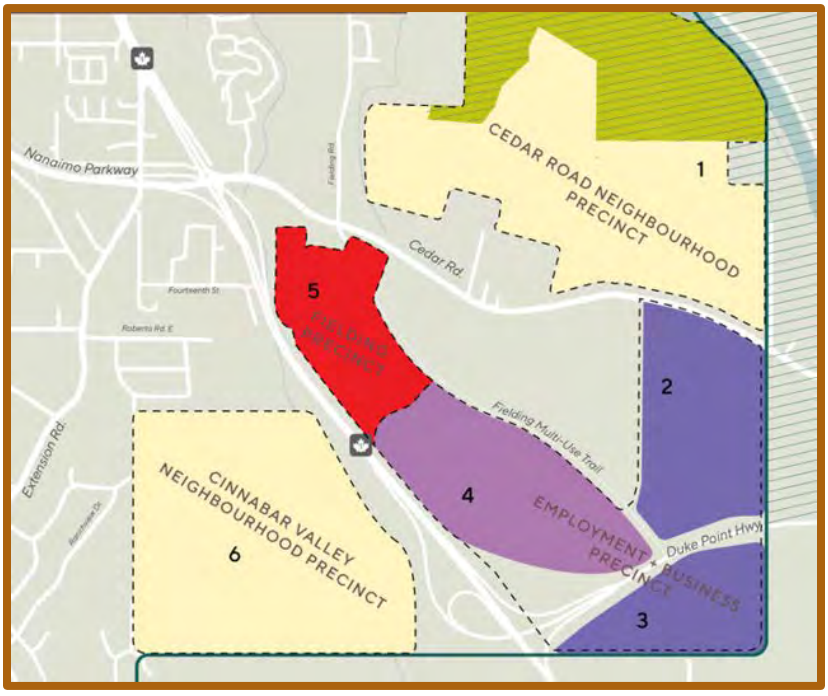
The Sandstone development (Sandstone) is a 294-hectare site located in the southern most boundary of the City of Nanaimo, at the junction of Highway 1 and the Duke Point Highway.

The purpose of the SMP2021 is to establish the long-term vision and planning framework for the creation of a successful, comprehensively planned development in Nanaimo's south end. The SMP2021 also describes key components including land use designations and densities (described by precincts), transportation, parks and open spaces, sustainability, infrastructure and urban design policies and guidelines. The intent of the SMP2021 is to:

- Act as a guide to shape future growth and manage change providing direction for subsequent land use, subdivisions, and development approvals for the Sandstone lands.
- Promote development that is economically, socially, and ecologically sustainable; and
- Provide for design innovation and creativity to enable a broad and flexible zoning for an exciting new economic and employment hub, neighbourhood centre and residential neighbourhoods in south Nanaimo.

Vision

Sandstone is intended to be a comprehensively planned yet diverse community that offers a wide range of land uses in four precincts, with:



- A strong economic and business focus, with a major aspect of the community providing substantial new industrial uses and opportunity. Additionally, new retail, several types and forms of commercial and an integration of business and technology areas will generate new skilled jobs and employment opportunities;
- A neighbourhood centre that will provide a more urban experience, offering a mix of multi-family residential and commercial/retail opportunities; and
- Two residential neighbourhoods, with one being located on the west side of the Island Highway and the second on the lands between Cedar Road and the Nanaimo River.

The SMP2021 policies also address the creation of a healthy and environmentally conscious community that is sensitive to environmental, social, and economic sustainability. The Sandstone lands are currently recognized in the OCP as a major Urban Node for South Nanaimo. The OCP does, however, continue to recognize the primacy of maintaining a strong and vibrant downtown, and states that the Downtown Urban Node is the focal point of Nanaimo, and supports the continued development of Downtown Nanaimo as the heart of the city.

As such, Sandstone is viewed as a southern gateway that will help support and strengthen the surrounding community by delivering economic growth through substantial new industrial land use opportunities, along with providing other commercial and residential opportunities for south Nanaimo residents.
While the SMP2021 provides for a diverse range of land uses in four distinct 'precincts', it recognizes the role of sound urban design that is appropriate and contextual for each. The Fielding Precinct will evolve into a livable, mixed-use neighbourhood centre, with a unique and modern character for the south Nanaimo region. Complementary to the Fielding Precinct will be the Employment & Business Precinct (the "EB Precinct") that will comprise industrial lands supported by the Duke Point Highway, the Trans-Canada Highway, and Cedar Road. From a residential perspective, two new neighbourhoods will be provided, being the Cinnabar Valley Neighbourhood Precinct (the "CVN Precinct") located on the west side of the Island Highway, and the Cedar Road Neighbourhood Precinct (the "CRN Precinct") located on the lands between Cedar Road and the Nanaimo River. These two residential precincts envision a mix of detached, semi-detached and townhome forms of development, designed to complement the existing surrounding communities. Parks and open spaces are another key aspect, with up to half of the lands in both the CVN and CRN Precincts planned for park dedication over time.

Development will be phased and occur over a number of years, with the coordinated delivery of a parks and open space network, infrastructure, transportation and mobility network. The community amenities and phasing of servicing will be determined through a Development Agreement at time of rezoning. The exact timeline and phasing of the development will be influenced by a number of factors including but not limited to market demand, site constraints, infrastructure capacity, and the proposed form and character of each individual land use.

ECONOMIC BENEFITS

Sandstone is expected to contribute to the diversification of the City of Nanaimo's property tax base with varied land uses across the development lands with a focus on industrial land uses. The development of the Sandstone lands is expected to generate approximately 1200 jobs per year from construction activities and support thousands of jobs at once built out.

The buildout of the Sandstone development will take up to 20 years to complete and will include:

- A new employment and economic hub.
- New retail, services, commercial/office spaces and amenities.
- A range of housing options
- A series of parks and open spaces providing opportunity for recreation and enjoyment of nature.

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1. Introduction

The original Sandstone Master Plan was adopted in 2009 and incorporated into the OCP. Since that time, a number of new policies, goals and objectives have evolved, as have the realities of existing land uses, development trends and future population change. These changes, along with the need to provide for increased diversity and flexibility for a successful long-term development requires that the 2009 Master Plan and accompanying OCP Land Use designations be updated.

The Sandstone development is a 294-hectare site located at the southern boundary of the City of Nanaimo. This location has been identified by the OCP as one of five nodes, each intended to become the focus of activity in its respective region of the Nanaimo. This guidance, in addition to a variety of other policy influences have formed the basis for the SMP2021.

Sandstone is envisioned as a comprehensively planned, diverse community comprised of a series of precincts. A major focus of Sandstone is to provide new economic and business opportunities, providing extensive industrial growth, along with retail, business and employment centre. Sandstone will also bring new housing choices and growth as well as open space and other amenities to serve south Nanaimo.



Figure 1 Sandstone Subject Lands

The SMP2021 is intended to be a flexible document that reflects the desires of the community and will set the framework for more detailed planning steps that will follow. The SMP2021 provides a long-range vision for the planning and development of the lands by describing key development components that includes guiding principles, major land uses, infrastructure, transportation, sustainability, parks and open space, and urban design intentions.

1.1 Proponent

In 2006, the property, originally referred to as the South Nanaimo Lands, and now known as Sandstone, was purchased by Northwest Properties and Snuneymuxw First Nation.

In November 2018, Seacliff Properties purchased the Sandstone lands. Since then, Seacliff has been working closely with the City of Nanaimo, the properties' neighbours, Snuneymuxw First Nation, the general community, and other key stakeholders to develop an updated Master Plan.

Seacliff Properties is a family-owned BC-based development company with numerous successful developments throughout the Lower Mainland and Vancouver Island. Seacliff prioritizes sound planning principles, and purchases, plans, and develops properties where there is potential for long-term community benefit and value.

1.2 Vision

The SMP2021 will shape future growth and manage change as the Sandstone lands develop over time. A vision establishes the goals and purpose of a project and provides a strategic understanding of what the project would like to achieve. The SMP2021 envisions Sandstone as a comprehensively planned yet diverse and unique development that provides for a wide range of land uses. Sandstone will become a gateway for the south side of Nanaimo in which there are significant opportunities for new economic and business growth through the creation of a substantial new industrial and employment node, while also offering additional commercial/retail and residential opportunities. The vision for Sandstone includes the following key elements:

- ✓ Become a major focus of employment and economic development opportunities in the southern Nanaimo area, with an emphasis on providing significant new industrial land use opportunities
- ✓ Create a comprehensively planned series of precincts that can accommodate a diverse offering of land uses ranging including industrial, commercial and residential. Sandstone will ensure the precincts are integrated with surrounding neighbourhoods.
- ✓ Develop four distinct precincts that each provide a unique character and offering to complement the surrounding neighbourhoods and the City of Nanaimo as a whole;
- ✓ Create a gateway to the mid-Island in the southern end of Nanaimo, which forges important links with the city, the region, Nanaimo's airport, and the Duke Point Ferry Terminal;
- ✓ Promote walkable residential neighbourhoods with a range of housing options, from single-family detached housing and low-density townhouses (CVN & CRN Precincts) to higher density townhouses and apartment housing (Fielding Precinct); and
- ✓ Encourage density forms, settlement patterns, and new infrastructure that will support enhanced public transportation as outlined in the Transit Future Plan.

1.3 Community Benefits

As an important centre and gateway for south Nanaimo, Sandstone will provide a number of benefits that will accrue to the surrounding community – many of which have been identified by the community, and are contained in the OCP, including:

- Creation of a comprehensively planned, diverse development
- Jobs and employment opportunities
- New industrial, retail, commercial, and office service-oriented development
- Compact land use patterns preventing regional sprawl
- Upgraded utility infrastructure network
- Significant improvements to the transportation network
- Transit-supportive land uses
- A range of housing options
- Potential new elementary school site
- Potential for community and recreational centre and/or space
- Preservation of environmentally sensitive lands; and
- Neighbourhood parks and high-quality public spaces, including trail systems and community and recreational spaces

1.4 Guiding Principles

1. Employment Focus
The development will provide substantial new industrial land capacity to the City of Nanaimo and a corresponding new employment hub with hundreds of short- and long-term jobs. The employment lands will create quality, sustainable jobs that encourage economic growth and improve quality of life while meeting the demand for industrial lands in Nanaimo and the mid-Island region.



2. Mix of Land Uses

Sandstone will provide for a diverse offering of land uses, including different forms of housing, shops and services, employment areas, parks, and transit, designed to complement the surrounding neighbourhoods and land uses.

3. Compact Development
Street and block patterns within the Fielding, CVN and CRN Precincts will be compact in order to preserve open space, create cohesive neighbourhoods, and enable walking, biking, and public transit as convenient travel modes for living and working.

4. Housing Choice & Affordability
A wide range of home typologies will be offered, including small lot development townhomes, and apartments that may stand alone or be located above a commercial base.

5. Diverse & Connected Public Realm

Outdoor public spaces in the form of active parks, plazas/sidewalks, and natural areas will be provided as important community amenities and gathering spaces.

6. Sustainable Development
The development of the Sandstone lands is wrapped in layers of social, economic and ecological sustainability principles. Not only will the buildings and developments within Sandstone strives for a high level of sustainability and resilience, but the makeup of land uses and opportunities created will help Sandstone contribute to the health, empowerment and connectivity of Nanaimo as a whole.

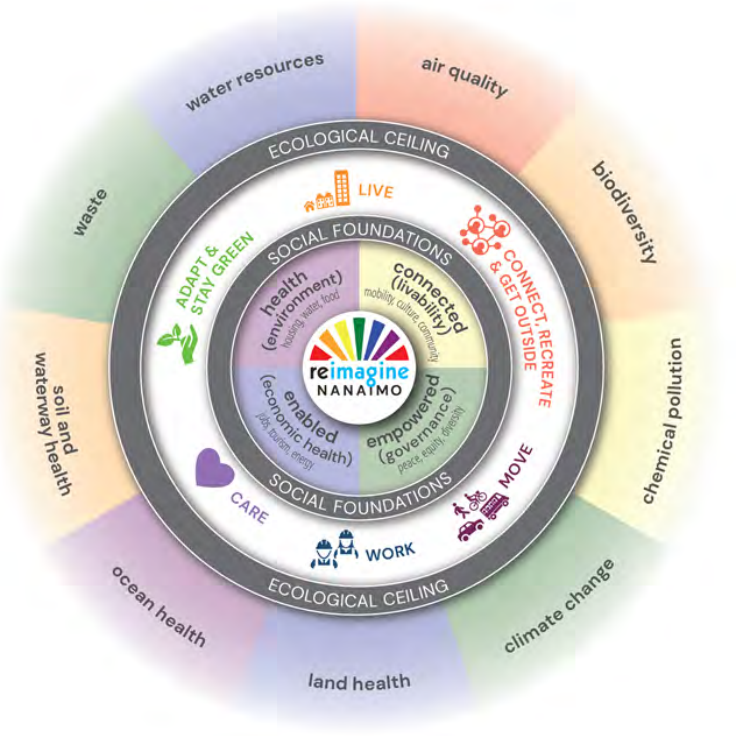


1.5 Sustainability

Sustainability is a key component of the SMP 2021. This future development of Sandstone is envisioned through the ReImagine Nanaimo Doughnut Economics lens which is an approach intended to balance meeting key social needs, while ensuring we do not exceed the ecological limits of Earth's life-supporting systems. More specifically, four core strategic themes that come from the Doughnut Economic

framework are focused on: healthy (environment), enabled (economic health), connected (liveability) and empowered (governance). The components that make up each of these foundations are outlined below and will continue to guide and inform Sandstone into the future with the creation of a sustainability framework and plan.

The SMP2021 is guided by six principles, outlined below, that contribute to the long-term environmental, social, and economic sustainability of the community.



1. Care

- Sandstone has compact, human-oriented development patterns that use land efficiently.
- Sandstone will provide high quality infrastructure and other assets to the City of Nanaimo to assure good, long-term asset management and resilience.

2. Work

- Sandstone provides a broad range of employment opportunities for the City and the region providing workers with income to financially support themselves and their families.
- Sandstone is an employment and business hub providing much needed industrial development lands for the region and Vancouver Island.

3. Live

- Sandstone will offer a wide range of housing types and give residents choices. All residents will have access to appropriate, secure and attainable housing. Sandstone residents have diverse opportunities for social, cultural and community interaction.

4. Move

- Sandstone residents will move efficiently via a safe and convenient network of public transit, bike routes and inviting public realm. Sandstone is an active development where everyone enjoys convenient access to parks and open spaces close to home.

5. Adapt & Stay Green

- Sandstone will use durable and sustainable building materials, including those that are local, green and resilient. Buildings and their component systems are energy efficient and have good air quality for occupants. The minimum building energy standard will be a step above the required

BC Energy Step Code standard or meet the required BC Energy Step Code standard plus the City's Greenhouse Gas emission reduction standard.

- Stormwater within Sandstone is carefully managed with collection, diversion and re-use practices that moderate runoff volumes and maximize water quality. The use of green infrastructure (i.e. bioswales and use of existing wetlands) within Sandstone will be tailored to the community context, landscape characteristics, existing infrastructure and future vision.

6. Connect, Recreate & Get Outside

- Improve and enhance the access to, visibility of and connectivity of existing trails and parks.
- Create a fine-grained network of greenways, nature viewing and outdoor recreation opportunities throughout the Sandstone lands.
- Explore the creation of a fitness/wellness loop within the Fielding Precinct streetscapes and public spaces.
- Enhance and protect the wetlands and other key natural areas within Sandstone.

1.5.1 Sustainable Assets & Asset Management

Appropriately locating urban settlement patterns is a crucial first step for developments, and ultimately municipalities not only to prevent sprawl but for best asset management practices. In order to provide its citizens with sustainable service in a socially, economically and environmentally responsible manner Sandstone will provide the City of Nanaimo sustainable assets that integrate into the City's long term financial planning and are implemented incrementally as required. The OCP outlines this with the Guiding Principles around sustainability including managing urban growth and building a more sustainable community by creating urban nodes and centres that support higher densities and a wider range of amenities and services than found in the surrounding residential neighbourhoods. The core of Sandstone will be the Fielding Precinct, a neighbourhood centre providing a highly liveable urban area with surrounding employment and business lands to support a thriving and resilient community. Nearby will be two new residential areas which will further support the Fielding Precinct and complete the sustainable development. As a city with a linear settlement pattern, the development of a neighbourhood centre will encourage and enable residents in south Nanaimo to stay close to home for services, recreation, amenities and employment.

The SMP2021, will provide future asset management that is based on sound utility and infrastructure planning, feasible, cost effective, manages risks and supports long-term service delivery by the City of Nanaimo. Proactive asset management practices and good communication and planning will yield fewer service disruptions, more predictable results and lower total lifecycle costs than a reactive, uninformed approach.

Sandstone will be a thriving community with high ecological integrity, an excellent quality of life and will demonstrate economic vitality and community resiliency in the face of the challenges to society and the planet today and for generations to come.

1.5.2 Economic Impacts & Employment Creation

Consideration for creating future job and employment opportunities for the Nanaimo region has taken on a greater emphasis in the SMP2021. As one of the most significant undeveloped parcels of land in Nanaimo, the development of the Sandstone property stands poised to generate significant fiscal and economic benefits as well as contribute to the overall social and ecological prosperity through sustainable development and building for the City of Nanaimo and the region as a whole.

Based on preliminary development program estimates, the Sandstone property will, at build-out, host approximately 4,560 on-site jobs (2,900 industrial, 860 commercial/retail, and 800 office-based). Sandstone's strategic location at the junction of the Duke Point and Island Highways paired with a linear 20-year build-out will generate approximately 1,200 jobs per year from construction activities: 380 direct construction jobs, 335 supplier jobs, and 425 induced jobs (employment supported by the income from direct and supplier jobs, as well as additional public sector employment supported by associated new tax revenues).

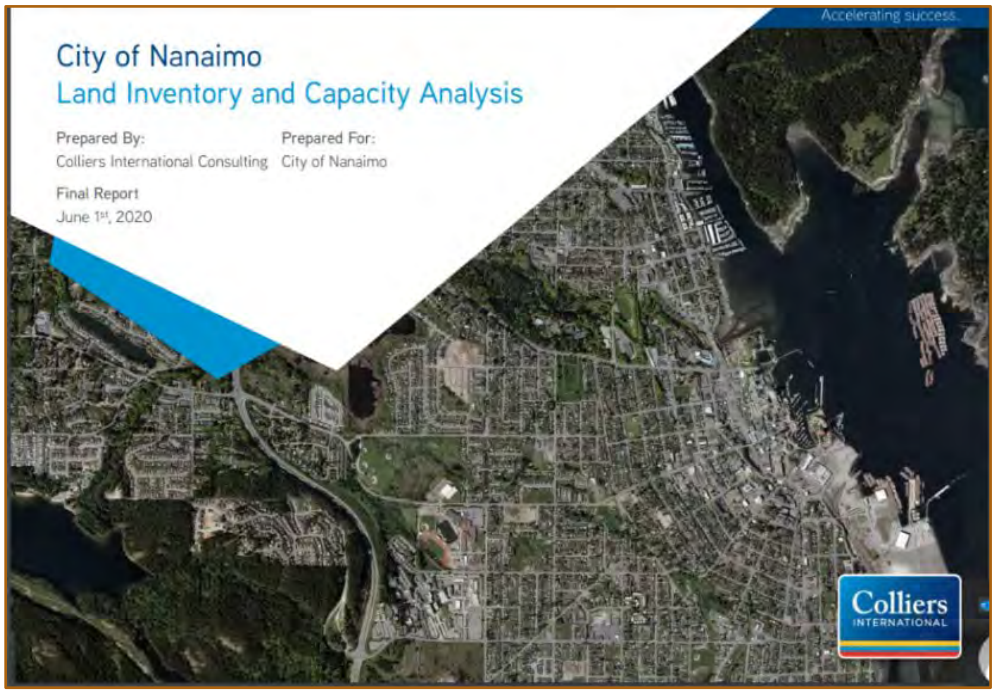


Aerial photo of the Port of Nanaimo.

The strength of Nanaimo as the Island-wide transportation and distribution hub has been significantly enhanced as a result of the expansion of the Port of Nanaimo's international marine freight centre at Duke Point, and the growth in marine services provided by Seaspan and BC Ferries. Marine transportation infrastructure is a major influencer and game changer and has set the stage for a greater focus on business and employment opportunities. The confluence of marine and highway transportation modes, as well as proximity to the expanding Nanaimo Airport, creates the opportunity for Sandstone to become a major employment anchor for the region. The ability to create a significant employment hub, founded on multi-modal linkages to move goods and services, is something that could not have been envisioned even a decade ago. It is a dynamic and evolving opportunity that will add to the overall resilience and economic stability of the City.

Both the report by Urbanics Consultants Ltd. for the SMP2021 update and the City of Nanaimo *Land Inventory and Capacity Analysis Report* by Colliers International Consulting confirmed that Nanaimo is underserved for light industrial lands. The City is potentially missing out on employment, business opportunities and an opportunity to facilitate the expansion of the Port of Nanaimo with the Sandstone lands remaining undeveloped.

Colliers International Consulting was retained by the City of Nanaimo to conduct a land inventory and capacity analysis in 2020, in order to provide the City with a better understanding of growth trends affecting land use patterns, the result of these trends on demand for developable land, and the capacity of the developable land to meet projected demand while ensuring alignment with conservation and sustainability objectives.



Residential, commercial, industrial and institutional land uses were assessed. Of note was usable vacant industrially zoned land within the City's Urban Containment Boundary was found to be insufficient to satisfy demand projections even under the status quo scenario, with recommendations provided that it's imperative the City examine potential solutions to create new industrial supply. Sandstone is envisioned to provide approximately 90 hectares of new industrial opportunities within the City including industrial uses.

1.6 Public Consultation

Seacliff Properties and the entire Sandstone team recognizes the importance of meaningful consultation with neighbors, stakeholders and members of the general public. The Sandstone team has continued with the original project's emphasis on engagement, including continuing discussions and engagement with a number of stakeholder groups and organizations, including but not limited to:

- Snuneymuxw First Nation
- Chase River Community Association
- YES Nanaimo Committee
- BC Transit
- Ministry of Transportation and Infrastructure (MOTI)
- Regional District of Nanaimo
- School District #68 (Nanaimo-Ladysmith)
- Port of Nanaimo
- Vancouver Island Economic Alliance

Additionally, Seacliff has engaged in one-on-one discussions with neighbours and members of the public and held community open houses since 2019 to receive input and feedback on some of its proposed Plan updates. In May 2021 an online neighborhood meeting was conducted by the Chase River Neighbourhood Association (CRNA) where City staff and the Sandstone Team were invited to present and discuss the project.



2. Plan Context

There are a number of factors influencing the development vision for Sandstone, including the character of the surrounding community and infrastructure, the site's environmental conditions and unique qualities, and the City's current goals and policies.

2.1 Existing Development

The site's unique qualities influence the location and character of development, and are defined by its access, visibility, size, diverse development opportunities and natural features.

2.1.1 Sandstone Context

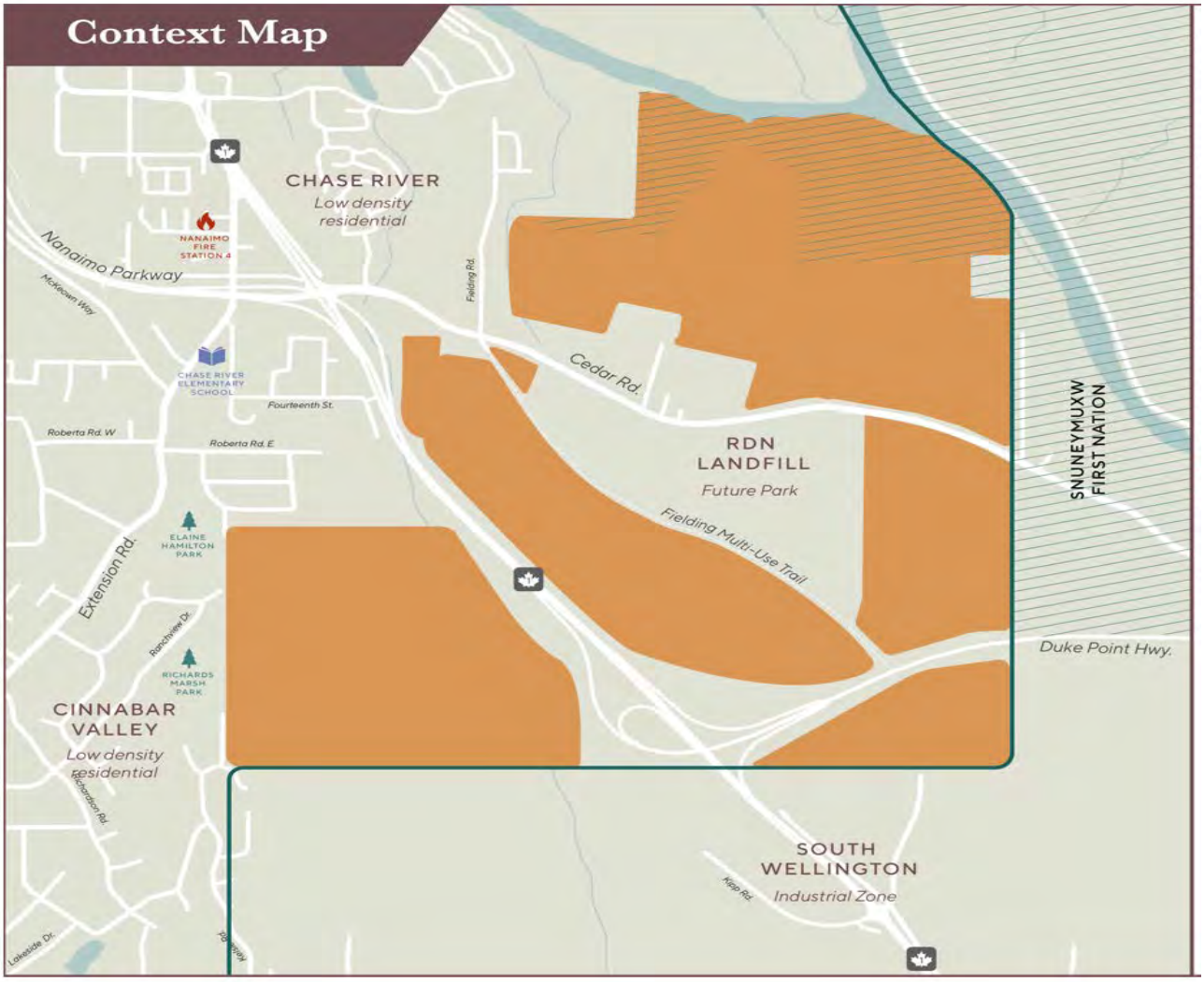


Figure 2 Sandstone context and surrounding areas

The Cinnabar Valley lies to the west and is characterized by lower-density single family lots and some attached family housing. This neighbourhood contains Chase River and Cinnabar Elementary Schools, and Elaine Hamilton Park. To the north is the Chase River neighbourhood bounded by the Nanaimo River. Snuneymuxw First Nation lands are located immediately east of the property, and north of the Island Highway.

The Regional District of Nanaimo's landfill lies in the centre of the Sandstone lands. It is understood that this facility will continue to operate in some capacity for at least the next 40 years. The ultimate plan is for the entire landfill to be capped and transformed into a regional park. There are opportunities to phase in the park on the western end where landfill activities are complete. Provisions for pathway connections between Sandstone and the park are encouraged.

Key influencers for the future use of the lands are the Island Highway, Duke Point Highway, and Cedar Road, which acts as a major throughfare. These existing regional highway and road networks play a significant role in determining planning and long-term use of the Sandstone lands, particularly on the west side of the Island Highway.

2.1.2 Existing Infrastructure

The Sandstone Development is located at the south end of existing municipal services and is serviced by existing large scale municipal infrastructure. Water mains currently service the Cinnabar Valley and the western section of Cedar Road. Water supply to the Duke Point industrial area is provided by a trunk main that crosses Sandstone from west to east. This line has capacity to supply a portion of the Sandstone development's demand for municipal water. The Regional District of Nanaimo (RDN) trunk sewer system extends as far south as the Chase River Pump Station. Planned expansion of the RDN system will provide sufficient capacity to serve the proposed development.
A hydro power servicing assessment has been completed and concluded there is adequate hydro capacity in the region. Feeders connecting to the Duke Point Highway, Trans-Canada Highway, and Extension Road trunks have sufficient capacity to service the proposed Sandstone development.

2.1.3 Access & Visibility



Due to the direct highway access and visibility to the Duke Point Ferry Terminal, Fielding Precinct and EB Precinct, these sites are ideal for commercial and industrial enterprise uses. The Regional District of Nanaimo's landfill lies to the north of the Sandstone lands. Existing off-site roads influence the location of access points to the site. Logical access points to eastern parcels are via the Island and Duke Point Highways, and along Cedar and Fielding Roads. The CVN Precinct is best accessed by various local roads, and a Traffic Impact Assessment, at the time of rezoning, will also consider access and egress in the Cinnabar Valley. The CRN Precinct will receive direct access from Cedar Road.

2.2 Environmental Conditions

The site is largely undeveloped, with the exception of several logging roads and unofficial recreational trails. Except for creek channels, timber was harvested from almost all areas in the late 1980s. Pioneer species vegetation are now emerging and range from five to ten metres in height. Most of the land is rolling, with many areas of exposed sandstone rock. The topographic, geotechnical, riparian, and habitat assessments define the environmental conditions. In the CVN and CRN Precincts, up to 50% of the land, including riparian and steep slope areas will be retained as open space or parkland with numerous opportunities for protecting sensitive ecosystems. A substantial amount of land along the Nanaimo River Estuary in the CRN Precinct will be held in reserve without development for future ownership by Snuneymuxw First Nation.

2.2.1 Topography

Elevations range from a low point along Cedar Road to a high of 115 metres above sea level within the Cinnabar Valley. Slope gradients were analyzed to inform development decisions with the objective of avoiding steep slopes, and particularly sustained gradients, as outlined on the riparian areas and constraints map. There are generally moderate slopes – under 20% – with the exception of some steep stream banks, and the high point in the CVN Precinct where some slopes range upwards of 40%. Development will generally be planned for lands with slopes 20% and under and in accordance with the City of Nanaimo's Steep Slope Development Permit Area Guidelines.

2.2.2 Riparian & Ecological Assessment

Madrone Environmental Services completed a review of the entire Sandstone site in 2008. In the Spring 2019, an updated Riparian Area Assessment was completed by Cascadia Consulting Group and in Winter 2020/Spring 2021 further assessments were completed by EDI Environmental Dynamics Inc. (EDI). EDI was retained to review the existing information, collect additional field information and provide environmental services to the project team during the SMP2021 update.



As identified by the various environmental assessment undertakings conducted since 2008, most of the areas have been previously logged, cleared or otherwise disturbed. As such, ecological values often associated with older forests and undeveloped areas are generally lower. The primary environmental sensitivities within the properties are associated with streams, wetlands and riparian ecosystems, some of which are identified as sensitive ecosystems by the provincial Sensitive Ecosystem Inventory (SEI) program. Watercourses and riparian areas also represent the most significant regulatory constraints across the properties as most riparian areas require protection under provincial laws and municipal bylaws.

The development layout will be developed with the goal of avoiding riparian areas while addressing topographic and other important layout constraints and requirements. At the time of Development Permit or subdivision applications, more detailed assessments will be undertaken by a Qualified Environmental Professional along with preparation of detailed designs to confirm required setbacks and surveyed locations. Protection of important riparian areas is required, as it maintains the biological functions of vegetation for fish and aquatic habitat, including provision of shade, delivery of nutrients, introduction of terrestrial insects, bank stability, and provision of large woody debris for channel maintenance and habitat diversity. Furthermore, watercourses and riparian areas provide important habitats, functions and corridors for a wide variety of terrestrial and aquatic species and these attributes can support biodiversity.

Any planned works within wetlands and their riparian areas will be in accordance with all municipal, provincial and federal permitting requirements. The intent of any such planned development will be to minimize and avoid impacts to sensitive and important species and habitats and to mitigate or compensate for unavoidable impacts where this is necessary and warranted. Where any planned works that may affect wetlands or their riparian areas are proposed, detailed, site-specific environmental assessment(s) will be required to support the permitting and development processes. These planned works may include, but are not limited to:

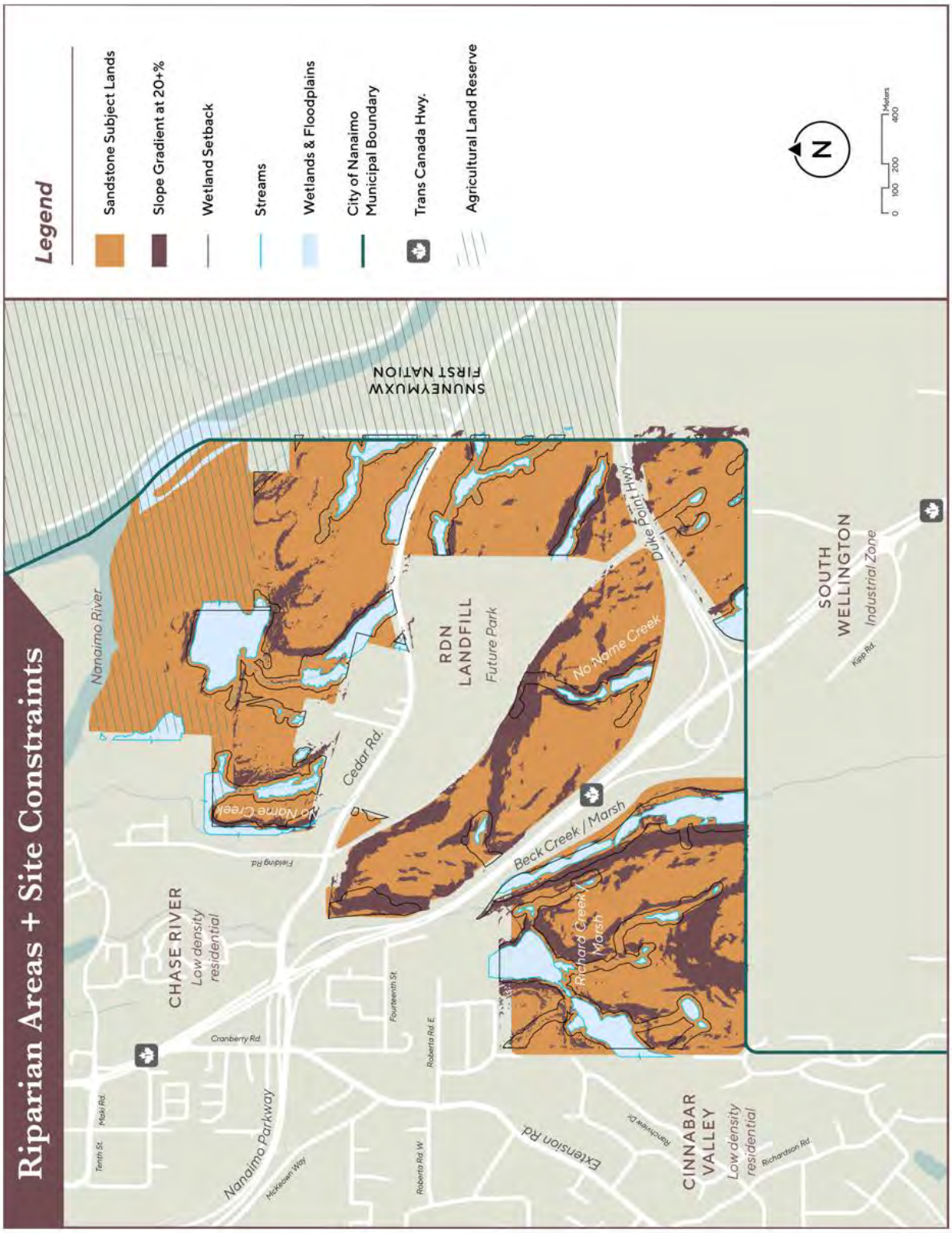
- Road crossing and approaches
- Service crossings (water, sanitary)
- Danger tree removal
- Stormwater infrastructure
- Invasive species removal
- Water level gauges
- Beaver dam removal (if/where necessary to address problematic flooding or damage to property/infrastructure)
- Relocation and enhancement of historically ditched streams
- Riparian and/or aquatic restoration/enhancement

2.2.2.1 Managing Invasive Species

Invasive plants are sporadic throughout the project area and individual patches of concern have not been mapped. Removal, monitoring and restoration plans with specific recommendations will be developed through future subdivision and development approvals. These recommendations will be provided to minimize the spread of invasive species. Recommendations by Qualified Environmental Professionals will be developed in accordance with applicable City of Nanaimo policies and bylaws and adhered to at the detailed design phase of a given area and prior to commencement of clearing activities.



2.3 Riparian Areas and Constraints Map



3. Policy Framework

3.1 Policy Context

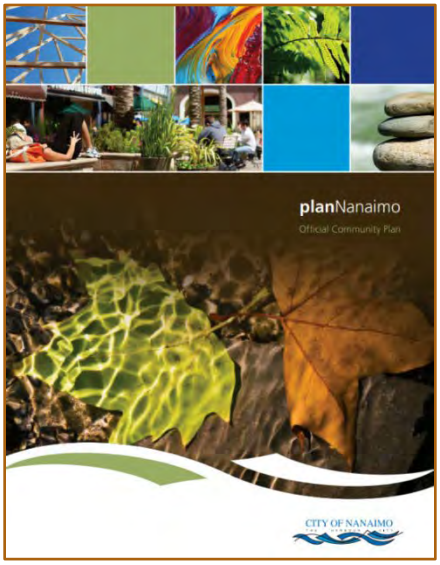
Since the original Master Plan for Sandstone was first adopted as a schedule of the OCP in 2009, a number of policy frameworks have evolved and developed, including but not limited to:

- ReImagine Nanaimo Update (in process)
- planNanaimo Official Community Plan (2008)
- The RDN's Regional Growth Strategy (2011)
- Climate Change Resilience Strategy (2020)
- Parks, Recreation and Cultural Master Plan (2005)
- Transportation Master Plan (2014)
- Affordable Housing Strategy (2018)
- Chase River Neighbourhood Plan (1999)

These updated policies, goals and objectives have informed the basis for the SMP2021, which is intended as an area-specific refinement of the OCP vision for south Nanaimo. Detailed zoning and compliance with other City plans, policies, and guidelines will proceed based on the vision articulated in the SMP2021. A brief overview highlighting key components of some of the influential policy documents are outlined below, and more information and detail on each can be found in the referenced policy documents.

3.1.1 Official Community Plan

The OCP sets the overall framework for the City's approach to land use and community development, setting broad, long-term objectives and policies for future land use and servicing.
The OCP outlines seven key goals for planning and development throughout the City of Nanaimo which have influenced the development of the SMP2021 as detailed below. In addition to this, an update to the OCP is well underway through the ReImagine Nanaimo process, which will:



1) Update the OCP to include the significant policy documents created since 2008
2) Fill information gaps
3) Evaluate existing policies and practices
4) Include new priorities into the City's strategic policy fabric; and
5) Implement and monitor process towards the new and updated policy objectives.

Together, these critical long-term policy documents shaped the vision for the SMP2021. Each of the OCP's goals are summarized and followed by a short description of how Sandstone will address these goals.

1. Manage urban growth: means focusing urban development within a defined Urban Containment Boundary, thereby reducing urban sprawl and helping manage urban growth. Sandstone is envisioned as a comprehensively planned development, offering a diverse range of land uses including industrial, commercial/retail and residential. Compact development, with a range of affordable housing choices, jobs, and amenities will reduce urban sprawl, and create a gateway corridor in the south of Nanaimo.

2. Build a more sustainable community: means creating urban and employment nodes that support business and industrial park development, higher residential densities where appropriate, and a wider range of amenities and services than found in the surrounding neighbourhoods. The SMP2021 incorporates sustainable strategies and standards, including job creation, housing diversity, compact development, healthy buildings, preservation of natural ecosystems, and integrated storm water management.

3. Promote a thriving economy: means making efforts to grow and diversify the local economy, and affording new opportunities for residents and businesses, while staying within the capacity of the natural environment. Sandstone is a landmark project that will establish jobs, commercial services, and amenities in the south of Nanaimo.

4. Encourage social enrichment: means nurturing a caring, healthy, inclusive, and safe environment in which all citizens can live, work, and play in their own neighbourhoods. The first guiding principle of the SMP2021 is to create opportunities for economic and business growth and development, combined with a commercial centre that will bring new amenities and services to south Nanaimo.

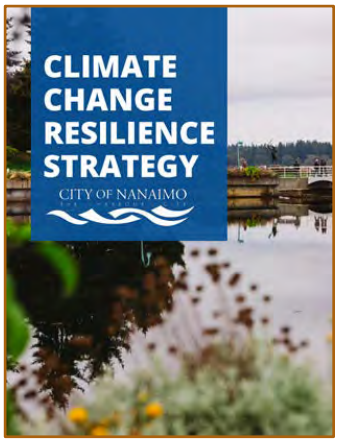
5. Protect and enhance our environment: means looking after Nanaimo's natural diversity. The SMP2021 respects and protects ecologically sensitive lands, wetlands, and stream areas; it also provides active and passive spaces, both in an urban living context, and in a lower density family residential neighbourhood.

6. Improve mobility and servicing efficiency: means creating greater accessibility and opportunity for safe and convenient movement around the City by transit, cycle, and on foot; it also means maintaining an effective road network for moving goods and people by vehicle, while working to reduce reliance on the automobile over time. Improving servicing efficiency means making more effective use of existing road, sewer, water, storm, and other municipal services to control both municipal costs and environmental impacts. A mix of land uses, transit-supportive densities, compact development, and an extensive transportation and mobility network (including streets, sidewalks, urban and natural trails) will reduce travel distances and promote walking and biking in Sandstone.



7. Work towards a sustainable Nanaimo: means moving from planning to action by defining implementation measures, and monitoring opportunities to ensure consistency in future decision-making and policies. Sandstone is a comprehensively planned development that will help move Nanaimo towards sustainability by providing a major employment hub and commercial centre to serve city residents, reducing cross-town vehicle trips, and providing new housing choices.

3.1.2 Climate Change Resilience Strategy

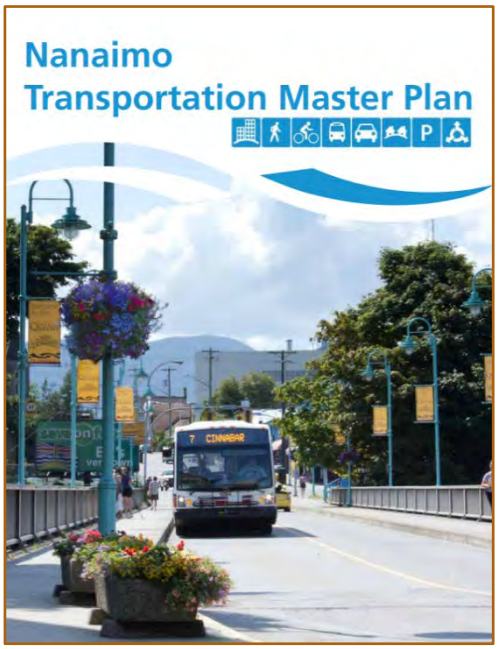


The City of Nanaimo's Climate Change Resilience Strategy (2020) was developed to help the community prepare for and respond to climate change's adverse effects and take advantage of opportunities.
The following Climate Change Mitigation strategies, as described in the Climate Change Resilience Strategy, will be utilized for planning and developing Sandstone as a sustainable new community, including but not limited to:

- Encouraging compact growth in new neighbourhoods
- Fostering transit, walking, and rolling with transportation improvements and transportation demand management projects
- Requiring higher levels of energy efficiency for new buildings to be secured through a development agreement.

3.1.3 Transportation Master Plan

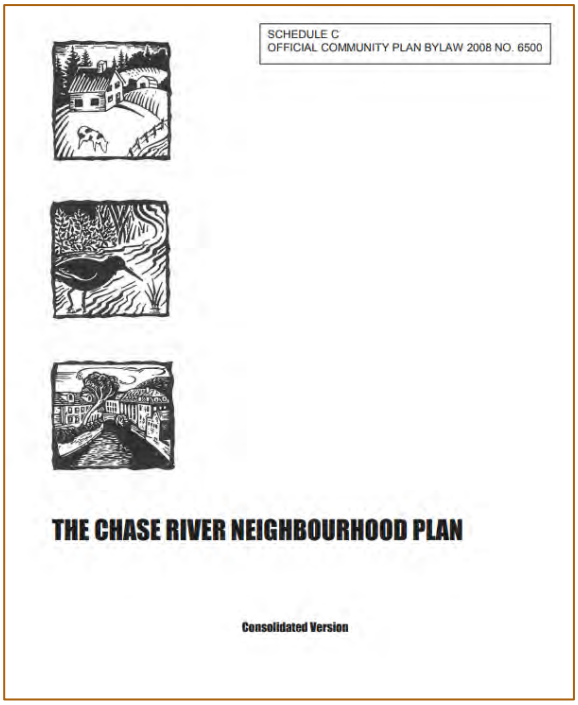
Work on the Nanaimo Transportation Master Plan (The Plan) began in 2012 to support the City's aspirations for sustainable growth patterns. The Plan provides long-term direction that will guide transportation policies, priorities, and investments, providing the foundation needed to expand travel choices within the City. The Plan highlights the Sandstone lands as an important area in Nanaimo's Transportation Network.



The Plan outlines a vision for attractive transportation choices. As outlined in Nanaimo's Transportation Master Plan, Sandstone will encourage transportation choices that will, among others, be:

- Be safe and comfortable in order to encourage people of all ages and abilities to walk and cycle
- Increase the quality, convenience and accessibility of transit for trips within the City and region
- Provide major road improvements that create streets that are comfortable for all road users, make best use of the existing infrastructure and plan for an effective future road network, while seeking to reduce the use of cars
- Be sustainable by creating more compact, dense land use patterns supported by active transportation solutions that will serve to reduce GHG emissions and ultimately enhance overall community health and wellbeing.

3.1.4 Chase River Neighbourhood Plan



The Chase River Neighbourhood Plan (CRNP) was adopted in May of 1999 and included several key issues and recommendations, a few of which are briefly discussed below:

Local Service Centres: The SMP2021 aligns with the CRNP, including the provision for small commercial development in residential areas. The CRNP identifies that the 'Local Service Centres' can build out over time based on market demand. As such, the SMP2021 speaks to these centres for the Cinnabar Valley and Cedar Road precincts.

Industrial Lands: The CRNP has two policies related to Industrial Lands encouraging industrial developments to mitigate odours, pollutants, acoustic and visual impacts on adjacent non-industrial lands. The industrial lands within Sandstone will include buffers and other mitigation measures and are not adjacent to the residential development areas.

Landfill and Solid Waste Management: The CRNP has a policy that encourages the Regional District of Nanaimo develop a multi-use trail around the perimeter of the landfill, while still an active landfill. The Sandstone project sees the development of the Fielding Multi-Use Trail which immediately abuts the rear of the active landfill site. The corridor is an amenity that helps to mitigate some of the negative impacts of the landfill by providing needed recreational opportunities and connecting the Sandstone lands via an active transportation route.

Trails, Parks and Recreation Opportunities: Several multi-use trails and active and passive recreation opportunities were identified in the CRNP by area residents as amenities they would like to see developed in their neighbourhood. The SMP2021 aims to formalize the multi-use trail network and provide a mix of nature, community, and city parks throughout the Sandstone lands.

4. Land Use & Precincts

4.1 Sandstone Precincts

The Sandstone lands are grouped into sub-areas, called precincts, which have similar uses and overall form and character. These precincts have been envisioned to respond to current site conditions, proposed uses, transportation network connectivity, parks and open space opportunities and urban design influences. Development will be subject to and based on further evaluation of site constraints, infrastructure capacity and proposed land uses of the individual precincts.

There are four precincts total, some of which are made up of several smaller pieces of land called development areas. The development areas also correspond to the individual land uses described in further detail in section 4.2 below. The precincts, and the development areas included within each precinct are outlined in Map 4.2:

1. Fielding Precinct (Development Area 5)
2. Employment & Business Precinct (Development Areas 2, 3 & 4)
3. Cinnabar Valley Neighbourhood Precinct (Development Area 6)
4. Cedar Road Neighbourhood Precinct (Development Area 1)

4.2 Land Use Designations

The vision for the lands is to provide a new comprehensively planned, economically focused, diverse development with a significant new employment and business node, along with a small mixed-use hub, housing choices and parks and open spaces. Sandstone will be comprised of a mix of the land use designations as listed below and outlined on the Land Use Designations Map:

Neighbourhood: Mix of housing types including single family homes and ground-oriented multiple family units. Development Areas 1 and 6 will have this designation.

Industrial: Range of industrial and ancillary commercial uses within industrial parks. Development Areas 2 and 3 will have this designation.

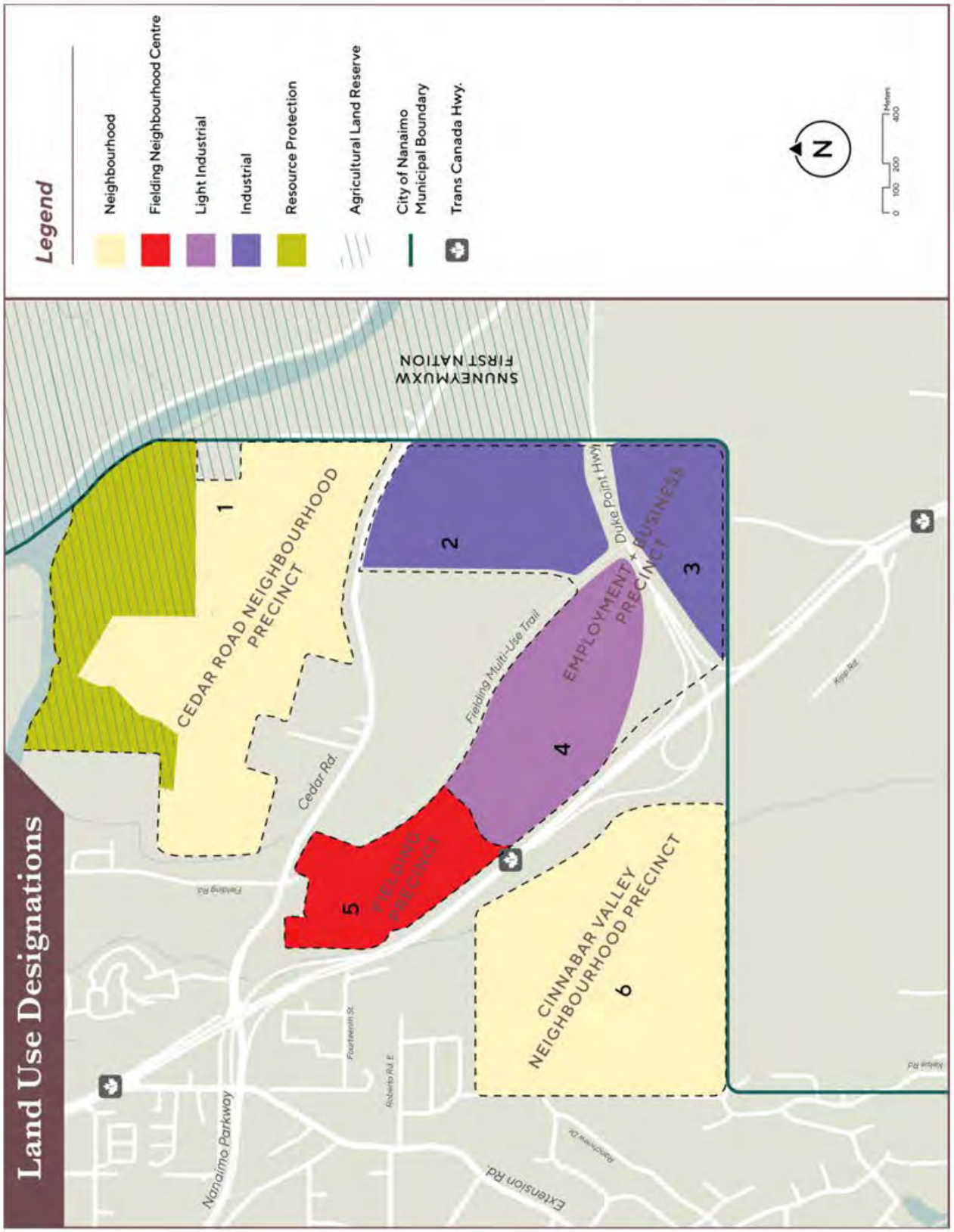
Light Industrial: Mix of technology business park, research and development, warehousing and distribution and ancillary commercial uses in Development Area 4.

Fielding Neighbourhood Centre: A smaller mixed-use area with commercial, multi-unit residential and public amenities concentrated on the new Sandstone Boulevard within Development Area 5. This concentration will act as a neighbourhood centre providing the Sandstone development with services for residents, visitors and employees to meet day-to-day needs like gathering spaces, daycare, cafes and more.

Parks & Open Space: Including a range of park sizes, will apply to all lands within Sandstone that will serve as parks, plazas, open spaces and recreation areas as outlined in Section 5 of the SMP2021 within the Parks & Open Spaces Map.

Resource Protection: The open space lands included in the Provincial Agricultural Land Reserve (ALR) adjacent to the Nanaimo River Estuary in Development Area 1.

4.2 Land Use Designations Map



4.2.1 Fielding Precinct

The Fielding Precinct is comprised of Development Area 5 with a land use designation of Fielding Neighbourhood Centre. At about 21 hectares in size, this precinct is situated on the eastern side of the Island Highway and on the northern portion of the gateway. The precinct is a local hub of activity including a mixed-use main street with a pedestrian-scale public realm containing retail and services, office and community facilities, as well as consideration for a future community centre and transit area. Approximately 16,500m² of commercial and institutional building floor area is contemplated for this precinct (subject to further analysis of capacity and limitations), in a mix of uses supported by a variety of multi-family housing typologies in a convenient, walkable environment. Additionally, up to 1000 medium density multi-family dwelling units are contemplated for this precinct, along with a concentration of commercial and institutional uses. Approximately 2400m² of building floor area is earmarked for possible community centre or other institutional uses. The Fielding Precinct will become a new Neighborhood Centre in the heart of the Sandstone lands and act as a transition between the Chase River Centre and the industrial lands within the Employment & Business Precinct. This Neighbourhood Centre will develop a concentration of uses to support public transportation and provide varied employment opportunities for residents of Sandstone and the adjacent South Nanaimo neighbourhoods.



Public plaza in Victoria, BC.

Within the Fielding Precinct the following policies are proposed to guide the development:

1. Lands within the Fielding Precinct are designed to accommodate a commercial high street which includes lifestyle uses, such as retail, restaurant, entertainment, and other day to day services and amenities.
2. Commercial uses are generally developed along public streets.
3. Buildings generally form a continuous street frontage along the main street, with retail stores and residential lobbies oriented to the street.
4. The sidewalks and plaza areas of the high street, and the pedestrian corridors that connect parking areas should contain high quality landscaping and pedestrian-scale lighting.
5. Innovative on-site stormwater management systems, such as minimal impervious surfaces and/or green roofs will be incorporated into site design.



6. Buildings will be up to six storeys in height.
7. Hard landscapes (such as plazas), that encourage pedestrian circulation and create social gathering spaces at the heart of the precinct.
8. A variety of housing types, such as multi-level apartments, condominiums, and townhouses should generally be provided within mixed use buildings.
9. A variety of affordable housing options are encouraged in order to include a range of unit sizes, uses, and types. Adaptable housing will accommodate aging-in-place.



Public plaza and pedestrian corridor in Nanaimo, BC.

10. Multi-use paths or sidewalks should connect residential areas to commercial services, other residential areas, and the greater open space network of Sandstone, specifically the Fielding Multi-Use Trail.
11. Public art, wayfinding elements, unique architecture or other special elements like unique surface materials should be used to make street corners and plazas more memorable and identifiable throughout the Fielding Precinct.
12. Underground and under building parking will be incorporated into developments.
13. Individual retail units should be encouraged to customize facades to reveal goods and services and contribute to an animated frontage along the high street (e.g. streetside café seating).
14. Signage and wayfinding should be vibrant and located at a height appropriate for pedestrians.

4.2.2 Employment & Business Precinct (EB Precinct)

The EB Precinct, comprised of Development Areas 2, 3 & 4 with both Light Industrial (Development Area 4) and Industrial (Development Areas 2 & 3) land use designations and about 90 hectares in size. It straddles both sides of the Duke Point Highway, capitalizing on its southern gateway location with links to the main transportation infrastructure in the region (land, water and air) to aid in growing and diversifying Nanaimo's economy and accommodate industrial growth.


An industrial building with a green roof.

The EB Precinct is envisioned as the economic and employment hub and will allow a wide range of employment activities ranging from up to 168,000m² mix of industrial building floor area in Development Areas 2 & 3 and up to 140,000m² of light industrial and business park building floor area in Development Area 4, subject to further analysis of capacity and limitations. In addition to the industrial focus this precinct also has an integrated parks and open spaces system, connected to the Fielding Precinct via the Fielding Multi-Use Trail.

The Duke Point Highway and the Regional District of Nanaimo's Landfill separate the EB Precinct into three light industrial or industrial development areas. The Duke Point Highway provides a natural transition between the mixed-use and light industrial uses of Development Parcels 4 and 5 and the industrial uses of Development Area 3. The Fielding Multi-Use Trail and site topography act as a transition between the light industrial uses in Development Area 4 and the industrial uses of Development Area 2. Finally, Cedar Road acts as a natural boundary north of Development Area 2 and acts as a transition to the residential uses of Development Area 1.

Within the EB Precinct the following policies will be considered for the development:

1. An innovative mix of industrial uses that consider compatibility with surrounding uses. When industrial uses are adjacent to Agricultural Land Reserve (ALR) a 15-meter, partially vegetated buffer will reduce potential impacts on the neighbouring lands.
2. Ancillary commercial and residential uses that support and complement other industrial uses in the EB Precinct are supported.
3. Buildings are designed to incorporate resilient, high-quality materials and site design best practices that maximize energy and water efficiency and reduce GHG emissions. Building design should reflect the City's sustainability objectives and include end of trip facilities to encourage alternative modes of transportation.



An artist's rendering of an industrial building.

4. Techniques for reducing stormwater runoff will be implemented such as the use of bioswales and stormwater detention ponds.
5. Industrial businesses should apply best practices using available technology to reduce/eliminate noise, odours, and other emissions.
6. Light Industrial, technology and business park buildings should convey a clean, contemporary feel consistent with their uses. Different building functions (i.e. pedestrian entrances and loading areas) should be clearly articulated and separated.
7. Office and public entrances should be highlighted with higher quality finishes, lighting, weather protection and significant glazing.
8. Incorporate green roofs and/or rooftop screening into building design where appropriate.
9. Pedestrian routes to building entrances should be clearly marked and separated from vehicle traffic with landscaping.

10. Building entrances should be articulated and accentuated with special paving and plantings.
11. All parking and loading areas should be screened from the street by landscaping.
12. In order to modulate the visual impact of long facades, a combination of the following strategies should be considered:
    a. Vary heights at the roof line;
    b. Add architectural and focal elements using form, materials and/or colour.

4.2.3 Cinnabar Valley Neighbourhood Precinct (CVN Precinct) and Cedar Road Neighbourhood Precinct (CRN Precinct)

The CVN Precinct is located on the west side of Highway 1 within the Chase River neighbourhood and is currently undeveloped. The precinct includes steep slope topography and Richards Marsh. Future access to the property will occur via a new connection to Extension Road (Potential Mitigation "G", Section 7.3 Transportation Map) and the extension of existing roads at both the northern and southern boundaries.

The CRN Precinct is located on the north side of Cedar Road, with the Nanaimo River located at its northerly boundary. Within the CRN Precinct, the Resource Protection lands designated as ALR adjacent to the Nanaimo River Estuary are being explored for potential transfer to the Snuneymuxw First Nation in the future. The CRN Precinct is also bounded by lower density residential development to the west, and Agricultural Land Reserve/Snuneymuxw First Nation reserve land to the east, currently comprised of low-density residential development.



Single-family housing.

The CVN Precinct, comprised of Development Area 6 and the CRN Precinct, comprised of Development Area 1 are envisioned as attractive, walkable residential neighbourhoods with a diversity of housing forms, ample parks and open spaces and a new school site, that both respects and enhances existing settlement patterns. Housing forms will predominantly consist of single-family lots and small lot detached housing, as well as potential for duplex housing and ground oriented attached housing. A modest range of densities and built form will provide greater housing choices, protect environmentally sensitive areas and help to support transit service to the neighborhood areas. These precincts are estimated to allow up to 600 residential units each, with up to 50% of the Neighbourhood designated lands reserved for new parks and open spaces in each precinct.

The two precincts will become residential bookends to the Fielding Precinct and Employment and Business Precinct. Current and future residents will have ample opportunities to live, work and recreate within South Nanaimo.

Within the CVN Precinct and the Neighbourhood lands of the CRN Precinct the following policies will be considered for the development:

1. Residential areas will have a density of up to 50 uph and consist of both clustered attached and ground-oriented detached housing types. Clustering will allow for convenient walkable access to open space areas and local amenities and protect environmentally sensitive areas, including steep slopes.
2. Locate residential development within a reasonable walking distance of transit stops.
3. For lands adjacent to Agricultural Land Reserve include a 30-meter setback, with a 15-meter vegetated buffer for residential buildings. Local Service Centre uses should have a minimum setback of 15 meters.
4. Buildings may be up to three storeys in height.
5. Residential buildings will incorporate site design and building strategies that maximize energy and water efficiency, wherever possible.
6. Alternative housing options should be provided, including a range of home sizes and types, such as:
    a. Adaptable housing to accommodate families and aging-in-place; and
    b. Lock-off/secondary suites that create options for rental opportunities.
7. Local Service Centres are supported.
8. Clustered forms of housing are encouraged to help preserve environmentally sensitive areas, including steep slopes greater than 20%.
9. Multi-family residential parcels should provide landscaping that enhances the public realm and contributes to the character of the neighbourhood.
10. Native and non-invasive plant species that are well-suited to the local climate and conditions should be used for boulevard plantings.
11. Innovative stormwater management systems, including minimized impervious surfaces, are encouraged.
12. A significant amount of land will be preserved as part of a substantial new parkland and open space system that threads through the respective precincts. The new park systems will integrate with the existing parks and open spaces in the surrounding communities and does not include ALR lands.



An example of neighbourhood scale stormwater management.

13. A variety of rooflines are encouraged to add diversity to the built form.
14. Front entrances should be emphasized and include roof overhangs for weather protection.
15. Exteriors should consist of a variety of materials and should incorporate changes in materials or colours to highlight entryways, dormers and other architectural features.
16. Where lanes are provided on lots, locate garages at the rear of the property with driveway access from the rear lane.

5. Parks and Open Spaces

Nanaimo has over 1200 hectares of parkland that provide recreation opportunities and connection to nature for residents, habitat for wildlife and ecosystem services for all. The parks and open spaces at Sandstone will provide the City of Nanaimo with over 121 hectares of nature, community and city parks of varying sizes with a range of programming, including but not limited to playgrounds, public art, outdoor fitness, community gardens and dog park(s), as well as a comprehensive trail network. Public access to the specific park areas will be determined at the detailed design stage and will depend on the program defined for a space. For example, an environmentally sensitive area may require limiting public access to protect habitat areas.

A feature element of the SMP2021 will be the Fielding Multi-Use Trail, which will connect the Fielding Precinct and EB Precinct from Cedar Road to Duke Point Highway. The former vehicle road will be transformed into a multi-use park corridor that will allow for both active and passive space for walking, cycling, sitting, and passive recreation.



Figure 3 A rendering of Fielding Multi-Use Trail

The parks and open spaces will be provided and phased in accordance with the terms negotiated in a *Development Agreement* with the City of Nanaimo, and at the time of development pursuant to the applicable policies and bylaws. The classification of each park will also be determined at this stage in accordance with the definitions of nature, community and city park in *Zoning Bylaw No. 4500*. This investment in parks is especially important in this climate change era as parks and open spaces play an increasingly important role in managing wildfire and flood risk. These spaces also provide opportunities for biodiversity conservation and support alternative and active transportation lifestyles while protecting the environment and socially/culturally significant areas.

The Sandstone Parks and Open Space plan was guided by the following principles:

1. **Make it home:** Create a sense of identity from the landscape. Provide opportunities for people to connect outside. Give people an enduring attachment to the neighbourhood.
2. **Create a Centre:** Concentrate uses in strategic locations. Have a trail network hub, use a neighbourhood public open space to provide a venue for the community to come together, a place to congregate outside, creative and enduring wayfinding.
3. **Amplify site features:** Use the site to its full advantage. Reveal and capitalize on natural features for views, etc. Inform the built landscapes with reference ecosystems.
4. **Follow the flows:** Link elements that connect people, places, water and wildlife together.
5. **Layer Systems:** Build many functions into each element in the plan.
6. **Build Resilience:** Design an adaptable parks and open space network, anticipate and account for climate change.

The text below outlines the objectives to be employed within parks and open spaces to ensure that the Sandstone development can thrive:

1. **Carbon Sequestration:** The large areas of parks and open spaces can enable for biomass accumulation and carbon sequestration.
2. **Water Provision:** Plan the Sandstone neighbourhoods and parks and open spaces for drought tolerance and to minimize pesticide and fertilizer use.
3. **Biodiversity Support:** Connect forest and wetland habitats, wildlife reserve areas and overhead canopy cover throughout the development.
4. **Erosion Protection:** Have the large tracts of retained forests, including areas of steep slopes, boulevards and multi-family residential landscaping designed after local ecosystems to protect native soils.

The SMP021 incorporates strategies to improve local air quality, regulate temperature, harvest renewable energy, support biodiversity, protect against soil erosion, sequester carbon and protect against water pollution and overconsumption.

5.1 Parks and Open Spaces Policies

1. Parks and open spaces should generally comprise a diversity of elements, ranging in size and character. The location and design of the specific spaces should relate to the pattern and type of adjacent development.

2. Collaborate with the City of Nanaimo to potentially locate a recreation facility within the Sandstone development.



Oliver Woods Community Centre, Nanaimo BC

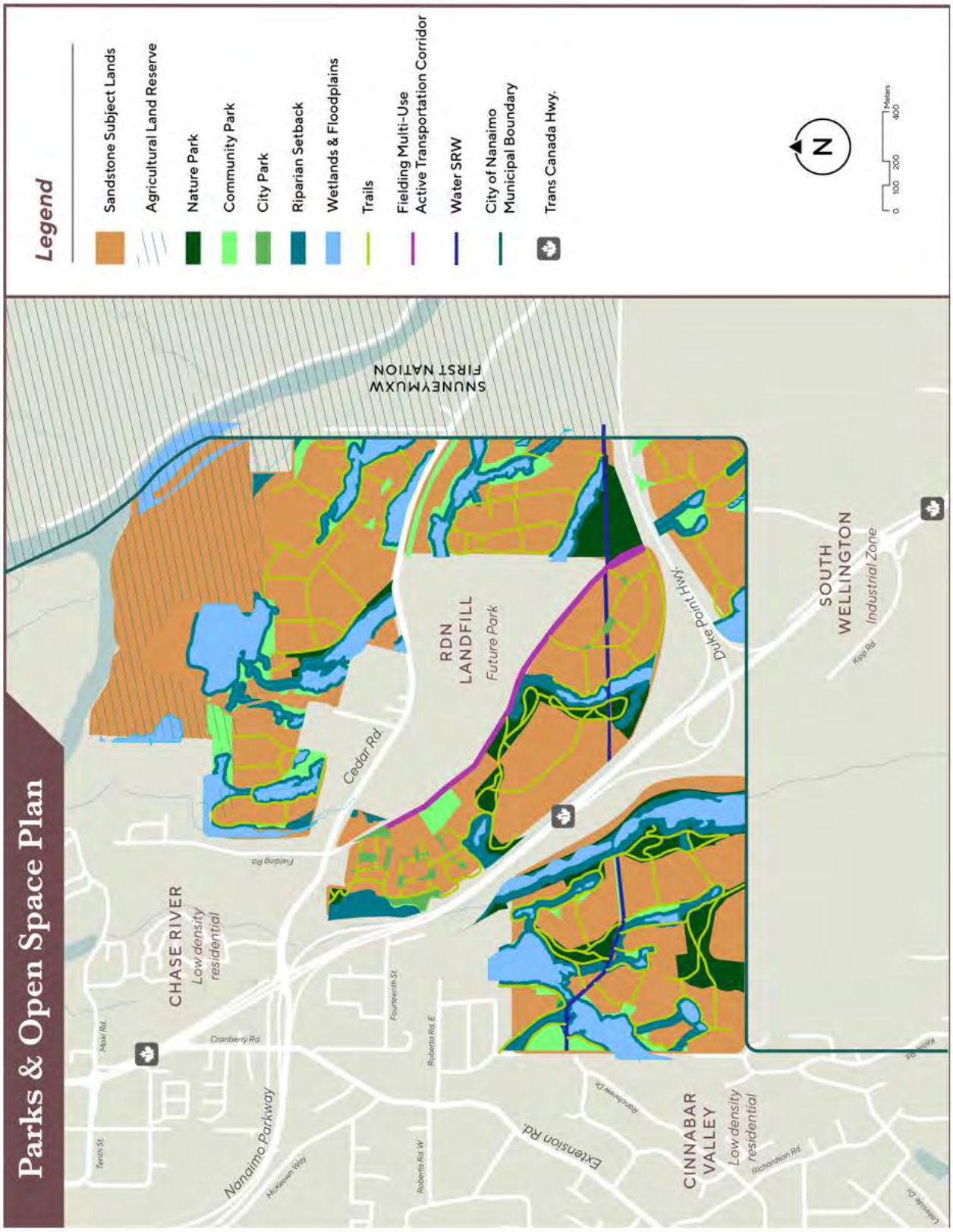
3. Where possible, provide public gathering spaces such as urban plazas and community parks or access to nature within 400 meters or a five-minute walk of each residence or employment centre in the community.

4. Native species and materials should form the basis for landscaping to reflect the natural heritage and ecology of the Sandstone area.
5. Link the parks and open spaces at Sandstone to the greater regional network through greenways, multi-use trails via cross-jurisdictional planning efforts. The character of the trails should vary to suit their location and be informed by the City of Nanaimo's trail standards as described in the Trail Implementation Plan and the Manual of Engineering Standards and Specifications.
6. Consider trail networking that will allow trail connections to a future RDN landfill park.
7. Incorporate existing natural features such as tree stands into parks and open spaces.
8. Support habitat protection and protect environmentally sensitive areas.



A wetland located in Nanaimo, BC.

5.2 Parks and Open Spaces Map



6. Infrastructure and Utilities



A significant investment has been made to study the servicing requirements for the buildout of a development of Sandstone's precincts. Infrastructure in Sandstone will aim to be cost effective, adhere to resilience and asset management best practices and respect the natural environment. To date, some detailed design works for points in the transportation network and several infrastructure studies have been completed. These documents will be used to guide the future development of the Sandstone lands during subsequent municipal and provincial approvals.

6.1 Infrastructure and Utilities Policies

Sandstone will be serviced by connections to existing municipal infrastructure located to the north and the west. Water supply will be provided by extension of existing City of Nanaimo mains, and by direct connection to the Duke Point Water Supply Main. Water storage requirements will be met by construction of a new reservoir proposed west of the site. Sanitary sewage disposal will be provided by upgrades to existing City of Nanaimo mains and connection to the Regional District of Nanaimo Trunk sewer system. Hydro, telephone and cable television service will be via extension of existing private utility lines. Infrastructure will be provided and staged in accordance with the terms negotiated in the *Development Agreement*, and at the time of development pursuant to the City of Nanaimo policies and bylaws.



All infrastrucutre and utilities will be guided by the following policies:

1. Water, Sanitary Sewer and Stormwater Management shall be designed in accordance with the City of Nanaimo and Regional District of Nanaimo bylaws and development regulations.

2. At the time of subdivision each development parcel's sanitary sewer and water distribution capacity will be confirmed.

3. Peak stormwater flows and quality will be limited to the pre-development levels and be consistent with all City of Nanaimo bylaws and stormwater management policies.

4. Encourage the use of best practices in green landscape management including efficient irrigation systems and drought tolerant plantings.

5. Employ localized flow attenuation to reduce erosion and limit infiltration using bioswales, waterways and greenways.

6. Utilize green infrastructure such as bioswales for stormwater management.

7. Transportation

Sandstone will provide a diverse mix of different land uses resulting in an increase in people and goods moving through the area; however, this growth will be supported by an improved transportation and trail network featuring, among other things the new Sandstone Boulevard and Fielding Multi-Use Trail. The SMP2021 recognizes the importance of network redundancy and integrated multimodal connections. The internal road networks of the four precincts will be tailored to respond to each precinct's unique mix of land uses and constraints and will connect each precinct to the existing Ministry of Transportation and Infrastructure (MOTI) and City of Nanaimo transportation networks.

The individual precincts will provide safe, sustainable, and desirable mobility through the application of the City's road standards, where the focus is on people and placemaking, not just the movement of cars; however, due to location and site conditions vehicle use will continue to be the dominant mode of transportation. When connecting to the existing transportation networks a number of transportation improvements and mitigation measures will be incorporated, to both accommodate and manage the growth from Sandstone and improve circulation, redundancy and connectivity to and from the area.

A variety of different improvements, connections and mitigations, outlined in Table 1 are considered for Sandstone to manage the additional traffic generated by each precinct's land use. The potential mitigations' locations are shown in the Sandstone Transportation Map, however not all mitigation strategies have been fully evaluated and other solutions may be proposed in the future. A detailed Transportation Impact Assessment will be required as part of the future rezoning to confirm the final transportation network and improvements, including consideration for vehicular movement, transit and multi-modal travel. Development of the Sandstone lands will also require coordination and approval of MOTI and the City of Nanaimo to facilitate vehicular and multi-modal movement to and from the planning area.

7.1 Transportation Policies

1. Develop a diversity of housing types, services and employment within Sandstone to support residents and workers to meet their daily needs.

2. Design transportation networks that support walking, biking and transit.
    a. Create a high-quality public realm along Sandstone Boulevard using greenways, multi-use trail connections, street trees, street furniture and pedestrian-scale lighting.
    b. Provide a connected active transportation network within the various Sandstone precincts and where possible connect to adjacent lands and existing transportation networks.
    c. Incorporate permeable block layouts and barrier free access for sidewalks and parking facilities throughout the development. In residential and commercial areas, foster an attractive, convenient, and comfortable street environment that pedestrians and cyclists are more willing to travel further and longer on.
    d. Sidewalks, the Fielding Multi-Use Trail and other trails should be part of an interconnected system to foster convenient, safe, efficient, and comfortable pedestrian

travel within and between the Employment and Business Precinct and the Fielding Precinct.

3. Manage the impacts of vehicle transportation by improving the operation of the existing transportation networks and developing Complete Streets within the precincts to support and encourage all modes of transportation.

    a. Incorporate improvements to existing transportation networks to improve safety and operations. Final improvements will not result in traffic operations at a lower level of service than either the City or MOTI allow respectively and determined by a detailed Transportation Impact Assessment at time of zoning.

    b. Encourage and promote Transportation Demand Management infrastructure to foster multi-modal transportation to connect Sandstone precincts and the surrounding transportation networks.

7.2 Transit Policies

In keeping with the sustainable objectives of the SMP2021 and the Nanaimo Transportation Master Plan, land uses and roadway systems will be designed to promote transit usage, with arterial and collector roadways designed to accommodate efficient and convenient routing of buses. Additionally, in accordance with the RDN's Transit Future Plan, space for future transit infrastructure is proposed within the Fielding Precinct. This could set Sandstone Boulevard as a major public transit route, serving the Sandstone community and beyond.

1. Collaborate with BC Transit and the Regional District of Nanaimo to connect Sandstone to the regional transit network.
2. Develop transit stops within a reasonable walking distance from sidewalks, lanes, trails and open spaces within employment, mixed-use and residential areas.
3. Transit infrastructure in the Fielding Precinct should be located in a convenient and accessible location informed by BC Transit, the Regional District of Nanaimo and the City of Nanaimo.

7.3 Transportation Network Map

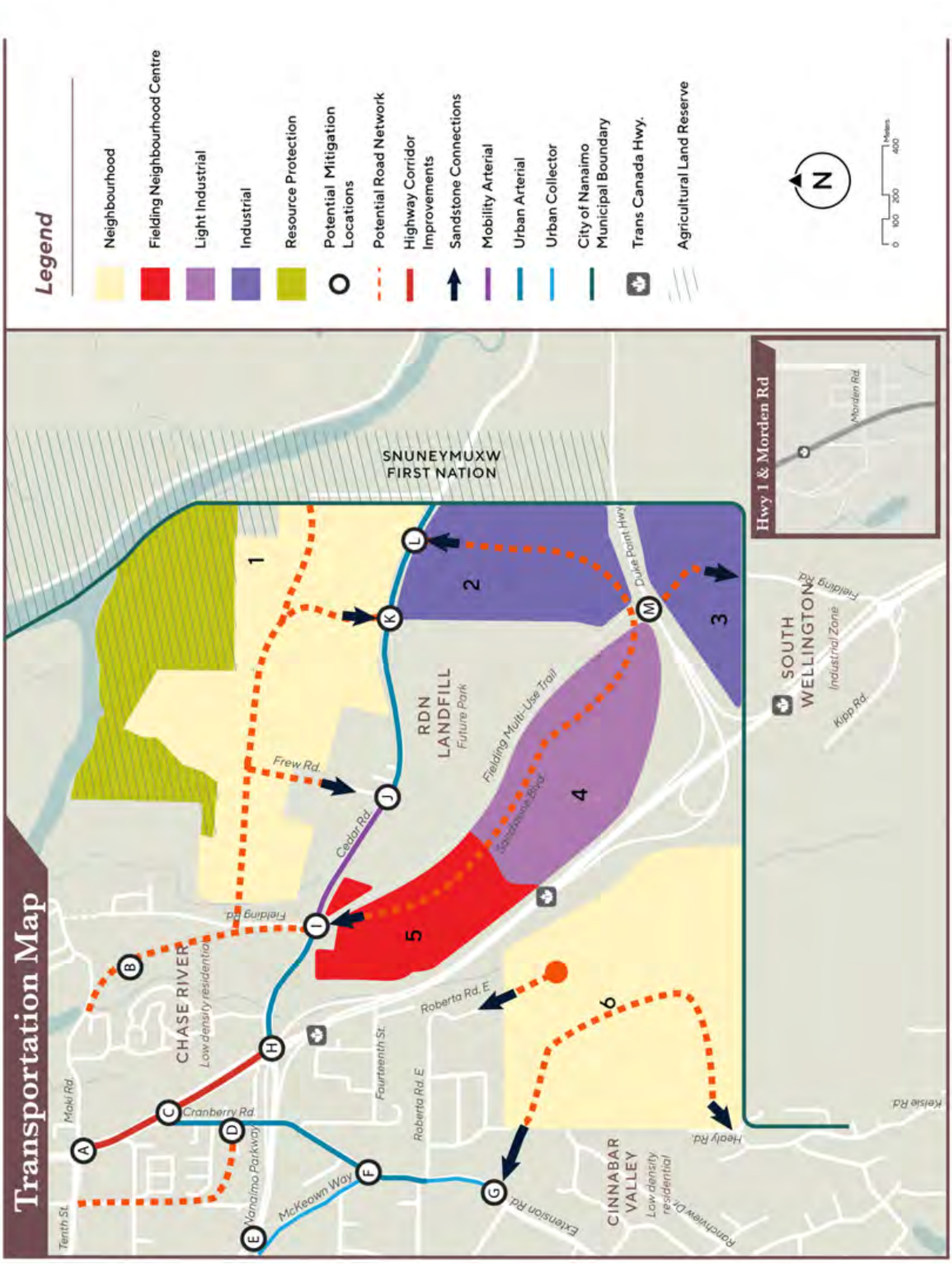


Table 1 - Proposed Mitigations

Location		Description of Potential Mitigation	Key Drivers	Benefits	Challenges
A	Highway 1 / Tenth / Maki	• Intersection upgrade	Capacity	• Adds capacity	• Limited ROW on Tenth • Proximity to Railway Overpass • Limited ROW under Railway Overpass • Varying ROW considerations on Highway • Proximity to Cranberry Road
B	Maki-Fielding Connector	• Connect Fielding Road to Maki Road	Capacity Network Completion	• Alternative access to Cedar Road • Reduces volumes on Highway 1 corridor	• Environmental considerations • No existing ROW • Capacity of Left Turns
C	Highway 1 / Cranberry	• Intersection upgrade	Capacity	• Turning movements more protected • Adds capacity • Adds vehicle storage	• Proximity to Cedar Road and Tenth/Maki • Additional ROW required for Frontage Road properties
D	Cranberry Connector	• Connect Cranberry Connector to Wexford / Lawlor	Capacity Network Completion Multi-Modal	• Convenient secondary route to north • Reduces volumes on Highway 1 corridor • Improved access to Chase River commercial • Reduces turn volumes on / off Highway • Multi-modal opportunity to connect to Tenth	• Lack of ROW (between Cranberry Connector and Twelfth) • Environmental • Utilities
E	McKeown Connection to Hwy 19	• Connect McKeown to Highway 19	Capacity Network Completion	• Provides secondary route for Cinnibar Valley	• Challenging geometrics • Weaving
F	Extension Road / McKeown Rd	• Re-grade • Laning • Traffic Control	Capacity Multi-Modal	• Reduces road grade • Adds multi-modal facilities • Controlled pedestrian / bicycle crossings at intersection	• Topography challenges • Driveway connections • Proximity to railway crossing • ROW • Environmental

				• Improved railway crossing • Upgraded railway infrastructure	
G	Extension Road / Development Area 6	• Access to Development Area 6 • Traffic Control	**Development** **Multi-Modal**	• Reduces impacts to existing neighbourhood roads • Adds multi-modal facilities on Extension Road and into Development Area 6 • Separation of left and through vehicles improves safety on Extension Road	• Impact to Park • Additional intersection
H	Highway 1 / Cedar Road	• Intersection Upgrade	**Capacity**	• Adds capacity	• Existing overpass pier locations • Proximity to Cranberry
I	Sandstone Boulevard / Cedar Road	• New controlled intersection	**Development** **Multi-Modal**	• Main access to Development Area 5 • Secondary access for Development Area 4 • Controlled pedestrian / bicycle crossings at intersection • Multi-modal facilities on Cedar Road and Sandstone Boulevard	
J	Cedar Road / Frew Road	• Intersection Upgrade	**Development**	• Provides access to Development Area 1	
K	Cedar Road / Development Area 1	• New intersection	**Development**	• Provides access to Development Area 1 • Secondary access route	
L	Cedar Road / Development Area 2	• New controlled intersection	**Development**	• Provides access to Development Area 2 • Secondary access for Development Area 4/5	

M	Duke Point Highway / Fielding / Sandstone Boulevard	• Access to Development Area 2, 3, 4 & 5	**Development**	• Main industrial access (Development Areas 2, 3, and 4) • Access to / from Duke Point Industrial area • Access to Highway 1 / 19	• Topography • Proximity to Duke Point Interchange • Environmental

Key Project Drivers (based on Nanaimo Transportation Master Plan definitions)

Capacity/Congestion: Current or projected traffic conditions will create significant delays. The project will seek to reduce delays and congestion by expanding road network capacity.
Network Completion/Redundancy: The current network is missing links (or restricts turns) that will be completed through this project.
Multi-Modal Transportation / Complete Streets: Improvements develop a key link within a multi-modal transportation network or sustainable transportation issues form a major component of the project rationale. Improvements support better integration between the street and surrounding land uses.
Development: The project would be constructed by or support future development. The project would likely not proceed without future development.

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