



***DRAFT***

Official Community Plan 2008



**plan**Nanaimo

Official Community Plan 2008





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Nanaimo Downtown Plan



# Part A Introduction



- 1 Purpose and Content of an Official Community Plan
- 2 Planning Process
- 3 An Understanding of Land Capacity
- 4 An Overview of Population Growth and Change
- 5 Plan Organization

## 1 Purpose and Content of an Official Community Plan



This document is the Official Community Plan (OCP, the Plan) of the City of Nanaimo. In British Columbia, the legal authority for local governments to adopt an 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 various land uses. The LGA also provides local governments with the ability to address policies related to social issues, economic activities, and the natural environment.

The Plan acts as a guide for decision making on planning and land management issues by City Council. The Plan provides direction related to elements such as the location and type of residential, commercial and industrial development; the availability of transportation choices and utility servicing; and also considers environmental, social and economic issues.

To become an “official” community plan, the Plan must be adopted by City Council as a bylaw, and all future land use decisions must be consistent with the Plan. However, the Plan is a living document, and the City may amend the Plan to adapt to new trends in the community, or respond to changing conditions.

In addition to the OCP, there are other documents, including plans and guidelines, which will help shape the future of the city. These documents are also supported by this Plan:

- Parks, Recreation and Culture Master Plan
- Port of Nanaimo Master Plan
- Protocol Agreement with Snuneymuxw First Nation
- Social Development Strategy
- Economic Development Strategy
- Departure Bay Neighbourhood Plan
- Old City Neighbourhood Plan
- Chase River Neighbourhood Plan
- Rocky Point/Hammond Bay/Stephenson Point Neighbourhood Plan
- Downtown Plan
- Heritage Building Design Guidelines
- Chase River Town Centre Design Guide
- Old City Multiple-Family Residential Design Guidelines
- Nanaimo Parkway Design Guidelines
- Steep Slope Development Permit Area Guidelines
- Nanaimo Estuary Management Plan
- Downtown Urban Design Plan and Guidelines
- Nanaimo Cultural Strategy



## 2 Planning Process

In September 2006, the City embarked on a 10-Year Review of Plan Nanaimo (1996), which involved a three-stage review process:

- Phase One - Consultation and Review
- Phase Two - Policy Update
- Phase Three - Revised OCP and Plan Adoption

The Plan consultation and review phase included both elements of public consultation and active review by the Plan Nanaimo Advisory Committee (PNAC). The overall goal of the consultation process was to provide opportunities for:

*"A community-created and community-owned OCP that reflects shared values for a desired future."*

Overall, the objectives of the consultation phase were to raise awareness of planning trends, identify key planning issues, assess existing Plan goals and confirm which Plan goals should be carried forward. To achieve these objectives, Phase One included the following elements:

- Community Consultation Conference and public workshop held at Vancouver Island University (formerly Malaspina University-College) on 2006-NOV-18 featuring guest speakers Lance Berelowitz (Urban Forum Associates), Cheeying Ho (Smart Growth BC), Andrew Ramlo (Urban Futures Inc.), and Mabel Jean Rawlins-Brannan (Community Social Planning Council of Greater Victoria)

- Three open houses in 2006: 2006-NOV-23 at Dover Bay Secondary School; 2006-NOV-29 at Beban Park Social Centre; and 2006-DEC-05 at John Barsby Community School
- OCP Amendment Application meetings on 2007-JAN-16 and 2007-FEB-27
- Urban Containment Workshop at Beban Park Social Centre on 2007-FEB-15
- Density and Infill Workshop on 2007-APR-04 at Bowen Park Auditorium with guest speaker Dr. Ann McAfee, former Co-director of Planning, City of Vancouver
- Public education through print media, with nine published Backgrounders preceding the Conference and Workshop sessions
- Written and web-based submissions

Following the initial consultation phase, Phase Two focussed on preparation of a Working Paper and subsequent development of a draft Official Community Plan. The Working Paper was prepared as a discussion document, with its primary purpose to introduce possible draft plan directions for a revised OCP. It identified fundamental building blocks for a new Plan, and initiated policy directions prior to preparing a draft plan document.

To encourage input on the proposed directions for a new OCP, numerous activities were undertaken, including publication of the Working Paper and associated summary Highlighters, and initiation of a web-based community survey on the proposed directions.

## 2 Planning Process Cont.



This subsequently led to development of a draft OCP, planNanaimo. Opportunities for further public consultation were then initiated to garner feedback on planNanaimo. Steps taken to provide for feedback included:

- Newspaper, radio and television interviews and articles
- Distribution of the draft OCP to local public facilities; and distribution of a planNanaimo summary to local public facilities, grocery stores and coffee houses, and to local households via newspaper delivery
- Web-based and newspaper based community survey on the draft OCP
- Presentations to, and discussions with special interest groups, advisory committees, government agencies, and neighbourhood associations

- Public events including community displays at Woodgrove Centre on 2008-MAR-29, at Port Place Shopping Centre on 2008-APR-05, and a Community Forum at Beban Park Social Centre on 2008-APR-10

Overall, many opportunities have been presented to provide for feedback on the OCP process, as shown below.

Following this public consultation, Phase Three provided for Council's consideration and adoption of a revised OCP. This included:

- 2008-MAY Council consideration of draft OCP
- 2008-JUN Public Hearing to consider OCP
- 2008-JUL Adoption of OCP

**<sup>1</sup>Public Consultation has included:**

Community Conference  
Open Houses and Workshops  
Newspaper Articles / Media Distribution  
Surveys / Website  
Information Sessions  
Presentations to Special Interest Groups  
Community Forum

**<sup>2</sup>Special Interest Groups include:**

Vancouver Island University  
(formerly Malaspina University-College)  
Smart Growth BC  
Nanaimo Area Land Trust  
Downtown Nanaimo Partnership  
Neighbourhood Associations  
Service Clubs

**<sup>3</sup>Local Governments include:**

Regional District of Nanaimo  
District of Lantzville

**<sup>4</sup>Government Agencies include:**

Ministry of Environment  
Ministry of Transportation  
Vancouver Island Health Authority  
Nanaimo Port Authority  
School District 68  
Agricultural Land Commission  
Fisheries & Oceans Canada

**<sup>5</sup>Advisory Committees include:**

Plan Nanaimo Advisory Committee  
Social Planning Advisory Committee  
Advisory Committee on the Environment  
Heritage Advisory Committee



### 3 An Understanding of Land Capacity

The City of Nanaimo occupies a land mass of about 89 km<sup>2</sup> (Statistics Canada, 2006 Census land area 89.3 km<sup>2</sup>). Located on the east coast of Vancouver Island, Nanaimo's growth pattern is linear, stretching approximately 20 km from the Nanaimo River estuary in the south to the District of Lantzville in the north. About 5 km wide, the city is naturally bounded by the Strait of Georgia to the east and mountainous terrain to the west.

Nanaimo's urban land base is largely made up of low density single family neighbourhoods, punctuated by areas of commercial activity along the primary transportation corridors. Areas of higher density housing are somewhat isolated from commercial, recreational and transit services and the largest concentration of high density housing is found Downtown.

To assist in the 10 Year Plan Nanaimo review process, an inventory of available land and capability analysis of residential, commercial and industrial lands was undertaken. The City of Nanaimo *Land Inventory & Residential Capacity Analysis*, January 2007, prepared by the Sheltair Group, concluded that:

- There is sufficient capacity on vacant or underutilized lands within the existing Urban Containment Boundary (UCB) zoned single family and multi family to accommodate the overall projected housing demand to 2031 – provided that all zoned land is developed to the maximum density permitted

under the zoning bylaw, including the redevelopment of underutilized land which represents 45% of the land capacity.

- While there is sufficient capacity to accommodate projected demand for ground-oriented dwellings (e.g., townhouses) and ample capacity to accommodate projected demand for apartments, there is insufficient capacity to accommodate projected demand for single family dwelling units - this will require a major shift from the way Nanaimo has developed in the past, with single family housing predominating residential development.
- There will be a shortfall in the next 10 to 15 years of vacant commercial land to accommodate commercial demand; however, there appears to be significant potential to increase floor space in existing developed commercial areas, and while the north and central areas of the city are well serviced commercially, there is limited commercially zoned land in the south of the city.
- There is sufficient land zoned heavy industrial to meet demand for the next 10 to 20 years, dependent on a land demand forecast and future absorption rates.
- There may be insufficient light industrial land to meet demand in the next five to 15 years, depending on the rate of absorption – and potential for growing conflict as both commercial and industrial development compete for a decreasing supply of land suited to their needs.

## 4 An Overview of Population Growth and Change



The City of Nanaimo is currently a community of about 79,000 people (Statistics Canada, 2006 Census population 78,692). In the last 40 years (1976 to 2006) the city's population has almost doubled, largely fuelled by significant growth from the mid-80s to mid-90s. While the late 1990s saw more modest growth, recent population figures indicates growth rates higher than that in the rest of British Columbia – close to 8% over the five years between 2001 and 2006.

will be a dominant theme with the 65 plus age groups experiencing the greatest increase. Based on projections for growth and change within the city, the report suggests that housing demand in the city will increase the city's current housing stock of approximately 33,000 by about 16,800 units. These additional housing units are predicted to be made up of 9000 single detached family homes, 4000 ground-oriented homes, and 3800 apartment units.

As part of the 10-Year Plan Nanaimo review process, Urban Futures Inc. prepared *Population and Housing Projections for the City of Nanaimo, 2006 to 2031* (November 2006). The report indicates that Nanaimo's population is projected to grow by almost 30% to 101,400 by 2016 and by almost 50% to 118,000 by 2031. Future growth will be driven largely by people moving to Nanaimo rather than natural increase, and the aging of the city's population

## 5 Plan Organization

The Plan has been organized to outline contextual background information (Part A), establish the vision and guiding principle for the Plan (Part B), provide policies related to seven goals, including land use designations (Part C) and provide mapping related to land use, mobility and development permit areas. The Plan consists of the following:

<b>Part A</b> Introduction	<ul style="list-style-type: none"> <li>- Defines the purpose of a community plan</li> <li>- Outlines the planning process</li> <li>- Provides the planning framework and background to the Plan</li> </ul>
<b>Part B</b> Vision and Guiding Principle	<ul style="list-style-type: none"> <li>- Reaffirms the Vision of the Plan</li> <li>- Establishes sustainability as the guiding principle of the Plan</li> <li>- Outlines Regional Context Statement</li> </ul>
<b>Part C</b> Plan Goals, Objectives and Policies	<ul style="list-style-type: none"> <li>- Provides seven Plan Goals, together with objectives and policies</li> <li>- Establishes land use planning designations</li> <li>- Outlines implementation measures including neighbourhood planning, and community involvement</li> </ul>
<b>Mapping</b>	<ul style="list-style-type: none"> <li>- Provides maps of future land use, mobility, and development permit and sensitive areas</li> </ul>
<b>Glossary</b>	<ul style="list-style-type: none"> <li>- Definitions of bolded terms found in the Plan</li> </ul>



## Part B Vision and Guiding Principle



1 Vision Imagine Nanaimo to PlanNanaimo

2 Guiding Principle Sustainability

3 Regional Context Statement



## 1 Vision Imagine Nanaimo to planNanaimo



Starting with Imagine Nanaimo (1992), through Plan Nanaimo (1996) to planNanaimo (2008), this Plan represents the third in a series of documents that will continue to shape future growth and manage change in the City of Nanaimo. The following provides a brief review of the evolution from Imagine Nanaimo to planNanaimo.

### Imagine Nanaimo

In 1992, the City of Nanaimo initiated a community visioning process called Imagine Nanaimo. Imagine Nanaimo asked the community, "What would you like Nanaimo to be in the future?"

*The vision of the city that emerged during Imagine Nanaimo was that Nanaimo should be a community that respects people. It should hold neighbourhoods as the vital building blocks of the city. The city should be safe and supportive for people of all ages and incomes and should be an attractive place to live. It should be pedestrian friendly. Change in the city should be based on the foundation of community participation in planning decisions.*

*It was also based on the principle that Nanaimo should be a community that respects the environment. Critical environmental areas should be protected and dependency on the automobile should be reduced.*

*Finally, Imagine Nanaimo saw the city as a place of social and economic opportunity. The city should have a diverse economy and a range of social, recreational, cultural and artistic amenities and services with the historic downtown as the "heart" of the city.*

### Plan Nanaimo

In 1994, Plan Nanaimo was launched by City Council to implement the vision of **Imagine Nanaimo** through a new Official Community Plan. The Plan Nanaimo process was an intensely consultative public program that went through four stages of community involvement, including:

- Stage One asked the Community, "What issues do we have to address to become the kind of community **Imagine Nanaimo** said we wanted to be?"
- Stage Two asked the Community, "What growth management strategies do we want to use to address the issues of Stage One?"
- Stage Three presented the Community with four "Future Land Use Scenarios" that applied the preferred strategies in different ways, and asked, "Which scenario do you prefer?"
- Stage Four put all the input of the first three stages together in a draft plan and asked the community, "Have we got it right?"



Plan Nanaimo was adopted in 1996 and contained the following five main goals:

- **Goal One** Build Complete, Viable Communities
- **Goal Two** Protect the Environment
- **Goal Three** Manage Urban Growth
- **Goal Four** Improve Mobility and Servicing Efficiency
- **Goal Five** Ongoing Planning and Community Involvement

Following completion of Plan Nanaimo, the City undertook two separate, but inter-related initiatives – strategy plans for both economic and social development. The City's Economic Development Group (EDG) prepared an *Economic Development Strategy* (1999). The EDG Strategy built upon the vision and goals of Plan Nanaimo and was followed up by *Nanaimo Now!* (2003) that established this vision for the city....

*"We want Nanaimo to be known as one of the most desirable, livable small cities in North America."*

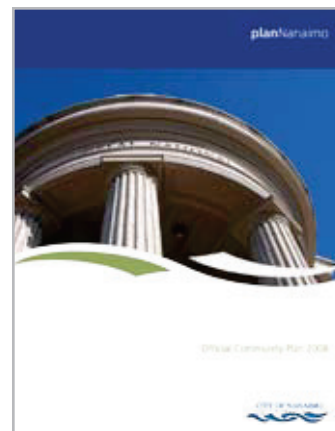
The City has also been actively involved in preparing a strategy for social development and planning within the city. In 2004, under the direction of the Social Planning Advisory Committee, a *Social Development Strategy* for Nanaimo was prepared which established the following vision...

*"... creating a community which nurtures a caring, healthy, inclusive and safe environment; while empowering its citizens to realize their aspirations and hopes."*

### planNanaimo

In 2006, the City embarked on a 10-Year review of the OCP. The results from Phase One, including public comment during consultation, suggested that the emphasis for a new Plan should focus on:

- Verifying and confirming those elements of Plan Nanaimo that are working well, and which include the goals to Protect the Environment, Improve Mobility and Servicing Efficiency, and Ongoing Planning and Community Involvement.
- Refining those elements of Plan Nanaimo that are fundamentally sound, however require some revision to reflect the reality of existing land uses, development trends, and future population change. Those elements that require some refining include the goals to Build Complete, Viable Communities and to Manage Urban Growth.
- Augmenting current Plan Nanaimo goals and policies with an expressed social goal and economic goal which, together with the environmental goal, will collectively underscore sustainability for the City of Nanaimo.



## 1 Vision Imagine Nanaimo to planNanaimo Cont.



- Simplifying the Plan to ensure that it remains user friendly.

As a result, a modified framework of goals for planNanaimo was established:

- **Goal One** Manage Urban Growth
- **Goal Two** Build a More Sustainable Community
- **Goal Three** Encourage Social Enrichment
- **Goal Four** Promote a Thriving Economy
- **Goal Five** Protect and Enhance our Environment
- **Goal Six** Improve Mobility and Servicing
- **Goal Seven** Work Towards a Sustainable Nanaimo

The new framework for planNanaimo suggests a more defined role for social and economic principles by establishing specific goals for both economic and social sustainability. An implicit interest in environment as well as economic development and socio-cultural well being as the three facets of sustainability will underpin all explicit goals of planNanaimo.

This Plan for the City of Nanaimo is not a significant departure from the vision, goals and policy established with the adoption of Plan Nanaimo in 1996. Indeed, the vision remains the same ...a "community that respects people," emphasizing that the "city should

be safe and supportive for people of all ages and incomes and an attractive place to live..." Rather, this Plan provides a:

- reaffirmation of the *Imagine Nanaimo* vision;
- clearer definition of direction where the principle of sustainability is integral to the Plan as a guiding principle; and
- refinement of the goals established in Plan Nanaimo.

## 2 Guiding Principle Sustainability

Since Plan Nanaimo was adopted in 1996, the global awareness of environmental issues and the need for sustainability has heightened significantly. Among the challenges of the 21st century are:

- Climate change and a diverse array of impacts;
- Constraints in the supply of fossil fuels – leading to rising energy costs;
- Steadily growing water demands that may outstrip local supply systems;
- Increased impacts on natural ecological systems locally, regionally and globally;
- Increased pressures on the global food supply and generating more support for healthy local food;
- Changes in economic patterns and stability; and
- Aging, demographic change, housing affordability and other social issues.

Sustainability and sustainable development has become a phrase used by various people, groups and organizations to define a multitude of different goals, objectives and processes. The term “sustainable development” was originally used and defined in reference to the protection of natural resources, but is now used in a variety of manners. Nanaimo is engaged in the process of interpreting what sustainable development means for ourselves and how we can sustain our community for the long-term.

The concept of sustainable development was introduced by the Bruntland Commission in 1987<sup>1</sup> and focused primarily on the need to balance environmental and economic concerns. As such, most of the work undertaken in the past 20 years has focused on addressing environmental concerns against the backdrop of economic growth. The Bruntland Commission defined sustainable development as development that meets the needs of the present, without compromising the ability of future generations to meet their own needs. It is important to note sustainable development is not an end in itself, but rather a process of evolution and change.

The definition of sustainability has evolved significantly since 1987, with a stronger emphasis placed on social and cultural equity. Given this backdrop, sustainability for Nanaimo needs to recognize the interrelationships between our city’s environment, society and economy. “Sustainability is about recognizing (that) our economy exists within society; society exists within the environment; and the environment surrounds and supports society.”<sup>2</sup>

Within the context of the City of Nanaimo, a community that is sustainable is defined as one that offers homes that are located near shops, schools, recreation, work and other daily destinations. These communities offer safe and convenient opportunities to

<sup>1</sup> World Commission on Environment and Development, Bruntland, 1987

<sup>2</sup> Regional Perspectives, Regional District of Nanaimo publication, Spring 2007

## 2 Guiding Principle Sustainability Cont.



walk, cycle or take public transit. This helps to reduce the time and money spent on driving, reduces greenhouse gas emissions, and makes efficient use of land and services. Inherent in this approach is increased housing density to generate a population base that will support commercial services, other utilities and the provision of public transit. In addition, this approach requires support for mixed-use development so that a variety of uses can be found within a convenient distance and an investment in alternative modes of transportation including pedestrian and cycling trails which connect one place to another.

The new Plan provides an opportunity to embrace social, environmental and economic goals into one Plan, building upon public planning processes embodied in the City's Social Development Strategy, Economic Development Strategy and environmental policies and programs. It is an opportunity to further the understanding of the interdependency between quality of life, economic well being, and environmental health.

Building on the foundation of *Imagine Nanaimo* and the framework of Plan Nanaimo, planNanaimo (2008) sets out goals, objectives and policies to protect the livability, affordability, economic activity, strong sense of community, and spectacular natural setting found in our city.

The following goals of the Plan support the principle of striving toward a more sustainable Nanaimo.

**Goal One Manage urban growth** by focusing urban development within a defined Urban Containment Boundary (UCB).

**Goal Two Build a more sustainable community** by creating urban nodes and corridors that support higher densities and a wider range of amenities and services than found in the surrounding residential neighbourhoods.

**Goal Three Encourage social enrichment** whereby Nanaimo is considered a socially sustainable community that nurtures a caring, healthy, inclusive and safe environment, and which empowers all of its citizens to realize their aspirations.

**Goal Four Promote a thriving economy** through efforts to grow and diversify the local economy from the current tax base, affording opportunities for residents and businesses, while staying within the capacity of the natural environment.

**Goal Five Protect and enhance our environment** by looking after Nanaimo's natural diversity of terrestrial, freshwater and marine ecosystems in the course of land use and development.

**Goal Six Improve mobility and servicing efficiency** by creating greater accessibility and more opportunity for safe and convenient movement around the city by transit, cycle and on foot.

**Goal Seven Work towards a sustainable Nanaimo** which is the critical goal for moving from "planning to action". Nanaimo strives to meet the vision of the Plan to build upon the strengths of the city and work to improve those areas where changes in economic, social, environmental conditions would create a stronger, more effective, sustainable city.

In support of the goals of the Plan, the City will prepare an implementation strategy for achieving sustainability in Nanaimo as part of the initiative of moving from principles to actions.

### 3 Regional Context Statement



Part 25 of the *Local Government Act* sets out specific requirements for a regional context statement for any municipality that is part of an adopted Regional Growth Strategy (RGS). The purpose of a regional context statement is to provide a link between the OCP and the RGS by specifying how a municipality intends to achieve the goals of the RGS.

Along with approval by City Council, through the adoption of the OCP, the regional context statement is reviewed by the Intergovernmental Advisory Committee (IAC) - a committee with membership from the City of Nanaimo, Regional District of Nanaimo, Town of Qualicum Beach, City of Parksville, District of Lantzville, and representatives from key government agencies. The regional context statement has been approved by the RDN's Board of Directors. Through this regional context statement, planNanaimo's policies are linked to the Regional Growth Strategy goals for managing growth through urban containment and nodal development, protecting the integrity of rural areas, protecting environmentally sensitive features, improving service efficiency, and initiating cooperation among jurisdictions.

This regional context statement will be reviewed by the Regional District of Nanaimo and the City of Nanaimo. Any additions, deletions and amendments to the policies in planNanaimo may result in

inconsistencies with the Regional Growth Strategy and require the need for the RDN, member municipalities, and the City to come to a consensus about the proposed amendment and prepare an amendment to the regional context statement.

#### 3.1 Objectives

**To cooperate in defining a sustainable regional future for the Regional District of Nanaimo and member municipalities.** Policies and actions work to achieve the overall vision of the Regional Growth Strategy.

**To ensure consistency in planNanaimo and the Regional Growth Strategy.** Objectives and policies in planNanaimo show a direct relationship to the goals and related policies in the Regional Growth Strategy.

**To maintain Nanaimo as a regional centre.** Enhance the city's role as a population, economic and service centre for the Regional District of Nanaimo and mid-island area.

**To anticipate growth.** Plan for and accept the city's share of regional growth.

**To maintain consistency.** Coordinate city growth management planning initiatives with other member municipalities and Snuneymuxw First Nation.

**To maintain involvement in the future.** Actively work with member municipalities and the Regional District of Nanaimo to ensure future amendments to the Regional Growth Strategy remain consistent with the city's objectives and the policies of planNanaimo.

### 3.2 Regional Context Statement

This Plan achieves consistency with the RGS goals as follows:

#### RGS Goal 1 Strong Urban Containment

To limit sprawl and focus development within well defined urban containment boundaries.

planNanaimo supports the maintenance of an Urban Containment Boundary (UCB) to provide the focus for current and future urban development in Nanaimo. Sufficient underdeveloped or undeveloped lands are available to accommodate future growth for the next 20 to 25 years.

Within the UCB, it is anticipated that overall densities will rise in the next 20 to 25 years, creating a more urban environment within the city. planNanaimo supports new forms of higher density residential development within the UCB and in defined Urban Nodes and Corridors. It is anticipated that

the expansion of housing options will meet the needs of Nanaimo's growing and aging population.

The UCB also contains lands designated for future commercial and industrial growth. Community services will not be provided outside the UCB, except for health or environmental reasons.

#### RGS Goal 2 Nodal Structure

To encourage mixed-use communities that include places to live, work, learn, play, shop and access services.

The City of Nanaimo is the principal node within the RDN, having the largest population, regional services, largest employers and regional transport hub. planNanaimo expands on Goal 2 of the RGS by supporting the growth of Nanaimo as an urban node as well as by focusing growth to defined nodes and corridors. This OCP supports a range of housing opportunities within the urban area, focusing higher density residential uses in the nodes and corridors to meet the needs of Nanaimo's population. A range of commercial, professional, and instructional uses are supported within the urban nodes and corridors, and it is intended that each urban node and corridor will capitalize on its unique characteristics and range of uses.



### 3 Regional Context Statement Cont.



#### **RGS Goal 3 Rural Integrity**

To protect and strengthen the region's rural economy and lifestyle.

There are very few areas of rural lands within city limits. The delineation of the UCB serves to focus urban growth, to preserve ALR lands and environmentally sensitive areas, and to protect rural areas from higher density urban development. The UCB provides a clear separation between community serviced lands and those agricultural and environmentally sensitive areas intended to be protected in the long term. Focusing growth to the urban nodes and corridors will also minimize the impacts of development on the lands outside the UCB.

This OCP does not support the extension of urban services outside the UCB. In addition, all regulations and policies of the Agricultural Land Commission are fully supported for ALR lands within the Plan area, including policies supporting buffering on adjacent developable lands.

#### **RGS Goal 4 Environmental Protection**

To protect the environment and minimize ecological damage related to growth and development.

An ever increasing focus on the care and stewardship of the environment is an important characteristic of this Plan. New standards have been developed

to protect not only designated park spaces but also those green corridors that provide connections and habitat for wildlife. The clustering of development in urban nodes and corridors, along with the sensitive development of existing underdeveloped or undeveloped parcels will also work toward protecting significant land features and environmentally sensitive areas.

The City of Nanaimo has put a great deal of effort into developing policies and bylaws to protect the environment and minimize the impact of growth on existing environmentally sensitive areas and green space. Development Permit Areas are mapped and the guidelines serve to protect the foreshore, watercourses, steep slopes, and sensitive ecosystems found within the city's boundaries.

#### **RGS Goal 5 Improved Mobility**

To improve and diversify mobility options within the region – increasing transportation efficiency and reducing dependency on the automobile.

planNanaimo sets out specific policies and actions to achieve Goal 5 of the Regional Growth Strategy, building on the success of initiatives developing from Imagine Nanaimo and Plan Nanaimo. It is anticipated that the evolution of the urban nodes and corridors will make transit routes more viable in the future. The development of the E&N Trail, Parkway Trail, and numerous cycle



routes and linkages are a direct result of community involvement in creating new mobility options. Walking and cycling are increasing in use in this active community, and planNanaimo supports the development of future options for non-motorized transportation, for recreational purposes, and to allow safe travel for a wide range of purposes including work, shopping, and education.

#### **RGS Goal 6 Vibrant and Sustainable Economy**

To support strategic economic development and to link commercial and industrial strategies to the land use and rural and environmental protection priorities of the region.

Nanaimo has long served as the focus for higher concentrations and more intensive commercial, professional, and service uses in the Regional District. Nanaimo contains the largest concentrations of employees in the area at sites including Downtown Nanaimo, Nanaimo Regional Hospital, and Vancouver Island University. Existing urban nodes, such as Woodgrove, are also economic generators that provide a range of goods and services to residents from Nanaimo and the surrounding area. A strong economy and the locational characteristics of Nanaimo keep it well poised to experience greater growth over the next 20 to 25 years. This Plan supports working with the RDN and member

municipalities on creating opportunities and enhancing existing development to promote a 'vibrant and sustainable economy'. The mix of uses supported in the urban nodes and corridors reflect the policies developed in Goal 6 of the RGS by providing a variety of employment opportunities in close proximity to housing and other services. These nodes and corridors, along with the industrial and commercial lands, are intended to expand the range of options to live, work, and be in Nanaimo.

#### **RGS Goal 7 Efficient Services**

To provide cost efficient services and infrastructure where urban development is intended, and to provide services in other areas where the service is needed to address environmental or public health issues and the provision of the service will not result in additional development.

planNanaimo supports Goal 7 of the RGS through a number of policies. New community services shall only be provided to lands within the UCB. This, along with refined development patterns, will serve to focus growth and lead to greater efficiencies in the provision of services. Servicing is currently in place or available to meet Nanaimo's anticipated growth over the next 20 to 25 years.

### 3 Regional Context Statement Cont.



#### RGS Goal 8 Cooperation Among Jurisdictions

To 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.

This Plan supports full collaboration at the local level among Council, citizens, the business community, stakeholders and special interest groups in establishing the design, character, and uses on lands within the Urban Nodes, Corridors, and Neighbourhood and other land use designations of planNanaimo.

Ongoing consultation with the public and other interested parties will continue through regularly scheduled Council meetings, involvement of the Plan Nanaimo Advisory Committee on the review of amendment applications, public information meetings, public hearings, and expansion of the City's website.

planNanaimo supports ongoing efforts to work with the Town of Qualicum Beach, City of Parksville, District of Lantzville and the RDN in creating and implementing a shared future for the mid-Island area. In addition, this Plan supports efforts to work with the Snuneymuxw First Nation on achieving shared goals and objectives.

Overall, all policies of planNanaimo are fully consistent with the RGS.

#### 3.3 Implementation of the Regional Context Statement

Any future changes to planNanaimo will follow the fundamental principles of the Regional Growth Strategy. The City will uphold the fundamental principles of the Regional Growth Strategy, including:

- **Strong Urban Containment** with the delineation of the UCB
- **Support Nodal Development** through the designation of Urban Nodes and Corridors
- **Protect Rural Integrity** by limiting urban impacts on rural and resource lands
- **Protect the Environment** by implementing policies and Development Permit Area guidelines that provide enhanced protection for the sensitive lands and waterways
- **Improve Mobility** through diversifying options for traveling in and around Nanaimo
- **Promote a Vibrant and Sustainable Economy** through focused development and a positive approach to growth
- **Provide Efficient Servicing** by encouraging infill and the effective use of infrastructure
- **Cooperate with other Jurisdictions** by working together to promote shared goals and visions for the area

**Section to be removed once inconsistency issues are resolved**

This OCP and the Regional Growth Strategy are inconsistent in the following area:

**Urban Containment Boundary.**

As shown on Figure 1, the Plan illustrates a different urban containment boundary than is currently described in the RGS. Additions to and deletions from the boundary have occurred during Plan preparation.

An amendment to the UCB within the City of Nanaimo will follow the process established in planNanaimo and be in effect following adoption within that process. The RDN will follow their process and include a similar UCB change to the RGS during a future review.



## Part C Plan Goals, Objectives and Policies



- 1 Goal One** Manage Urban Growth
- 2 Goal Two** Build A More Sustainable Community
- 3 Goal Three** Encourage Social Enrichment
- 4 Goal Four** Promote A Thriving Economy
- 5 Goal Five** Protect and Enhance Our Environment
- 6 Goal Six** Improve Mobility and Servicing
- 7 Goal Seven** Work Towards A Sustainable Nanaimo

# 1 Goal One Manage Urban Growth



Goal One of planNanaimo is to “**manage urban growth**” which means focusing urban development within a defined Urban Containment Boundary (UCB). The City of Nanaimo has worked to contain urban growth since the late 1980s and continues to encourage the development and redevelopment of lands within a defined containment boundary.

The establishment of the UCB is fundamental to managing urban growth and reducing urban sprawl by guiding development to areas that already have urban services. The reasons for supporting a UCB are numerous: containing growth leads to the more efficient use of roads, sewer, water, and storm services; focused growth provides tax savings as new development can use existing infrastructure; concentrating urban development can generate a development pattern and population density allowing for better public transit; and containing growth can help protect environmentally sensitive areas in their natural state and rural lands from the intrusion of urban uses.

The UCB clearly defines those areas of the city where urban

growth is expected and where urban services will be available. Under existing zoning for single family and multi-family residential uses, there is enough serviced land, either vacant or underutilized land, within the UCB to house the overall projected housing demand to 2031 (even without rezoning to allow for higher densities in the Urban Nodes and Corridors). The UCB ensures future growth will focus in areas where urban uses make sense from social, economic, and environmental perspectives.

Community consultation on criteria for amending the UCB has focused on “need.” For many citizens, the UCB should only be amended once there is a defined need for new lands for development. Citizens also recommended that lands within the UCB should not include Agricultural Land Reserve lands in order to protect working farmland, and that environmentally sensitive areas should be protected.

An illustration of the UCB is shown in Figure 1.





**Figure 1** Urban Containment Boundary

## 1 Goal One Manage Urban Growth Cont.

### Objectives

**To maintain an Urban Containment Boundary.** The Plan supports the maintenance of an Urban Containment Boundary (UCB). Amendments to the UCB will only be considered where they can meet defined criteria and only within the review time frames specified in this Plan.

**To separate urban and rural lands.** The UCB shall provide a clear separation between urban and rural land uses. Urban development outside the UCB is not supported.

**To ensure efficiencies in servicing.** Full urban services shall be provided to all lands within the UCB. Infill development on vacant or underutilized land is encouraged.

**To protect the environment.** Environmentally sensitive lands, including watercourses, must be protected. The development of lands containing sensitive areas or watercourses must meet all the criteria outlined in the applicable Development Permit Area guidelines.

**To reduce consumption.** Focusing growth within the UCB will encourage the more efficient use of finite resources and allow the development of greater efficiencies in community services such as transit.

**To recognize the needs of Nanaimo's citizens.** Amendments to the UCB will only be considered where the impacts on surrounding land uses are minimal and can be mitigated.

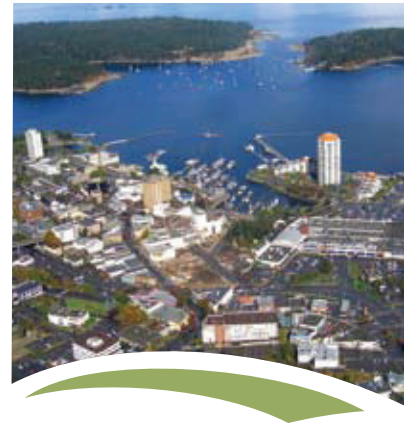
### Policies

- 1 The UCB is shown on Map 1.
- 2 Revisions to the UCB will only be considered every three years, from 2010-NOV-01, or as part of a major review of this Plan or the RDN's Regional Growth Strategy.
- 3 Future changes to the UCB will be considered on the basis of the following:
  - in the case of land proposed for inclusion inside the UCB, the land is not in the Agricultural Land Reserve;
  - the City deems there is a community need to move the UCB to either include the land inside the UCB or to exclude the land from inside the UCB;





- the inclusion of the land inside the UCB, or the exclusion of the land from inside the UCB, on balance contributes towards the goals of the Regional Growth Strategy.
- 4 The City will work toward full community servicing (road, sewer, water, and storm) for all lands within the UCB.
  - 5 For those areas within the city that are located outside the UCB, no new community water or community sewer services will be extended to those lands except for health or environmental reasons.
  - 6 The City will consider the supply of water services beyond city boundaries to the adjacent communities of Lantzville, and to Snuneymuxw First Nation lands, subject to servicing agreements.



## 2 Goal Two Build A More Sustainable Community



### 2.1 Urban Nodes

### 2.2 Corridors and

#### Commercial Centres

### 2.3 Neighbourhood

### 2.4 Industrial

### 2.5 Light Industrial

### 2.6 Urban Reserve

### 2.7 Resource Protection

### 2.8 Parks and Open Space

### 2.9 Waterfront

Goal Two of planNanaimo is to **“build a more sustainable community”** which means creating **urban nodes** and **corridors** that support higher densities and a wider range of amenities and services than found in the surrounding residential neighbourhoods.

As a linear city, Nanaimo’s urban form and structure is composed of urban nodes connected by corridors and a network of residential neighbourhoods. The Urban Nodes, Corridors, and Neighbourhoods concept will assist in achieving sustainability for the city by providing locations for higher density growth and activity in the urban nodes and corridors, with lower density in the surrounding neighbourhoods.

Urban nodes are defined areas of concentrated urban use in the city. They have a distinct focus and character and are centres for activity. Urban nodes combine a mixture of land uses, including places to gather and open space for public enjoyment. Also viewed as areas of attraction, urban nodes in Nanaimo draw people from a regional or citywide base and are diverse both spatially and by character. The highest levels of residential density and the most intensive land uses are found in,

and will be directed toward urban nodes. Urban nodes (and their primary focus) for Nanaimo include Woodgrove / North (shopping), Downtown (cultural), University (educational, recreational), Hospital (health), and South Nanaimo (shopping). The character of each of these urban nodes will be recognized and enhanced through opportunities for new development.

Urban nodes are connected by corridors that have a primary focus on higher density residential and mixed use development, particularly with commercial or public space at ground level with residential in the storeys above. Like the urban nodes, existing corridors have their own unique mix of uses, and the character of each corridor will be protected as new development occurs, integrated into the existing mix to protect established streets and views. Corridors are intended to develop in a way that is transit oriented and pedestrian-scaled, offering living, shopping, and working opportunities within the corridor.

Nodes and corridors are supported by and provide services to **neighbourhoods**. The primary focus of neighbourhoods is lower density residential development

including, but not limited to, single family dwellings and ground oriented townhouses along major roads or in appropriate locations. Neighbourhood Centres will provide a “heart” of commercial, public, and other mixed land uses to the neighbourhoods. Nanaimo is made up of many different neighbourhoods, each with its own mix of land uses. New development must recognize the distinctive character of each neighbourhood, and be designed to work with the existing landscape.

Overall, **“build a more sustainable community”** will be realized in a range of distinct urban nodes and corridors that will offer a variety of lifestyle choices in a pleasant, livable, urban environment. An illustration of the urban nodes and corridors concept is shown in Figure 2.

Together with urban nodes, corridors and neighbourhoods, Goal Two identifies additional land use designations, along with goals and policies for each designation, which together are intended to build a more sustainable community. A summary of land use designations is provided in Table 1. The allocation of various land use designations for planNanaimo is presented in **Map 1 - Future Land Use Plan** and forms part of this Plan.



**Table 1** Land Use Designations

Numerous land use designations are provided in support of Goal Two, with each providing its own characteristics.



**Land Use Designations**

- Urban Node**  
The commercial, service, and high density focal points for Nanaimo.
- Residential density of 50-150+ units/ha*  
*Height up to and including high-rise buildings*
- 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*
- Neighbourhood**  
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*
- Industrial**  
Range of industrial uses within industrial parks.
- Light Industrial**  
Mix of technology, research and development, and warehousing and distribution.
- Parks & Open Space**  
Including a range of park sizes, applies to lands that serve as parks, plazas, open spaces and recreation areas.
- Waterfront**  
Applied to ocean and foreshore areas and providing for marinas, ocean-focused industrial uses, as well as commercial, residential, recreation, open space, and pedestrian activity.
- Urban Reserve**  
Recognized for future growth, Area Plans will be required prior to development to address timing and servicing of development, land use and densities, and environmental protection issues.
- Resource Protection**  
Addresses the protection and preservation of environmentally sensitive areas and agricultural lands located adjacent to existing urban areas.





### Figure 2 Urban Nodes and Corridors Concept

## 2.1 Urban Nodes



planNanaimo identifies five **urban nodes** as Downtown Centre, Woodgrove, South Nanaimo, Hospital, and University, shown on Map 1. These Urban Nodes are the commercial, service, and high density focal points of Nanaimo, with the Downtown functioning as the primary urban node in the city. Each will be developed as a “complete community” with a broad range of higher density residential, commercial, community, and open space uses. They will build both on existing development and redevelopment opportunities, with infrastructure that supports high urban densities. In addition, each Node will develop to allow for alternative modes of transportation, including walking, cycling, and public transit.

The Downtown Centre Urban Node is the focal point of Nanaimo. The Downtown provides a variety of retail shops, a range of housing opportunities, professional offices and services, and the majority of cultural attractions in the city. Along with a spectacular waterfront walkway and large civic park, the Downtown serves as the community's gathering space for events and festivals. The Downtown is the historical, cultural, professional and business centre of Nanaimo. This Plan supports the continued development of Downtown Nanaimo as the heart of the city.

Similar to the Downtown, each of the Urban Nodes can also be viewed as an ‘attraction centre’ that, because of its unique character and focus, has an ability to attract residents and visitors to each location. The Urban Nodes are defined in Table 2.

### Objectives

**To support focused urban growth.** planNanaimo supports focusing higher intensity land uses to the five Urban Nodes.

**To recognize the unique characteristics of each Node.** The character of each Node will be recognized and enhanced through opportunities for new development and redevelopment, as shaped by area plans, for each Urban Node.

**To increase the mix and intensity of land uses.** planNanaimo supports opportunities to increase the mix and intensity of uses within each Node.

**To provide public places and spaces.** Each Node shall provide public places and spaces appropriate to the mix of uses and range of services available in each Node, while recognizing the Downtown Node's role as the primary focus for community events and gatherings.

**To encourage higher residential densities.** Urban Nodes shall be the focus of the highest residential densities in Nanaimo, with a form appropriate to each Node to be determined through an area plan process.

**To encourage sustainability in transit and alternative modes of transportation.** Urban nodes shall serve as focal points for transit and will be linked by trails to neighbourhoods to encourage walking and cycling.

**To encourage new diversity in employment and jobs close to home.** Urban Nodes will be the focus for a variety of economic activities appropriate to the character of each node. New employment will be encouraged to locate in the Urban Nodes and be easily accessible to residents by foot, bike, or transit.

**To protect and enhance the environment.** Environmental features such as watercourses or habitat areas within Urban Nodes shall be protected through the development of policies that respect the environment and integration of land uses, and new uses shall be considered against their impact on air, water, and land quality.

**To reduce consumption and promote conservation.** Whenever possible, new and existing development will implement measures to reduce consumption through increased recycling, decreased water use, the use of alternative energy sources, or other innovative techniques and practices.

**To recognize the needs of Nanaimo's citizens.** Each Urban Node will contain an appropriate mix and range of services oriented toward the social, health, and recreational needs of residents both in the Urban Node and in the surrounding community. Community services will be developed in consultation with both residents and the people who use them, and will be located where they are easy to access and close to their target populations.



## 2.1 Urban Nodes Cont.

**Table 2** Urban Nodes - Focus and Character

Urban Node	Focus and Character
<b>Downtown Centre</b>	City-wide and regional centre for arts and culture, celebrations and festivals, commercial services, civic facilities, government and professional offices, and higher density residential
<b>Woodgrove</b>	Regional commercial centre characterized by intensive retail and service uses with future focus on expanding higher density residential uses
<b>South Nanaimo</b>	Regional commercial centre characterized by intensive retail and service uses as well as higher density residential and light industrial uses
<b>Hospital</b>	City-wide and regional centre for health services, seniors housing, professional offices, and higher density residential
<b>University</b>	City-wide and regional centre for educational and recreational services as well as related commercial, professional services, and higher density residential



## Policies

### Downtown Centre Urban Node

- 1 The Downtown Centre Urban Node is the primary Urban Node in the city. The downtown shall remain the civic heart of Nanaimo, and be a welcoming place for residents to work, live, and visit.
- 2 A variety of housing forms shall be encouraged to meet changing demographics and a mix of income levels; variety shall also be encouraged in the forms of commercial and professional uses, and parkland and open space.
- 3 Residential densities of >150 units per hectare in high rise building forms shall be supported for the Downtown Centre Urban Node. Medium density residential development within a 50 to 150 units per hectare range is also supported.
- 4 Municipal, provincial and federal governments are encouraged to maintain a strong presence Downtown.
- 5 The Downtown's role in tourism shall be strengthened through cooperation with local businesses and associations and the development of services that support tourism.
- 6 The identity of Downtown Nanaimo will continue to develop around a strong "arts and culture" theme that encourages activities that showcase Nanaimo's evolution as a cultural capital. The *Nanaimo Cultural Strategy* provides further policy for cultural development in the Downtown.
- 7 The continued development of unique and interesting commercial and service uses Downtown shall be supported by this Plan.
- 8 Public gathering places shall be provided in a diversity of plazas and open spaces, welcoming residents and visitors alike.
- 9 Transit, bike routes, and pedestrian friendly routes will be developed to reduce automobile dependency Downtown.
- 10 Public safety will be promoted through sensible design and community based policing methods.
- 11 Future social and community services will be distributed among the Urban Nodes and Corridors identified in this Plan to best meet the needs of residents and the target populations, and will not necessarily be concentrated in Downtown.



## 2.1 Urban Nodes Cont.



- 12 Ecological features, such as steep slopes, watercourses, riparian areas, significant trees, and environmentally sensitive lands are recognized as attributes and development shall proceed only where the impacts on these features are minimized and can be mitigated.
- 13 Energy efficient building design and practice will be promoted. Green Building strategies will be encouraged for all commercial, professional, or institutional facilities to reduce the use and waste of water and energy resources and to reduce greenhouse gas emissions.
- 14 The *Nanaimo Downtown Plan* is the Area Plan for Downtown and will be used as the guiding document for the Downtown. In addition, planNanaimo supports the implementation of the *Downtown Urban Design Plan and Guidelines*.

### Woodgrove Urban Node

- 15 Development form will support the function of the Woodgrove Urban Node as the northern regional centre for commercial and personal service facilities.
- 16 Residential densities of >150 units per hectare in high rise building forms shall be supported for the Woodgrove Urban Node. Medium density residential development within a 50 to 150 units per hectare range is also supported.
- 17 Higher density residential housing that meets changing demographics and a variety of income levels shall be encouraged within the Woodgrove Urban Node; the relationship of new higher density housing developments with surrounding land uses shall be carefully reviewed to ensure that the mix and intensity of land uses remains compatible.
- 18 Free standing retail warehouses or large box retailers will be permitted in the Woodgrove Urban Node. Large box retailers are retail stores that have a gross floor area of approximately 50,000 ft<sup>2</sup> (4645 m<sup>2</sup>) or more, generate high volumes of shopping traffic, require extensive parking and service a regional market.
- 19 New development or redevelopment that mixes land uses is encouraged for the Woodgrove Urban Node.
- 20 New development or redevelopment of the lands within the Woodgrove Urban Node shall provide for the safe, efficient, and effective travel for pedestrians, cyclists, transit users, and drivers through the development of a transit exchange and clearly defined paths and trails for bikes and walkers.

- 21 Public safety will be promoted through sensible design and community-based policing methods.
- 22 Future social and community services appropriate to the mix of land uses and demographics both within and surrounding the node shall be encouraged to locate within the Woodgrove Urban Node. This Plan supports the development of Urban Nodes with a broad social mix and access to adequate housing at all income levels.
- 23 Ecological features, such as steep slopes, watercourses, riparian areas, significant trees, and environmentally sensitive lands are recognized as attributes and development shall proceed only where the impacts on these features are minimized and can be mitigated.
- 24 Energy efficient building design and practice will be promoted. Green Building strategies will be encouraged for all commercial, professional, or institutional facilities to reduce the use and waste of water and energy resources and to reduce greenhouse gas emissions.
- 25 An Area Plan will be developed for the Woodgrove Urban Node in consultation with residents, business owners, and stakeholders.



### **South Nanaimo Urban Node**

- 26 Development form will support the function of the South Nanaimo Urban Node as both a finely grained, highly integrated mix of commercial and residential land uses with various forms of commercial/office development and densities of residential development, and a regional scale shopping centre with retail commercial and services.
- 27 Residential densities of >150 units per hectare in high rise building forms shall be supported for the South Nanaimo Urban Node. Medium density residential development within a 50 to 150 units per hectare range is also supported.
- 28 Free standing retail warehouses or large box retailers will be permitted in the South Nanaimo Urban Node. Large box retailers are retail stores that have a gross floor area of approximately 50,000 ft<sup>2</sup> (4645 m<sup>2</sup>) or more, generate high volumes of shopping traffic, require extensive parking and service a regional market. Any large format retailing will be required to implement street oriented design formats that create vibrant and accessible streetscapes for pedestrians.
- 29 Each phase of development shall deliver a balanced mix of land uses supported by community amenities, parks and open space.
- 30 The South Nanaimo Urban Node shall develop from transit oriented design principles. The intensification of land uses in support of these principles is intended to result in a more complete, compact community meeting new standards of sustainable development.

## 2.1 Urban Nodes Cont.

- 31 The scale and distancing of development forms shall encourage walking and cycling among the features in the South Nanaimo Urban Node. A standard for providing commercial, service and a range of residential opportunities shall be established within a 10 minute walking radius (less than one kilometre). An integrated network of roads, sidewalks and trails will reduce walking distances and provide for safe movement through the Urban Node.
- 32 The concentration of commercial, office and services provided within this Urban Node shall be developed to support the daily commercial and service needs of the surrounding community, reducing the need for automobile based travel to other services in Nanaimo.
- 33 The development of the South Nanaimo Urban Node shall incorporate strategies to enhance the social, economic, and environmental features both of the area and the City of Nanaimo.
- 34 Parks and open space shall be provided in a variety of formats using the existing natural features within this Urban Node and meeting the needs of residents and users. Gathering spaces shall be integrated into planned developments to create places for public rest and relaxation. Parks and open space shall serve as the organizing element for the development of the Node and shall show clear connections and integration.
- 35 The South Nanaimo Urban Node shall provide for the safe, efficient, and effective travel for pedestrians, cyclists, transit users, and drivers through the development of a transit centre and clearly defined paths and trails for bikes and walkers. Priority shall be given in the planning of roadways to the safety of the non-motorized traveler.
- 36 A traffic management plan must be developed for the South Nanaimo Urban Node as part of any zoning amendment application. The traffic management plan must contain measures for minimizing the impact of traffic on existing neighbourhoods and local roads.
- 37 The development of a highway interchange shall place priority on the safety of the traveling public, both for automobile users and users of alternative forms of transportation.
- 38 Ecological features, such as steep slopes, watercourses, riparian areas, significant trees, and environmentally sensitive lands are recognized as attributes and development shall proceed only where the impacts on these features are minimized and can be mitigated.
- 39 The preservation and restoration of environmentally sensitive lands (such as the Nanaimo River Estuary) shall be supported in this Node through the Watercourse DPA (DPA 1).

- 40 Public safety will be promoted through sensible design and community based policing methods.
- 41 Future social and community services appropriate to the mix of land uses and demographics both within and surrounding the node shall be encouraged to locate within the South Nanaimo Urban Node. This Plan supports the development of Urban Nodes with a broad social mix and access to adequate housing at all income levels.
- 42 Energy efficient building design and practice will be promoted. Green Building strategies will be encouraged for all commercial, professional, or institutional facilities to reduce the use and waste of water and energy resources and to reduce greenhouse gas emissions.
- 43 The South Nanaimo Master Plan shall be developed in consultation with the Chase River neighbourhood and the Snuneymuxw First Nation, and be adopted as the Area Plan for this Node.

### **Hospital Urban Node**

- 44 Development form will recognize the hospital area as the core district for health services for the city and mid-Island region.
- 45 The Hospital Urban Node is recognized as having a major employment focus for Nanaimo, and is supported by this Plan.
- 46 Future health-related professional offices and services shall be encouraged to locate in the Hospital Urban Node.
- 47 Residential densities of >150 units per hectare in high rise building forms shall be supported for the Hospital Urban Node. Medium density residential development within a 50 to 150 units per hectare range is also supported.
- 48 Higher density residential housing that meets a mix of demographic needs and a variety of income levels shall be supported for the Hospital Urban Node. This includes housing and services directed toward seniors.
- 49 The movement and safe access of emergency and support vehicles shall be provided for in plans for the new development or redevelopment of lands.
- 50 Parking and traffic issues in the Hospital Urban Node are recognized, and the development or redevelopment of lands within the node must provide for the safe and efficient movement of non-automobile travelers.
- 51 The development of a transit exchange is supported within this Node to focus transit users to one accessible and central location.



## 2.1 Urban Nodes Cont.



- 52 New development or redevelopment of the lands within the Hospital Urban Node will contain measures to minimize any traffic impact on existing neighbourhoods and local roads.
- 53 Parks and open space are integral to the well being of residents and users of health facilities in this Urban Node. New opportunities to integrate parks and open spaces shall be considered in all development proposals.
- 54 Future social and community services appropriate to the mix of land uses and demographics both within and surrounding the Node shall be encouraged to locate within the Hospital Urban Node. This Plan supports the development of Urban Nodes with a broad social mix and access to adequate housing at all income levels.
- 55 Ecological features, such as steep slopes, watercourses, riparian areas, significant trees, and environmentally sensitive lands are recognized as attributes and development shall proceed only where the impacts on these features are minimized and can be mitigated.
- 56 Energy efficient building design and practice will be promoted. Green Building strategies will be encouraged for all commercial, professional, or institutional facilities to reduce the use and waste of water and energy resources and to reduce greenhouse gas emissions.
- 57 An Area Plan will be developed for the Hospital Urban Node in consultation with area residents, business owners, and stakeholders.

### University Urban Node

- 58 Development form will recognize the University Urban Node as the focus of post secondary education, institutional, and recreational uses for Nanaimo. Future educational, recreational, and student oriented services shall be encouraged to locate to this Node.
- 59 Residential densities of >150 units per hectare in high rise building forms shall be supported for the University Urban Node. Medium density residential development within a 50 to 150 units per hectare range is also supported.

- Higher density residential housing that meets a mix of demographic needs and a variety of income levels shall be supported for this Urban Node.
- 60

- The University Urban Node is recognized as having a major employment focus for Nanaimo, and is supported by this Plan.
- 61

- The development and redevelopment of land in this Node will seek to attract investment, strengthen the city's competitive position and draw upon the research and development expertise of Vancouver Island University and Federal, Provincial and private research office facilities.
- 62



- 63 Priority shall be given to the safe movement of pedestrians and non-automobile traffic in the development or redevelopment of lands within this Node.
- 64 The existing location of a centralized transit hub is recognized and supported in this Plan. Any future development or redevelopment of land will be required to integrate pedestrian access through the development to this transit hub, or propose a new location that better serves the traveling public.
- 65 Any development or redevelopment of lands within this Node shall integrate parks and open space into the design proposal. Priority shall be placed on the development of gathering spaces that cater to pedestrians and cyclists.
- 66 Future social and community services appropriate to the mix of land uses and demographics both within and surrounding the Node shall be encouraged to locate within the University Urban Node. This Plan supports the development of Urban Nodes with a broad social mix and access to adequate housing at all income levels.
- 67 Ecological features, such as steep slopes, watercourses, riparian areas, significant trees, and environmentally sensitive lands are recognized as attributes and development shall proceed only where the impacts on these features are minimized and can be mitigated.
- 68 Energy efficient building design and practice will be promoted. Green Building strategies will be encouraged for all commercial, professional, or institutional facilities to reduce the use and waste of water and energy resources and to reduce greenhouse gas emissions.
- 69 An Area Plan will be developed for the University Urban Node in consultation with residents, business owners, and stakeholders within and around this Node. This Area Plan may be initiated by Vancouver Island University and, subject to meeting the policies contained in the Plan, may be adopted as the Area Plan for the University Urban Node.



## 2.2 Corridors and Commercial Centres



**Corridors** are the urban arterials and major collector roads that bisect Nanaimo, and are the linear focal areas for higher levels of residential densities, services, and amenities. While these corridors were originally intended to expedite vehicle travel through the city, planNanaimo supports a broader approach where the Corridors evolve with new multiple uses.

Commercial services in mixed use developments will be encouraged to concentrate along Corridors, together with new multi-unit residential developments and public amenities. The overall design of corridors will support the needs of pedestrians, cyclists, and public transit with aesthetic characteristics that contribute to a vibrant economy and street life. The development of the Corridors will benefit the city by linking Urban Nodes with energetic and human scale connectors to other Urban Nodes and Neighbourhoods. It is intended that each Corridor will build on the unique characteristics of the surrounding Urban Nodes and Neighbourhoods, and will contain an individualized mix of uses and services.

Within Corridors, Commercial Centres are existing concentrations of commercial uses distributed across the city. These Commercial Centres are generally characterized by the provision of retail services as a stand alone format, but may also contain a significant component of surrounding residential, amenity, and public uses.

Uses within the Commercial Centres include small scale local shopping providing for the day to day needs of local residents (Commercial Centres - Neighbourhood) and city-wide shopping that meets the needs of a larger trade area (Commercial Centres - City). Concentrations of higher density residential development often accompany these centres. Future residential development surrounding Commercial Centres is encouraged. Ultimately, it is the objective of this Plan that these Commercial Centres will more fully develop with a range of commercial, recreational, residential, community, and transportation services.

### Objectives

**To support higher intensity land uses in Corridors.** planNanaimo supports the focus of medium to high density residential, mixed use commercial / residential, and office land uses in the Corridors.

**To increase residential densities and the mix of land uses.** Opportunities to increase the mix and intensity of uses along the Corridors will be supported through development and redevelopment opportunities.

**To encourage sensitivity in the form of residential densities.** The Corridors shall be the future focus of mid to high level residential densities that recognize a human scale and pedestrian oriented form of development.



**To provide public places and spaces.** Each Corridor shall contain or provide access to public places and spaces appropriate to the mix of uses and range of services available in each Corridor.

**To encourage sustainability in transit and other alternative modes of transportation.** The primary role of the Corridors for automobiles shall be expanded to recognize Corridors as the linkage between Urban Nodes and Neighbourhoods for transit routes and as opportunities for walking and cycling.

**To protect the environment.** Environmental features such as watercourses or habitat areas within these medium density, medium intensity land use centres shall be protected through the development of policies that respect the environment and the integration of land uses, and new uses shall be considered against their impact on air, water, and land quality.

**To reduce consumption.** Whenever possible, new and existing development will implement measures to reduce consumption through increased recycling, decreased water use, the use of alternative energy sources, or other innovative techniques and practices.

## Policies

- 1 Development in the Corridors will be characterized by a mix of residential, commercial, professional, and service uses, with residential developed at medium to high level densities. Residential densities of 50 to 150 units per hectare in two to six storey building forms shall be supported for the Corridors.
- 2 Uses in Commercial Centres will include community services and facilities, and personal service, commercial and retail facilities. Local service, institutional (including schools) and higher density residential uses shall also be supported in the Commercial Centres designation.
- 3 For Commercial Centres – City, residential densities of >150 units per hectare in high rise building forms is permitted. For Commercial Centres – Neighbourhood, residential densities of 50 to 150 units per hectare in two to six storey building forms is permitted.
- 4 Stand alone commercial services shall be supported in the Commercial Centres designations. Higher density stand alone residential uses shall be supported in both the Corridors and Commercial Centres.



## 2.2 Corridors and Commercial Centres Cont.



- 5 Commercial services within mixed use developments shall be supported in the Corridors designation. In mixed use developments, ground floor uses will be retail, office, or community uses that invite public activity. Residential and/or professional uses will be encouraged in upper storeys.
- 6 Public parks and open spaces in the form of urban plazas, community gardens, and landscaped boulevards and open spaces are encouraged in Corridors.
- 7 The importance of the Corridors as connectors between Urban Nodes and Neighbourhoods is recognized in this Plan. The development of these connections for the safe movement of pedestrians, cyclists and transit shall be a priority in any new development proposal.
- 8 The redevelopment of any Corridors to improve automobile travel shall also consider improvements that add to the human scale of the corridor, increase the proportion of landscaping and green space, and improve safety for non-motorized travelers. Sidewalk and landscaping design will enhance pedestrian and vehicle separation.
- 9 The development of primary parking areas between the front face of the buildings and the Corridors is not permitted.
- 10 Development in the Corridor designation will address the interface between Corridors and Neighbourhoods. Design elements of building siting, height and massing (including stepped back upper floors) will be used to ensure a transition from the Corridor to the adjacent Neighbourhood scale.
- 11 Ecological features, such as steep slopes, watercourses, riparian areas, significant trees, and environmentally sensitive lands are recognized as attributes and development shall proceed only where the impacts on these features are minimized and can be mitigated.
- 12 Energy efficient building design and practice will be promoted. Green Building strategies will be encouraged for all commercial, professional, or institutional facilities to reduce the use and waste of water and energy resources and to reduce greenhouse gas emissions.
- 13 Future social and community services appropriate to the mix of land uses and demographics both within and surrounding the node shall be encouraged to locate within the Corridors. This Plan supports the development of Corridors with a broad social mix and access to adequate housing at all income levels.
- 14 Area Plans, including urban design guidelines, shall be developed for Stewart Avenue and Third Street Corridors within the timeframe of this Plan. The Bowen Corridor, the Northfield Corridor, and other corridor designations will likely require Area Plans beyond the timeframe of this Plan.

## 2.3 Neighbourhood

Each city neighbourhood has a unique character - a combination of history, housing style, physical setting, location and people. Neighbourhoods are the building blocks of the city and their diversity and identity contribute to Nanaimo's vitality. Much of the city's existing stock of affordable housing is found in older neighbourhoods such as Townsite, Harewood, and the Southend. In order to maintain the viability, livability and affordability of these neighbourhoods, it is critical that the City continue to invest in infrastructure upgrades as required, enhance recreation and park facilities as needed, and ensure that new development is in harmony with the existing neighbourhood.

A mix of housing types is encouraged in all neighbourhoods including single family dwellings and multiple family units. High rise residential shall not be located in neighbourhoods.

The Neighbourhood designation applies to the lower density residential areas that characterize much of the land base of Nanaimo. The form of development is generally one or two storey ground oriented residential uses along with small scale commercial and institutional services and pockets of mid-intensity multi-unit developments. The Neighbourhood designation also allows for:

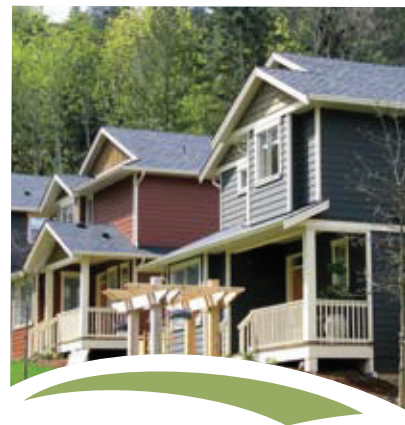
- Parks and open space;
- Special needs housing, secondary suites, and home-based businesses; and
- Local service centres offering residents day to day shopping needs and conveniences.

At specific locations, neighbourhood Commercial Centres could be supported as the current and/or future sites for higher density residential, commercial, and institutional developments, including schools, subject to the neighbourhood planning process.

Most of the developable land for future growth in the City lies within existing Neighbourhoods, Corridors, or Urban Nodes. Therefore, infill and redevelopment of existing neighbourhoods is inevitable. The purpose of this Plan is to ensure that infill and redevelopment is sensitive to neighbourhood character and meets the needs of a changing population.

The following list of completed Neighbourhood and Area Plans are adopted as amendments and form part of the OCP. Neighbourhood and Area Plans provide more detailed policies which guide future land use and development, among other matters, for a specific neighbourhood area of the city. Planning Areas and completed Neighbourhood and Area Plans are shown in Figure 3.

- Old City Neighbourhood Plan
- Chase River Neighbourhood Plan
- Rocky Point, Hammond Bay, Stephenson Point Neighbourhood Plan
- Departure Bay Neighbourhood Plan
- Nanaimo Downtown Plan



## 2.3 Neighbourhood Cont.

### Objectives

**To maintain the character and livability of existing neighbourhoods.**

Ensure that new development and redevelopment maintains and enhances the residential character of existing neighbourhoods.

**To maintain the viability of existing older neighbourhoods.** Reinvest in older neighbourhoods through infrastructure upgrades, expansion of community and recreational services, and open space.

**To increase housing choice.** Encourage developments that increase housing choice and complement existing neighbourhood character.

**To provide access to basic community services.** Build appropriate community uses into new developments, and allow these services to develop in existing neighbourhoods.

**To provide access to neighbourhood level services.** Develop service centres in new neighbourhoods and support the development of neighbourhood commercial centres and local service centres in existing neighbourhoods to move Nanaimo's neighbourhoods towards more complete communities. The development and support of these centres will also reduce the consumption of fossil fuels and energy use if goods and services can be accessed within each neighbourhood.

**To protect the environment.** Environmental features such as watercourses or habitat areas within these neighbourhoods shall be protected through the development of policies that respect the environment and the integration of land uses, and new uses shall be considered against their impact on air, water, and land quality.

**To build community spirit and cohesion.** Provide for neighbourhood planning and encourage community participation in civic activities.



## Policies

- 1 The Neighbourhood designation provides for lower density residential areas along with parks and open spaces, schools, and local service centres supporting residential neighbourhoods.
- 2 Development in neighbourhoods will be characterized by a mix of low density residential uses and may include detached and semi-detached dwelling units, secondary suites, special needs housing, mobile homes, duplexes, triplexes, quadruplexes and townhouses. Residential densities from 10 to 50 units per hectare, in two to four storey building forms, will be supported in neighbourhoods.
- 3 Commercial Centres – Neighbourhood designations are supported within neighbourhoods, and as identified through the neighbourhood planning process.
- 4 Local service centres provide small scale commercial and community services within neighbourhoods. These service centres are permitted in locations on a collector road and within a walkable distance for neighbouring residents.
- 5 The development or redevelopment of lands within existing Neighbourhood designated areas shall consider the surrounding context, including architecture, scale, densities, and lot and lane configuration, when creating innovative designs which fit a variety of housing forms and enhance the livability of the area.
- 6 Parks and open space shall form an integral component of the land base in neighbourhoods.
- 7 Trail connections and sidewalks will encourage safe pedestrian movement throughout the neighbourhoods.
- 8 The infill of residential lots is encouraged and will be designed to complement existing neighbourhood character including the ground oriented nature of existing housing.
- 9 Ecological features, such as steep slopes, watercourses, riparian areas, significant trees, and environmentally sensitive lands are recognized as attributes of the site, and development shall proceed only where the impacts on these features are minimized and can be mitigated.
- 10 A clustered housing design approach to development is encouraged to protect environmentally sensitive features, steep slope and hazard lands, and provide for open spaces in neighbourhoods.





## 2.3 Neighbourhood Cont.



- 11 Steep slope properties included in Development Permit Area 5 may be considered for additional density, in exchange for the preservation of open space, so long as the overall density of the site does not exceed that allowed within the Neighbourhood designation.
- 12 The integration of higher density forms of ground oriented residential housing shall be encouraged on major roads and within and adjacent to Commercial Centres - Neighbourhood.
- 13 This Plan supports the development of a mix of residential options for all demographic categories and levels of affordability across the city. However, isolated residential developments, which are secured and gated as stand alone housing, are not supported in the Neighbourhood designation.
- 14 Home-based business secondary to the principal residence will be encouraged provided that such businesses are compatible with existing adjacent uses and the environment.
- 15 Historic structures, places and trees will be identified and preserved in neighbourhoods throughout the city.
- 16 Existing neighbourhood plans are adopted as part of planNanaimo. Neighbourhood plans prepared in the future will also be adopted as part of planNanaimo and will complement the vision, goals, objectives and policies established within this Plan.
- 17 This Plan supports the development of neighbourhood plans for Southend / Nob Hill and Stewart Avenue / Brechin Hill area within the next five years.



\*Based on Statistics Canada Census Tract

**Figure 3** Planning Areas and Neighbourhood and Area Plans

## 2.4 Industrial



The Industrial designation applies to industrial park areas in the city. It is intended to accommodate industrial development and employment centres. The Plan recognizes Nanaimo's historic role as a major industrial centre and also looks to diversify the industrial land base with new uses that add to the employment base and economy of the city.

### Objectives

**To support a diversified economy.** Provide space and opportunities for a diverse economy, serving local, Canadian and international markets.

**To redefine industrial use.** Encourage a broad range of uses in Industrial areas and give flexibility in the definition of what is considered an industrial use.

**To protect industrial lands from conflicting urban land uses.** Ensure future land uses around industrial areas are of a type and design that are not affected by adjacent industrial activities.

**To provide adequate serviced industrial land supply.** Establish sufficient land areas within the city for the development of a diversified economic and employment base.

**To protect the environment.** Environmental features such as watercourses or habitat areas within industrial areas shall be protected through the development of policies that respect the environment and the integration of land uses, and new uses shall be considered against their impact on air, water, and land quality.

### Policies

- 1 Uses in the Industrial designation include processing, manufacturing and assembly operations, storage, warehousing and distribution. 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 the Plan.
- 2 General retail uses will only be permitted in Industrial designations when they are needed to provide services to area employees.



- 3 The City will continue to assess industrial land needs as part of a general industrial and employment strategy for Nanaimo.
- 4 The Industrial designation at Duke Point will support primary and secondary manufacturing and processing industries including marine industries.
- 5 Waterfront lots adjacent to an Industrial designation are designated for marine dependent industrial uses.
- 6 Industrial businesses are encouraged to use available technology to reduce/eliminate noise, odours, and other emissions.
- 7 In Industrial areas, support businesses in developing an eco-industrial network to build efficiencies in energy, resource use, and waste management.



## 2.5 Light Industrial



Increased population will mean increased need for land to support businesses and employment, yet Nanaimo's industrial lands are limited. Retail, office, and recreational uses have encroached into existing industrial areas. In addition, residential uses are being developed adjacent to some established industrial uses. The intrusion of retail, office and residential uses into industrial areas raises many issues including:

- depletion of land availability for industrial use;
- increased traffic, parking and pedestrian conflicts; and
- land use and nuisance conflicts.

In addition, the nature of Nanaimo's economy is changing. In many cases, old definitions of industrial uses are no longer appropriate. The Plan provides for greater flexibility in addressing the type of uses permitted in industrial areas.

To address these issues, the Plan designates Light Industrial areas and protects them from residential intrusion through buffering and design. To limit encroachment and to support development of complete communities, retail and office uses will be directed to designated urban nodes and corridors.

### Objectives

**To support a diversified economy.** Provide space and opportunities for a diverse economy, serving both Canadian and international markets.

**To redefine industrial use.** Encourage a broad range of uses in Light Industrial areas and give flexibility in the definition of what is considered an industrial use.

**To protect industrial lands from conflicting adjacent urban land uses.** Ensure future land uses around industrial areas are of a type and design that are not affected by adjacent industrial activities.

**To protect industry from incompatible uses within industrial areas.** Protect both existing and proposed Light Industrial areas from intrusion by retail, residential and other uses that are incompatible or that can be accommodated within other areas.

**To provide adequate serviced industrial land supply.** Establish sufficient land areas within the city for the development of a diversified economic and employment base.

**To encourage knowledge based industries.** Encourage the development of research, development and high technology industries.

**To protect the environment.** Environmental features such as watercourses or habitat areas within industrial areas shall be protected through the development of policies that respect the environment and the integration of land uses, and new uses shall be considered against their impact on air, water, and land quality.

## Policies

- 1 Permitted in the Light Industrial designation are uses which:
  - generate limited shopping and retail traffic;
  - require large enclosed display and storage areas;
  - have a public retail sales area for products manufactured or assembled on site;
  - require access to major roads for supply and distribution;
  - are not a shopping destination or a primary retail use;
  - are not compatible with residential uses;
  - do not require large customer parking lots and areas; and
  - do not include use of hazardous materials or hazardous waste generation or storage.

Such uses include, but are not limited to processing, manufacturing and assembly operations, storage, warehousing, distribution, equipment sales and repairs, printing and reproduction, construction, wholesale, transportation, communications related businesses, and auto parts retailers.

Rezoning for vehicle sales, repair and rental uses may be supported on properties designated Light Industrial and located within the Shenton and Boban Road industrial areas.



- 2 Land uses in the Light Industrial designation must not:
  - create noise or emissions;
  - operate at hours incompatible with residential uses;
  - require outdoor storage space or be unsightly;
  - use, generate or store hazardous materials.
- 3 Office uses will only be allowed as ancillary to permitted Light Industrial primary uses.
- 4 A substantial buffer of either natural or man-made features, or uses which provide adequate transition to residential uses will be provided between industrial and residential uses.
- 5 To recognize the needs of local entrepreneurs, the City will accommodate small lots and the development of small scale “incubator” facilities in all Light Industrial areas.
- 6 In Industrial areas, support businesses in developing an eco-industrial network to build efficiencies in energy, resource use, and waste management.

## 2.6 Urban Reserve

The Urban Reserve designation identifies areas within the city for future urban development. The lands are placed within an Urban Reserve due to their location adjacent to already developed lands, and in the case of the Jingle Pot area, are already serviced by a community water system. Urban Reserve areas are intended as future neighbourhood areas at urban densities to support an overall sustainable community for Nanaimo. The Urban Reserve designation assists the City in managing its growth over time, and will require that Area Plans are prepared to address issues including timing and servicing of development, land use and densities, and environmental protection issues, prior to consideration of urban development in these areas.

### Objectives

**To manage future urban growth.** Identify areas for future urban density and development within the city.

**To ensure efficient servicing.** Provide for planned capital investment in municipal services for lands adjacent to existing urban areas.

**To contribute to a sustainable community.** Ensure planned future growth areas will achieve urban densities and a mix of uses, and protect environmentally sensitive lands.

### Policies

- 1 Areas identified for future urban development are contained within an Urban Reserve designation.
- 2 The Urban Reserve designation allows for interim rural land uses and density until an Area Plan is completed.
- 3 Urban Reserve areas will not be rezoned for higher density residential development other than that permitted by zoning existing at the time of the Plan's adoption.
- 4 An Area Plan for lands within an Urban Reserve designation will be prepared to provide a comprehensive plan for land uses (including residential, parks and open spaces, and supporting commercial), environmental protection (including wetlands and steep slopes), servicing, integrated stormwater management, transportation, and timing of development.
- 5 Adoption of an Area Plan is required prior to urban development occurring, including further subdivision and servicing of lands, within an Urban Reserve area.

## 2.7 Resource Protection

The Resource Protection designation includes environmentally sensitive areas and agricultural lands located adjacent to the existing urban areas of the city and requiring protection and preservation. These areas provide a green and open space function, as well as opportunity for local food production, and contribute to the sustainability of Nanaimo. The Resource Protection designation includes lands within the Provincial Agricultural Land Reserve (ALR). Resource Protection lands complement the resource lands and open space function of the rural lands immediately outside the city boundary. Resource Protection lands are not needed for urban development over the life of this Plan and instead should be preserved for agricultural, environmental and recreational purposes.

### Objectives

**To protect agricultural resources within the urban area.** Maintain areas of high agricultural and forestry potential and capability for resource uses.

**To protect and preserve environmentally sensitive areas.** Avoid or mitigate disturbance of Environmentally Sensitive Areas (ESAs) from human activities and maintain their ecological function.

### Policies

- 1 ALR and other lands of resource, environmental and open space value are designated as Resource Protection.
- 2 The Resource Protection designation allows for 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 ESAs.
- 3 Policies of Section 5.2, Environmentally Sensitive Areas, of this Plan apply to ESAs within a Resource Protection designation.
- 4 Applications to the Agricultural Land Commission to remove lands from the ALR will not be supported except in extraordinary circumstances where such exclusion would otherwise be consistent with the goals, objectives, and other policies of the Plan.
- 5 Provision for modifications and amendment to the Resource Protection designation through detailed assessment of lands to confirm and refine the extent of environmentally sensitive areas is included in this Plan.



## 2.8 Parks and Open Space



The Parks and Open Space designation applies to lands across Nanaimo that are titled as parkland or otherwise serve as parks, plazas, open spaces, or recreation. Both active and passive parks are included, with a range of park sizes from small neighbourhood parks to large destination park spaces and trails that provide respite and recreation for residents from the mid-Island area. Golf courses, open space areas, regional and provincial parkland, undeveloped Crown lands and environmentally sensitive 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. Approximately 1200 hectares of land within the city are designated Parks and Open Space.

### Objectives

**To provide adequate parks and open space.** Provide opportunities for safe, high quality recreation throughout Nanaimo, to support both residential use and the local tourism industry, in keeping with the goals of the *Parks, Recreation and Culture Master Plan*.

**To improve access to parks and open space.** Acquire lands for future parks in ways that achieve a better distribution of parks throughout the city, balance the provision of “active” and “passive” parks in all parts of the city, and provide for linkages among open spaces.

**To conserve Nanaimo’s natural and cultural heritage.** Support the protection of environmentally and culturally significant areas by acquiring parks and open space.

**To create partnerships.** Work with residents, developers, government agencies, and community organizations in providing, developing, and maintaining parks and publicly accessible open space.



## Policies

- 1 The City's *Parks, Recreation and Culture Master Plan* will be the guiding document for the provision of parks and open space in the city, and will be updated to reflect the policies set out in this Plan.
- 2 Future park land will be acquired in locations indicated generally on Map 1. These locations are intended to be non property specific and indicate general area only. The future park locations on Map 1 are intended to assist the City and land owners to anticipate long-term plans of the City to negotiate the purchase or dedication of park land in accordance with the park acquisition priority list contained in the *Parks, Recreation and Culture Master Plan*. The proposed park identification does not affect current use of the land by the owner.
- 3 Upon subdivision, the 5% dedication of land for parks will be used to acquire lands that complement the City's park and trail system and to fulfill park needs.
- 4 The City will 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.
- 5 The option to accept cash in lieu of 5% dedication will be considered 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 railway system; and
  - no local park land needs are identified.
- 6 Lands acquired for parks may be designated under the Park Designation Bylaw to provide consistent identification of city parks.
- 7 As Urban Nodes develop, and to offset their increased densities and ensure sufficient open space is available to their residents, the City will aim for 20% of the land area of the Urban Nodes to be in the form of parks, trails, plazas and other publicly accessible open space.





## 2.9 Waterfront



The Waterfront designation is applied to ocean and foreshore areas along the waterfront of the City of Nanaimo. It designates lands for marinas, ocean-focused industrial uses, commercial services, residential uses, active recreation, parks and open spaces, viewpoints, and foreshore trails.

These uses are found in concentrated areas along the waterfront. Areas to the north are largely residential, while the intensity of uses grows southward toward the Downtown. Nanaimo's premier urban park, Maffeo Sutton Park and Swy-a-Lana Lagoon, provide a waterfront focal point for the city. Industrial, commercial, and higher density residential uses are also found from Departure Bay to the Southend neighbourhoods. South of Downtown and the Snuneymuxw First Nation lands lies the Nanaimo River Estuary (the second largest estuary on Vancouver Island), which is a highly sensitive habitat and home to more than 200 bird species, four species of salmon, and other plant and animal species that thrive in this delicately balanced environment.

The harbour waterfront from the Departure Bay Ferry Terminal to the Nanaimo River Estuary forms the heart of Nanaimo's "working" waterfront, as well as a major amenity for Downtown and surrounding neighbourhoods. It supports significant marine industries and commercial enterprises, as well as tourism and recreational uses. Retaining the waterfront for marine oriented uses is important to the economic future of Nanaimo.

In the rest of the city, the waterfront forms a primary focal point for the adjacent neighbourhood areas. However, public access to marine and freshwater areas is limited both by natural topography and by private ownership. Achieving a balance among the many values associated with waterfront lands, and particularly between private use and public access, is a challenge addressed by the Plan.

### Objectives

**To increase public waterfront access throughout the city.** Maximize physical and visual public access to both marine and freshwater waterfront throughout the city while minimizing disturbance to waterfront vegetation and environmental features.

**To build a waterfront trail.** Over the long term, complete an uninterrupted waterfront trail from Departure Bay Beach to the Nanaimo River Estuary.

**To protect maritime uses and employment.** Protect waterfront lands for marine dependent uses such as marine industrial services and recreational boating facilities and services.

**To achieve a mix of land uses on harbour front lands without compromising marine activity.** Create a vibrant waterfront through a balance of marine related enterprises, mixed residential development and other uses that invite public use and enjoyment without compromising marine employment.

**To protect habitat.** Balance economic and recreational use of the waterfront with the protection and enhancement of areas of natural foreshore habitat for fish and other aquatic life. Particular focus will be given to protecting the sensitive habitat found in the Nanaimo River Estuary.

**To preserve views of Departure Bay Newcastle Channel and the Inner Harbour.** Protect the character and extent of existing views of the inner harbour and Newcastle Channel during development of harbour front lands.

**To cooperate with the Nanaimo Port Authority and Snuneymuxw First Nation on waterfront planning.** Work with these authorities on harmonizing the Nanaimo Harbour Master Plan and First Nation's plans with the objectives and policies of this Plan.



## Policies

### Public Waterfront Access

- 1 The City will seek to enhance public access to all waterfront areas (both marine and freshwater) by encouraging the Approving Officer to exercise his or her authority under the *Land Title Act* (section 75) to procure dedicated access strips to the waterfront to the maximum extent provided for in the *Act*.
- 2 The City will endeavour to obtain right-of-way agreements with landowners to allow for public access to the waterfront for other development projects where the provisions of the *Land Title Act* do not apply.
- 3 Waterfront lands will be a priority in future park land acquisition.
- 4 Ensure that waterfront views and access are maintained in the design of waterfront development.

## 2.9 Waterfront Cont.

### Waterfront Trail

- 5 An uninterrupted waterfront trail will be constructed from Departure Bay Beach to the northerly extent of the Nanaimo River Estuary. To build the trail, the City will:
  - Work in conjunction with the Nanaimo Port Authority, Snuneymuxw First Nation and British Columbia Ferry Services Inc. (BC Ferries) to extend the Waterfront Trail to Departure Bay, finding safe and enjoyable access through or around the Departure Bay Ferry terminal;
  - Confer with the BC Ministry of Environment and Federal Department of Fisheries and Oceans in determining the most environmentally responsible methods of constructing the waterfront trail in sensitive foreshore areas; and
  - Negotiate with existing land owners and occupiers along the waterfront for the necessary agreements and rights-of-way. Opportunities will be sought, as conditions of development, to widen the existing waterfront trail.

### Waterfront Land Uses

#### North City Limits to Departure Bay Ferry Terminal

- 6 Waterfront uses in this area are primarily limited to public access facilities, wharves, piers and trails adjacent to upland residential uses.
- 7 The Waterfront designation recognizes both the upland facilities and marine uses related to the research and development function of the federal Pacific Biological Station.
- 8 The Departure Bay Ferry Terminal is recognized as a key transportation facility in this area of the waterfront. Vehicle transportation is complemented by pedestrian oriented trails and park and open spaces at the ferry terminal.

#### Departure Bay Ferry Terminal to Downtown

- 9 The Sealand Village area, located south of the ferry terminal, is intended primarily for marine tourism and public uses, including a waterfront walkway and pedestrian linkage to the Brechin neighbourhood and the ferry terminal. Residential uses in addition to commercial uses, are supported in this area.
- 10 From Sealand Village to the foot of Cypress Street, marine uses such as ship yards, marine railways and travel lift facilities, fishing fleet support, moorage, marinas and water-based transportation facilities will continue to be the primary uses of the harbour waterfront. Secondary uses will be marine related commercial uses such as: retail marine supply centres; commercial



and recreational water-based air travel services; and tourism and hospitality uses focusing on the waterfront theme such as pubs, restaurants and marine information centres. Residential uses will also be permitted as secondary uses provided they are constructed in mixed commercial residential buildings and that residential uses will not conflict with, or compromise, the long-term viability of marine activity.



- 11 The existing heavy industrial land users will be encouraged to relocate to more appropriate industrial areas elsewhere in the community. In particular, the oil dock and fuel storage facilities will be encouraged to relocate to the industrial areas at Duke Point.
- 12 The City will continue to support facilities for the fishing fleet in the Downtown harbour area, as a vital and attractive element of Nanaimo's maritime heritage.
- 13 In addition to marine uses, residential and hotel use will be permitted as primary uses on the waterfront from Cypress Street to Downtown, provided that they:
  - do not create a conflict with marine uses or reduce harbour views from the waterfront trail;
  - are integrated and compatible with public access and marine related commercial and tourism facilities;
  - incorporate a commercial or public use element at ground level, with residential or hotel use on upper floors; and
  - are designed to harmonize with the waterfront theme, including landscaping to complement the waterfront trail.
- 14 A direct foot passenger ferry service between Gabriola Island and Downtown will be encouraged.
- 15 As an addition to the existing Departure Bay vehicle ferry service to Vancouver, the City will support and encourage a harbour-to-harbour foot passenger ferry service from Downtown Nanaimo to Downtown Vancouver.
- 16 Preserving the character and access of existing views of Newcastle Channel and Newcastle Island Provincial Park from the Downtown waterfront and from Stewart Avenue will be a principal design objective for land and water based development.
- 17 To preserve views and waterfront character, the Nanaimo Port Authority is encouraged to minimize development of new fixed or floating enclosed structures below the high watermark in the Newcastle Channel and Inner Harbour near Downtown.

## 2.9 Waterfront Cont.

### Protection Island

- 18 Waterfront designated lands on Protection Island are identified to encourage the development of marine access and marine services for Island residents.
- 19 Tourist commercial and multi-family development can be considered within the Waterfront designation where sensitive to the private, low density residential neighbourhood context of adjacent lands.

### Downtown to Nanaimo Estuary

- 20 planNanaimo recognizes the goals and objectives of the *Nanaimo Estuary Management Plan* and supports the Plan's policies on restoration and balance in the Estuary.
- 21 The construction of a public viewing platform of the assembly wharf marine activities is encouraged in conjunction with an extension of the waterfront trail.

### Duke Point to South City Limit

- 22 Waterfront uses in support of the upland industrial uses of Duke Point, including marine transportation facilities, are supported.
- 23 The Duke Point Ferry Terminal is recognized as a key transportation facility in this area of the waterfront.
- 24 Waterfront uses in the area east of the Duke Point industrial area to the south city limits (Joan Point Park) are primarily limited to public access facilities including wharves, piers and trails adjacent to upland rural and park uses.

### Cooperation with other Jurisdictions

- 25 The City and the Nanaimo Port Authority will work toward harmonizing planNanaimo and the *Nanaimo Harbour Master Plan*.
- 26 The City and Snuneymuxw First Nation will work toward harmonizing First Nation's development plans with this Plan and other documents supported by the OCP.
- 27 The City will work with the Nanaimo Port Authority, other levels of government and non-governmental organizations to reduce pollution of the marine environment along Nanaimo's waterfront and the Strait of Georgia.





## 3 Goal Three Encourage Social Enrichment



### 3.1 Livable Community

### 3.2 Affordable Housing

### 3.3 Schools

### 3.4 Food Security

### 3.5 Arts, Culture and Recreation

### 3.6 Heritage

Goal Three of the Plan is to **“encourage social enrichment”**, which means Nanaimo is considered a socially sustainable community that nurtures a caring, healthy, inclusive and safe environment, and which empowers all of its citizens to realize their aspirations.

It is the intent of this section to encourage a healthy community by addressing a range of social considerations such as community,

housing, food security, schools, arts, culture and recreation, and heritage. It is also meant to recognize the importance of the *Nanaimo Cultural Strategy*, *Social Development Strategy*, and *Parks, Recreation and Culture Master Plan*. These strategies form an integral part of planNanaimo, and should be considered in conjunction with the objectives and policies found within this Plan.



### 3.1 Livable Community



A livable community should allow for the equitable distribution of services to residents throughout the city. It is one with a range of characteristics, all of which are necessary to form a complete community. These include:

- Social, recreational and cultural opportunities that are widely available and equitably distributed throughout all areas of the city, including social services, public facilities, and easy access to education;
- A mix of lifestyles and a range of socio-economic levels integrated throughout the community;
- A variety of opportunities for informal public assembly, a vibrant street life;
- Family, child, youth and elderly-friendly urban environment; and
- Affordable, accessible public transportation.

#### Objectives

**To develop a safe community.** Enhance personal safety in the public realm for all citizens.

**To foster an 'inclusive' community and attend to those residents in need.**

Create an environment that encourages an 'inclusive' community with diverse neighbourhoods and vibrant street life, for all residents of the community.

#### Policies

- 1 Continue to build upon the goals and strategies found within the *Social Development Strategy*.
- 2 Encourage the development of child, youth, elderly, and disabled-friendly public spaces and facilities through effective urban design principles (e.g. street furniture, sidewalk vendors).
- 3 Support the development of social service and education facilities throughout the city, supported by an efficient public transit system.
- 4 Support the development of affordable and accessible health programs and health facilities throughout the city. Encourage the provision of outreach services for physically disabled residents.
- 5 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. This includes preparing a *Harm Reduction and Housing First Strategy* to respond to the needs of citizens including those affected by mental health disorders and/or addiction issues.
- 6 Develop programs in conjunction with other agencies, including community-based policing initiatives such as community police stations, to ensure the continued safety and wellbeing of residents through efforts to reduce crime rates and public disorder.
- 7 The City will seek to make communities safer through application of *Crime Prevention through Environmental Design* (CPTED) principles.

## 3.2 Affordable Housing

For Nanaimo to remain home for people of all income levels, it is critical to maintain the existing stock of affordable housing, and to create opportunities for the development of new affordable housing.

Housing affordability is a function of housing cost and household income; affordable housing is usually defined as housing that costs less than 30% of after tax income per annum. Affordable housing includes a variety of tenure forms including home ownership, co-housing, and cooperative and rental housing. In the context of the Plan, affordable housing falls into one of three broad categories: affordable home ownership; affordable rental accommodation; or affordable housing with supports that go beyond a financial subsidy.

Housing in all three of these categories may be provided by the private sector in the absence of government support, but it is more likely that provision of new affordable housing will result from partnerships between the public sector and the private sector. The Plan encourages variety in the city's housing stock primarily through development regulations regarding housing form, density, and development incentives. Any available federal, provincial and municipal programs will be used to address the needs of low income households or those on fixed incomes.

### Objectives

**To provide opportunities for affordable housing.** Provide for a range of housing type and tenure, as well as assisted housing, sufficient to meet the needs of city residents.

**To access housing assistance programs.** Maximize the use of senior government and municipal programs and private sector incentives in providing lower cost housing.

### Policies

- 1 Establish annual targets for social housing.
- 2 Continue cooperative efforts to fund studies of the housing needs of special populations, and issue an annual report setting priorities and directing funds.
- 3 Lease City-owned residential land to non-profit housing societies.
- 4 Provide non-financial support to non-profit housing societies that redevelop and rehabilitate poor quality housing.
- 5 Use incentives to encourage developers to provide affordable housing units.



### 3.2 Affordable Housing Cont.



- 6 Disperse non-profit and special needs housing opportunities throughout the city.
- 7 Permit one registered secondary suite per owner-occupied detached dwelling.
- 8 Provide opportunities for community involvement in addressing housing affordability in the city.
- 9 Support the development of projects with innovative and affordable tenure forms.
- 10 Encourage the development of affordable housing through rezoning, density bonusing, and public / private / non-profit partnerships.
- 11 Utilize housing agreements to secure units (acquired as a result of an earned density bonus) over the long term.
- 12 Prohibit the conversion of existing residential rental buildings to condominium status when the rental vacancy rate falls below 3% in Nanaimo.
- 13 Maintain a Housing Legacy Fund for cash in lieu contributions negotiated with developers who opt not to build affordable units on site, and make funds available for affordable housing development across the city.
- 14 Encourage triplex and quadruplex housing consistent with the City's design guidelines.
- 15 Encourage rooming houses in existing single family dwellings and/or purpose built facilities throughout the city. The homes or purpose built facilities must be in keeping with the character of the area, comply with Building Code regulations, and should be equitably distributed throughout neighbourhoods.

### 3.3 Schools

While the city's overall growth has continued in the last decade, the change in school age children has not been as dramatic as in the prior decade (increasing from 9% to over 20% from 1986 to 1996). In fact, the relative number of population in this age group has dropped slightly to 18% of the total population in 2006, and is projected to drop further in the next decade. This change in demographics impacts the demand for educational services and facilities.

The *Local Government Act* states that community plans must address future school needs. In addition, recent amendments to the *Act* allow local governments and school districts to enter into agreements regarding the dedication of land or cash-in-lieu of land for school sites as part of subdivision approval. The City and School District 68 need to work together in developing future school lands and addressing the issue of declining school enrolments, while continuing to integrate the use of school lands and facilities into the recreational and cultural fabric of the community.



#### Objectives

**To provide for new and expanded schools.** Cooperate with School District 68 in identifying future land needs and locations for new or expanded school sites.

**To meet the challenges of declining school enrolment.** Work with School District 68 and the community to address the impact of changing demographics and a declining school age population in existing schools and neighbourhoods.

**To integrate educational and community needs.** Jointly plan, develop and use school and community facilities, parks and open space.

#### Policies

- 1 School sites are generally permitted within the Neighbourhood designation. The specific location of future schools will be determined in consultation with School District 68.
- 2 Location of future school sites is based on ultimate population build out under existing and proposed zoning under this Plan. Future schools will be constructed by the School District when populations reach build out levels.
- 3 In areas of the community where School District 68 has indicated a need for school land, subdivision applications will be reviewed for suitability for future school use.

### 3.3 Schools Cont.



- 4 The City will continue to work cooperatively with School District 68 in achieving joint use and management of existing school and park facilities, and joint planning and development of future facilities, in order to provide greater opportunities for local residents to participate in recreational, cultural and educational programs.
- 5 The City will work cooperatively with the School District and local residents in identifying opportunities to deliver support services in community schools.
- 6 The City supports other community uses at school sites to ensure their continuing function as community centres in neighbourhoods.
- 7 The planning and development of sidewalks, crosswalks, cycle routes and trails will take into account the need to provide safe routes to and from schools (see Goal 5: Improve Mobility and Servicing).

### 3.4 Food Security

Access to local, healthy food is increasingly becoming a major concern for all residents. It involves consideration of where the food is being grown, how it is being processed, and distances travelled for distribution. A sustainable food system will: help address the effects of climate change and other environmental concerns; help generate positive economic activity; help ensure an equitable delivery to residents; and help promote overall community health. The development of a sustainable food system will enhance the social, ecological and economic well being of the community and surrounding area.

#### Objectives

**To develop sustainable local food systems.** Foster support for a sustainable community through the development of local food systems.

**To encourage partnerships for food security.** Encourage the creation, provision and distribution of food products and programs through partnerships between the City, government agencies and local community groups.

**To ensure access to food.** Establish food delivery programs and systems for efficient and economical delivery to residents, and ensuring that all residents of the community have access to nutritious food products.

#### Policies

- 1 Develop a 'food charter' and 'food system strategy' to establish objectives and policies for the implementation of a food program, including an ongoing inventory of available programs and community organizations involved with food production/distribution.
- 2 Initiate the further development of community programs related to the production and distribution of food products, and improve access to healthy and affordable foods.
- 3 Support the development of **urban agriculture** throughout the city, and encourage the private sector to utilize food products provided from the local area.
- 4 Use incentives to encourage developers to provide lands for urban agriculture.
- 5 Build understanding among business, political and community leaders about the principles of food security that link a prosperous economy to a healthy community.
- 6 Develop an educational program to promote awareness around food production, health, and impacts on the community.
- 7 Increase recycling and composting efforts specific to food production and food recovery systems.





### 3.5 Arts, Culture and Recreation



Cultural development is considered to be of great importance to the quality of community life, and for its economic and social benefits. It requires that the City be committed to integrating cultural development into overall city planning through collaboration from all City departments and other organizations, thereby recognizing the integral contribution generated by arts, cultural and recreational activities to the city's social and economic progress, as well as the value of artistic expression and enjoyment by its residents.

Cultural organizations, in partnership with the City, will be instrumental in further developing the aesthetic environment and cultural activities that residents require. This then leads to continued investment in arts and cultural organizations, and provides direction for cultural development within Nanaimo. The City is committed to providing a range of recreational opportunities for residents through community programs and facilities.

#### Objectives

**To integrate cultural development.** Include cultural development in the overall city planning process through collaboration from all City departments and partners. Include cultural facilities, cultural spaces, arts and cultural programming and public art in neighbourhood and downtown revitalization strategies.

**To invest in arts and culture.** Provide investment for the purpose of strengthening the city's economic base, improving the quality of life and enhancing community identity and pride. Educate the community and investors of the value of arts and culture as a driver for the city's economic prosperity.

**To make arts and culture visible and accessible.** Nanaimo is a place where residents and visitors will encounter various forms of visual art as part of their daily experience. Ensure that exceptional facilities are available for the creation, preservation and presentation of arts and culture within the city.

**To develop marketing strategies for arts, culture and recreation.** Work collaboratively to develop a coordinated marketing strategy that will ensure the best exposure possible for cultural programs and services in our community. Develop a destination marketing strategy for tourism around arts and cultural events, festivals, museums, art galleries and heritage attractions.

**To encourage inclusive community participation in arts, culture and recreation.** Make a concerted effort to reflect the full breadth of income and cultural diversity by encouraging participation in arts, culture and recreation from the community in its entirety and provide opportunities for all Nanaimo residents and visitors to express creativity and enjoy leisure time through a wide range of programs, courses, activities and special events.

## Policies

- 1 Implement the *Nanaimo Cultural Strategy* and its policies, and establish effective relationships between City departments and committees to ensure policies are put into action and the evolving needs of the community are met.
- 2 Develop specific objectives and action plans that will be instrumental in accomplishing the goals of the *Nanaimo Cultural Strategy*.
- 3 Identify cultural planning and development priorities to facilitate the growth and economic impact of arts and culture in Nanaimo, and provide annual funding to assist groups in the production and growth of arts and cultural events.
- 4 Where possible, integrate public art into city infrastructure, public spaces, plazas and private development, and consult the Cultural Committee regarding all projects where it would be appropriate to include art in public places.
- 5 Follow the City of Nanaimo's *Art in Public Places Guidelines and Procedures* document and review at least every three years.
- 6 Provide for the establishment of recreational and cultural facilities throughout the city to ensure residents have equitable access to facilities.
- 7 Create and maintain a cultural facilities development plan and inventory. Continue to facilitate the growth of the downtown 'cultural district' by locating new facilities or redeveloping facilities suited for cultural purposes.
- 8 Encourage property owners to include live/work spaces in the Downtown core.
- 9 Develop collaborative marketing strategies and facilitate community partnerships to increase public awareness of cultural activities.
- 10 Support policies and implementation of the *Parks, Recreation and Culture Master Plan*.
- 11 Coordinate the provision of educational and recreational cultural programs and activities to ensure that a full range of opportunities are reasonably available at all stages of a person's life, regardless of socioeconomic status, in accordance with community needs and initiatives.



### 3.6 Heritage



Nanaimo's heritage resources include historically and architecturally significant buildings, structures, trees, natural landscapes and archaeological features. These resources enrich and give a unique flavour to our neighbourhoods and contribute to our city's own particular sense of time, place and identity. Heritage resources are in danger of gradually being lost as development and change reshape the city. Archaeological sites and resources have cultural, scientific, educational and economic value. These resources are often invisible. It is important that these resources be identified early in the project planning stages of development so that they can be adequately protected. It is important that the City maintain a Heritage Resource Management Program to monitor its heritage assets and establish an effective means for heritage stewardship.

#### Objectives

**To identify and protect heritage resources.** Identify significant heritage resources and potential archaeological sites in the city and protect them from impacts that will destroy their heritage attributes.

**To maintain a distinct identity.** Use heritage resources to help maintain the distinct identity of the municipality and its neighbourhoods.

**To promote and improve public awareness and support.** Improve public awareness and support for heritage preservation and the importance of archaeological sites and material.

**To cooperate with the Snuneymuxw First Nation.** Promote the exchange of information and cooperative planning with the Snuneymuxw First Nation.

#### Policies

- 1 The City will maintain its existing comprehensive Heritage Resource Management Program to accomplish the following:
  - Integrate heritage assets into the City's development approval process and set community priorities around conservation issues;
  - Maintain a community heritage register of buildings, structures and sites that have heritage value;
  - Work with neighbourhoods, non-residential areas, and the Snuneymuxw First Nation, through the local area planning process, to identify areas of heritage significance; and
  - Protect individual properties using heritage conservation covenants, heritage revitalization agreements, heritage impact assessments, financial assistance and other incentives.

- 2 The City supports the Province in its management of archaeological resources in accordance with the *Heritage Conservation Act* and the Provincial permit system.
- 3 The City will work with the Province to complete an Archaeological Overview Assessment, identifying areas of archaeological potential.
- 4 Where development will impact a known archaeological site as identified by the Province of British Columbia (under the *Heritage Conservation Act*), the City will direct the developer to contact the BC Archaeological Branch for instruction on how to proceed.
- 5 If archaeological resources are identified on a development site, development must cease and the Archaeological Branch shall be contacted by the developer for direction on how to proceed.
- 6 Archaeological resources located on lands owned by the City will be conserved wherever feasible by avoiding archaeological resources potentially affected, or by mitigating any impacts on an archaeological site.
- 7 The City of Nanaimo will:
  - Integrate heritage resource management with the City's development approval process and local area planning process;
  - Maintain and enhance publicly owned heritage assets such as Beban House;
  - Maintain the Nanaimo Community Heritage Commission for guidance and leadership on community heritage issues; and
  - Consider protecting sites of high historical or archaeological value through future park land acquisition.
- 8 As Nanaimo's core and the location of the greatest concentration of historic resources, the City will provide long-term protection for the Downtown-Fitzwilliam Street Corridor through a Heritage Conservation Area (see HCA1).
- 9 Public awareness, understanding and appreciation of Nanaimo's cultural and architectural history should be increased through the continued use of promotional and educational materials such as interpretive signage and brochures.
- 10 The *Nanaimo Heritage Building Design Guidelines* should be updated and expanded to include all significant heritage buildings located in HCA1.
- 11 The *Nanaimo Heritage Action Plan* should be reviewed and updated.



## 4 Goal Four Promote A Thriving Economy



### 4.1 Objectives

### 4.2 Policies

Goal Four of the Plan is to **“promote a thriving economy”** which means making efforts to grow and diversify the local economy from the current tax base, affording new opportunities for residents and businesses, while staying within the capacity of the natural environment.

A vibrant and diverse economy is crucial for the sustainability of a healthy community. The fundamental link between our economy and community provides for significant impact on our social well being, land use planning, and ability to provide public amenities. As such, policy development is central to understanding and promoting this connection between economic prosperity and quality of life.

The City has taken the initiative to be “one of the most desirable, livable small cities in North America.” A strong and thriving economy is an important part of achieving this success.

The *Community Economic Development Strategy* was developed to promote a healthy

community by providing a framework for residents, businesses and community leaders to understand the fundamental link between economic prosperity and quality of life. This Strategy also forms an integral part of planNanaimo in ensuring all forms of sustainability are addressed.

Economic factors have direct implications for land use planning. Changes to industry influence the proportion of lands designated for certain activities, ranging from traditional industry and ‘hi-tech’ industries to education, tourism, arts and culture, and home based business. This, in turn, can be influenced by other factors within the community. For example, population changes and the impact on economic trends continues to influence the strength and diversity of Nanaimo’s economy. Social well being and rising market values can influence the need for affordable housing located throughout the community. All factors are intertwined and must be taken into consideration when planning for Nanaimo’s economic future.

## 4.1 Objectives

**To support business, political, and community leaders that commit to a clear economic vision, act consistently and focus on priorities.**

Support leadership that strategically focuses resources for a healthy community that balances priorities for a prosperous economy with quality of life.

**To support well-informed decision makers who improve the community and look to the future.** Provide necessary information to decision makers to ensure the choices for strategic use of resources are well understood.

**To encourage a business-friendly environment that welcomes and supports business.** Promote a positive business climate that supports existing businesses and attracts new business, with attention to attitudes, focus of leaders, regulations and business costs.

**To focus on economic drivers that generate new and sustainable wealth.** Ensure a foundation of a strong, diversified base of economic drivers that bring new and sustainable wealth into the community, create opportunity for residents, and generate income for consumer spending.

**To provide a community with a skilled and talented workforce that meets the needs of 'economic drivers'.** Nanaimo's workforce, business, industry and educators must work together to integrate business needs into the training system sufficient to meet the challenges of a changing economy.

**To provide a physical infrastructure that connects businesses to their markets.** Physical infrastructure supports the community and businesses, and is of importance to economic drivers for effective communication and transportation links beyond Nanaimo.

**To promote unique features that contribute to the quality of life for people and business.** Nanaimo's waterfront, mild climate, unique downtown, recreation opportunities, public services and amenities, and access to a highly skilled and talented workforce, are all key ingredients for a diverse and sustainable economy.

**To encourage a positive attitude about Nanaimo among the local population, and a positive reputation for Nanaimo outside the region.** Continue to develop a positive self-image for Nanaimo with emphasis on the attributes that make Nanaimo a preferred location for residents and businesses.





## 4.2 Policies



- 1 Build understanding among business, political and community leaders about the principles of leadership that link a prosperous economy to a healthy community.
- 2 Apply economic development principles consistently in decisions, messages and actions, including: shared responsibility for action; establishing clear priorities; working in cooperation; continuous improvement; regional and local successes; and putting community first.
- 3 Develop sustained involvement of business with political and community leaders to focus on solutions for a healthy community.
- 4 Provide decision makers with high quality research and information about economic principles and consequences in order to help them make the best informed decisions possible.
- 5 Provide education and training to nurture leadership in the community.
- 6 Evaluate and provide feedback to decision makers about the quality of their decisions.
- 7 Ensure that Nanaimo is competitive relative to other business locations in British Columbia.
- 8 Promote positive community attitude to support business.
- 9 Facilitate communication with and between businesses to help them achieve their goals.
- 10 Retain, expand and attract businesses in the economic driver target sectors. This would include those businesses identified as bringing new and sustainable wealth into the community by providing goods and services to customers outside of the local area.
- 11 Ensure that targeted sectors have access to the relevant skills they need.
- 12 Facilitate the transition of the existing and future workforce to meet a changing environment.
- 13 Ensure superior quality and assured supply of communication links (e.g. voice, data and image).

- 14 Expand, enhance and maintain physical transportation links for people and products between Nanaimo and its business markets.
- 15 Improve mobility and servicing efficiency within the community.
- 16 Enhance and promote a vibrant and diverse Downtown.
- 17 Create and maintain public access to Nanaimo's waterfront, and encourage its use.
- 18 Invest strategically in public amenities, services and open space that give Nanaimo a unique identity while retaining availability, choice and access for residents and visitors.
- 19 Build community pride and awareness of Nanaimo's history, accomplishments, assets and unique character.
- 20 Implement a communications strategy for effective promotion of Nanaimo outside of the region.



## 5 Goal Five Protect and Enhance Our Environment



### 5.1 Energy and Emissions Management

### 5.2 Environmentally Sensitive Areas

### 5.3 Natural Hazard Areas

### 5.4 Steep Slope Development

### 5.5 Erosion Control

### 5.6 Urban Forests and Greenways

### 5.7 Contaminated Sites

Goal Five of planNanaimo is **“protect and enhance our environment”** which means looking after Nanaimo’s natural diversity of our terrestrial, freshwater and marine ecosystems in the course of land use and development. It means identifying, protecting and enhancing the ecological health of significant natural features and systems. It also means adapting the way in which we live, work, recreate, and travel within the new reality of climate change, and doing so in a manner that builds in a greater efficiency in how we use energy, transportation, and protect and enhance our natural environment.

To achieve this Goal the policies of this section aim to:

- sustain our community by protecting its basic resources of clean air, water and land for future generations;

- protect environmentally significant and/or sensitive areas representative of Nanaimo’s natural diversity;
- require environmentally responsible development practices and the integration of development design into the natural features;
- manage development so as to protect life and property from natural and human-made hazards; and
- enhance awareness and promote activities that protect and restore the environment.

## 5.1 Energy and Emissions Management

Most Canadians have become aware of the terms “global warming” and “climate change” which describes the phenomena of changes to the earth’s climate and a general rise in temperatures as human activities increase the amount of greenhouse gases (GHG) that are released into the atmosphere.

Decisions made at the community level about transportation and neighbourhood design have a direct impact on energy and energy-related air emissions, such as GHGs. Actions at the municipal level have been recognized as crucial for both the Federal and Provincial governments to meet their GHG stabilization and reduction goals. As a step toward making its contribution, in 2002 Nanaimo became a participant in the Federation of Canadian Municipalities (FCM) Partners for Climate Protection (PCP) program and began the process of developing a corporate Climate Change Plan, adopted in 2007.

As part of its next step, the City will: encourage the planning, design and construction of energy-efficient neighbourhoods and buildings in order to help minimize the use of non-renewable energy; promote the use of clean and efficient on-site energy supply systems; and promote investment in energy efficient design features for sites and buildings, as part of the City’s efforts to develop a compact and complete urban form.



### Objectives

**To encourage energy efficiency planning, design and construction of energy efficient neighbourhoods and buildings.**

**To reduce energy consumption.**

**To reduce local pollution.** Improve community livability and air quality by reducing local sources of pollution through reducing energy consumption and increasing the use of cleaner energy alternatives.

**To foster the development of new energy supply options.**

### Policies

The City of Nanaimo shall encourage greater energy efficiency and greenhouse emissions reductions by:

- 1 Developing a strategy to encourage and/or require the planning, design and construction of energy-efficient neighbourhoods and buildings.
- 2 Developing a sustainability checklist for rezoning and development permit applications. The checklist should cover environmental, social and economic priorities of the community and assess proposals from a sustainable development perspective. The checklist is intended to direct builders to think about a range of sustainable building issues including:

## 5.1 Energy and Emissions Management Cont.



- Design integration and use of cross-disciplinary design teams;
- Building sites (setting environmental goals – incorporating Leadership in Energy and Environmental Design (LEED) Green Building Rating System™ or equivalents where possible; preserving and encouraging biodiversity, protecting vegetation, watercourse and wildlife habitat, recharging and protecting groundwater; incorporating alternative rainwater controls and flows offsite; encouraging alternative transportation use; reusing topsoil; optimizing renewable or alternative energy; moderating urban heat island effect; facilitating composting and recycling);
- Construction and design (reducing water use; reducing or eliminating pesticide use; reducing energy use; providing daylighting and views; salvaging from existing structures; reusing construction and demolition waste); and
- Building durability and design (designing for durability; making efficient and responsible use of materials; using sustainable wood sources; minimizing pollutants).

### 3 Developing comprehensive parking plans to complement the overall development concept. Parking plans should address:

- parking supply ratios which consider the availability of other travel options;
- shared parking;
- dedicated priority parking for ultra low emission vehicles;
- dedicated priority parking spaces for carpool ride sharing;
- parking prices to encourage transit use;
- shared use of parking among mixed use developments which should include uses that have different parking characteristics;
- parking location and design which encourages transit use and pedestrian activity;
- connections to cycle and pedestrian networks and supporting facilities and amenities; and
- trip reduction initiatives such as van pools, ride share programs, and employer trip reduction programs.

### 4 Supporting the development of innovative green spaces such as green roofs and landscape designs that will reduce the urban heat island effect and contribute toward the City's Urban Forest goals.

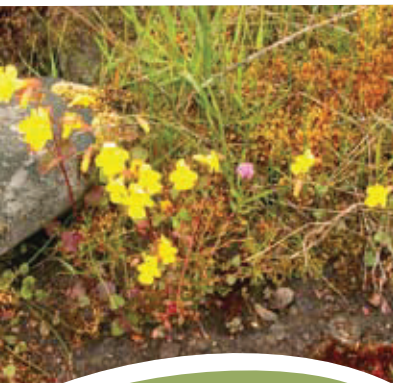
## 5.1 Energy and Emissions Management Cont.

- 5 Encouraging the development of alternative energy supply options.
- 6 Encouraging multi-use buildings to take advantage of waste heat utilization and to share energy needs.
- 7 While incorporating Crime Prevention Through Environmental Design (CPTED) principles, encouraging landscaping which can buffer buildings from wind and sun and which help reduce heating and cooling needs.
- 8 Encouraging building design and features (i.e., windows) which reduce energy needs, including the use of local or recycled construction materials, and the installation of water efficient appliances.
- 9 In Industrial areas, support businesses in developing an eco-industrial network to build efficiencies in energy, resource use, and waste management.





## 5.2 Environmentally Sensitive Areas



Environmentally sensitive areas (ESAs) are areas that: provide productive fish or wildlife habitat; contain sensitive, rare or depleted ecosystems and landforms; and represent sites of Nanaimo's natural diversity that are in danger of disappearing. They include but are not limited to:

- watersheds, watercourses and their associated aquatic habitats;
- marine foreshore and nearshore areas;
- mature and old growth forests;
- wildlife trees;
- rare woodlands (such as Garry oak and Arbutus groves) and herbaceous communities of southwest slopes; and
- special landforms such as cliffs, coastal bluffs, points and rocky islets.

ESAs are sensitive to disturbance by human activity and the impacts of development. They need special treatment in order to protect their integrity.

### Objectives

**To protect environmentally sensitive areas.** Avoid or mitigate disturbance of ESAs from human activities and development.

**To preserve aquatic habitat.** Maintain water quality in, and the basic ecological functions of, watersheds so that they can continue to support fish and wildlife populations.

**To provide opportunities for nature appreciation.** Heighten awareness of the ecological and economic importance of ESAs by providing opportunities for public enjoyment of them in ways that respect their environmental sensitivity.

### Policies

- 1 Environmentally Sensitive Areas (ESAs) are identified generally on Map 3 as Development Permit Area 2. The identification of ESAs, particularly non-aquatic areas, is based primarily on the Sensitive Ecosystem Inventory (SEI) for East Vancouver Island and the Gulf Islands, supplemented by local knowledge of key sensitive areas. New ESAs may be identified, and the location and boundaries of ESAs shown on Map 3 will be refined as site specific information becomes available.

### Environmental Assessments

- 2 Guidelines for environmental assessments of land development proposals will be developed as a component of community impact assessment guidelines (see Goal Seven - Implementation). In general, environmental assessments would be required to: identify the environmentally sensitive characteristics of a site; specify measures to avoid, minimize and/or mitigate environmental

impacts; and specify measures to restore habitat damaged during development.

- 3 When environmental assessment guidelines are completed and adopted:
  - Rezoning applications on lands within or containing an ESA will be required to provide environmental assessments.
  - In Development Permit Areas defined for environmental protection, guidelines for development permit issuance will be amended to incorporate the environmental assessment guidelines.
  - The Subdivision Approving Officer is encouraged to require environmental assessments with subdivision applications.

#### Protection of ESAs

- 4 The City will endeavour to protect and preserve ESAs using one or more of the following measures, depending on which measure(s) are appropriate to a given situation:
  - dedication as a City park or trail, where the area complements the goals and objectives of the City's *Parks, Recreation and Culture Master Plan* and *Trail Implementation Plan*. ESAs acquired as parks or trails will be managed to protect their sensitive features and balance public use;
  - dedication to a private land trust (for example Nature Trust of BC, Nature Conservancy of Canada, Nanaimo Area Land Trust Society) for conservation purposes;
  - covenant for conservation purposes with the City, the Province and/or a nongovernmental organization eligible to hold Conservation Covenants; and/or
  - density bonusing, cluster housing or other development incentives which will facilitate the protection of all or a significant portion of ESAs.

#### Development Permit Areas for Environmental Protection

- 5 Watercourses and their leave strips are designated as Development Permit Areas for environmental protection under Development Permit Area 1 - Watercourses. Disturbance of vegetation, movement of soil, or other disturbance of land or water is not permitted in these areas without a development permit issued in accordance with the guidelines in Development Permit Area 1.
- 6 *Guidelines for Municipal Works and Services Within Environmentally Sensitive Areas* (ESAs) (March 2002, as amended), have been established for Public Works and Parks, Recreation and Culture. These Guidelines are consistent with the guidelines for Development Permit Areas 1 and 2.



## 5.2 Environmentally Sensitive Areas Cont.



- 7 ESAs and their buffers are designated in Development Permit Area 2 for Environmentally Sensitive Areas. The removal of trees, natural vegetation, soil or other alterations of land and water are not permitted in these areas without a Development Permit issued in accordance with the Guidelines referenced in Development Permit Area 2.

### Public Access in ESAs

- 8 Public trails and park access, where their presence will not compromise the habitat and ecological function of these areas, may be allowed in watercourse leave strips and other ESAs.
- 9 Guidelines for the construction of trails in ESAs will be developed according to the *Guidelines for Municipal Works and Services Within Environmentally Sensitive Areas* (ESAs) (March 2002, as amended).
- 10 Environmentally Sensitive Areas within city parks must be protected. Any necessary public trails and access points will be constructed so as not to compromise the ecological functions of these areas.
- 11 Environmentally Sensitive Areas should be linked through a neighbourhood “greenway” system that provides a viable wildlife and plant community corridor as well as a natural area for public enjoyment.

### Other Measures

- 12 Owners of ESA designated lands will be encouraged to dedicate such lands for conservation purposes and receive the applicable income tax benefits made possible under recent changes to Federal tax and revenue legislation. Landowners and developers will be encouraged to work with accredited conservation organizations early in the development process to identify opportunities to donate or bequeath environmentally sensitive lands.
- 13 The City will support the efforts of community organizations in acquiring lands or negotiating Conservation Covenants on private lands for the purpose of protecting lands of natural environmental, habitat, historical, open space or scientific value. This includes existing farmland that could be converted to community gardens, or demonstration farms for educational, recreational and tourism uses.

- 14 The City will undertake, or assist other government agencies and community organizations in undertaking, to provide information through brochures, seminars, presentations, and so on, to streamside landowners and all residents of Nanaimo of the importance of aquatic habitat and other ESAs, and ways in which they can help to preserve these important resources.
- 15 The City will collaborate with other levels of government, non-governmental organizations and neighbouring municipalities in inventorying, mapping and conserving ESAs, including the development of consistent approaches to the protection of shared watersheds.
- 16 The City will encourage and support efforts of senior agencies and community organizations to restore damaged habitat and ESAs in Nanaimo.
- 17 The City will work with the Nanaimo Port Authority, other levels of government and nongovernmental organizations to reduce pollution and avoid negative environmental impacts on the marine environment, with particular attention to rehabilitating aquatic habitat in the Nanaimo River Estuary.
- 18 A system for keeping track of covenants related to protecting ESAs, and of informing residents of their presence and significance, will be devised.



## 5.3 Natural Hazard Areas



Natural hazard areas are lands susceptible to flooding, erosion, land slip, avalanche or that pose a threat to surrounding lands should their natural conditions be altered. They consist of steep slopes and floodplains. All such areas may be unsafe for use and development. Identified natural hazard areas in the City include the North Slope, Hammond Bay Road, Piper's Lagoon, Bradbury Road, Granite Park, Cilaire / Northfield Creek, Departure Bay, Stewart Avenue, Millstone River, Buttertubs Marsh, Westwood, Cat Stream, Old Victoria Road, Haliburton Street and Nanaimo River Estuary.

Risk of subsidence due to abandoned coal mining works also poses a particular hazard in parts of Nanaimo. Although the general location of mine workings and shaft openings have been documented and are available through the City, the precise location of these workings cannot be determined without site specific assessment.

### Objectives

**To manage and regulate development so as to protect life and property from natural and human-made hazards.**

**To limit and, if necessary, prohibit development in natural hazard areas and areas of abandoned mining works that could result in loss of property or personal injury.**

### Policies

- 1 Potential natural hazard areas are identified generally on Map 3 - Development Permit Areas as natural hazards (DPA 3) and steep slopes greater than 20% (DPA 5).
- 2 The City discourages filling and development in floodplains, shown generally in Map 3, due to the cumulative impact of these activities on the capacity to withstand flood events, and impact on the environment.
- 3 Pursuant to s.879 of the *Local Government Act* and s.86 of the *Land Title Act*, applications for development in natural hazard areas may be required to provide a geotechnical assessment prepared by a professional engineer with expertise in this field that certifies that:
  - the land may be used safely for the intended development over the projected life of the development, taking into account adjacent land uses; and
  - measures regarding the siting and design of structures or works, placement of fill, and maintenance or planting of vegetation, specified in the assessment, can and will be taken to ensure the development and its associated land uses are able to safely withstand the hazard.



- 4 Where development is proposed on land with abandoned coal mine workings, it will be subject to a geotechnical assessment certified by a professional engineer with expertise in this field, confirming that the land may be developed and used safely for the development as proposed.
- 5 Geotechnical assessments should be prepared in accordance with the City's *Guidelines for Preparation of Geotechnical Reports*.
- 6 Where a Geotechnical Report certifies that land within a natural hazard area or lands subject to abandoned coal mine workings may be used safely for the use intended, development approval will be conditional on:
  - Implementation of all conditions contained in the Report respecting siting, structural design, maintenance or planting of vegetation, placement of fill, etc.;
  - the landowner covenants with the City to use the land only in the manner determined in the Report and the covenant is registered under s. 219 of the *Land Title Act*; and
  - a covenant is registered granting the City relief from any liability for any claims associated with the land use.
- 7 Specific natural hazard areas are defined as Development Permit Areas as shown in Map 3. In addition to the policies in this section, development within these Areas will comply with the Guidelines for their respective Development Permit Areas (see Goal Seven, Development Permit Areas).
- 8 Natural hazard lands will not be accepted as all or part of the dedication for park land or for school land if the lands are not useable for those purposes. Natural hazard lands may be accepted if they are consistent with the City's goals for parks and publicly owned open space (see *Parks, Recreation and Culture Master Plan*, 2005).
- 9 The City will consider the recommendations of the *North Slope Stability Study* (HBT Agra Ltd., 1993), and subsequent follow-up studies, in approving further development along the North Slope from Departure Bay to Lantzville.





## 5.4 Steep Slope Development



Many of the remaining undeveloped 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 natural beauty of Nanaimo.

Conventional detached dwelling and duplex developments are typically too site disruptive on steep slopes for the densities they achieve and vegetation retention is very difficult. For this reason, the City encourages housing forms that “cluster” or concentrate development in less sensitive parts of steeply sloped areas, leaving a significant proportion of the land in a relatively undisturbed state.

### Objectives

**To protect the natural character of hillsides.** Preserve and enhance the visual and natural quality of Nanaimo’s hillsides.

**To “design with nature” in steep slope development.** Promote forms of development, such as clustered housing, that minimize soil disturbance, maximize retention of trees and vegetation, and complement the steep slope character.

### Policies

- 1 Steep slopes are defined as land, in its natural state, that has a slope angle of 20% or greater. These areas are identified generally on Map 3 as Development Permit Area 5, but confirmation of steep slopes may require site specific measurement prior to development.
- 2 Development on steep slopes is regulated by Development Permit Area 5 (see Goal Seven, Development Permit Areas).

## 5.5 Erosion Control

Development frequently creates increased soil erosion in the course of construction and site manipulation. Erosion is often a long-term effect of a developed site as well. Soil exposed during clearing, grading and stockpiling can be easily transported into nearby watercourses and onto roads and neighbouring properties. After development, the area's ability to absorb and retain surface runoff may be greatly reduced, increasing the erosion potential both on-site and downstream.

Stormwater management policies address the latter concern by emphasizing the need to manage the flow patterns and quality of water on a particular site once it is developed. This section focuses on erosion control primarily at time of development, requiring more effective plans and measures to stabilize disturbed soils and manage surface runoff.



### Objectives

**To control erosion in the development process.** Provide the basis for erosion control in pending and future development approval.

**To restore eroded areas.** Mitigate for past development that has created erosion problems.

### Policies

- 1 Standards and procedures will be developed to address erosion control during and after construction. Guided by the federal and provincial *Land Development Guidelines for the Protection of Aquatic Habitat* (1993), these standards will address:
  - soil conditions and topography considerations in site design, layout and construction;
  - scheduling of clearing and construction activities to avoid rainfall seasons;
  - phasing of construction activities to retain natural cover and avoid large expanses of denuded land;
  - limits on areas affected by development activities;
  - vegetation retention and replacement (seeding, hydroseeding, etc.);
  - protective fencing;
  - surface stabilizers such as mulch, organic mats, tarps, etc.;
  - runoff diversion into ditches, swales;

## 5.5 Erosion Control Cont.



- runoff velocity reduction measures (gradient reduction, interceptor ditches and fences, benches and breaks, etc.);
  - temporary sediment detention ponds; and
  - permanent stormwater control structures (dry/wet detention ponds, constructed wetlands).
- 2 These erosion control standards will be incorporated into the City's *Engineering Standards and Construction Specifications Standards* for application to City capital projects and approved utilities, works within statutory and road rights-of-way and works taken over by the City related to private development.
  - 3 Mechanisms will be developed to apply erosion control standards to private development through erosion and sediment control plans required as part of subdivision approval, development permits, building permits and permits issued under the *Fill Removal and Deposit Regulation Bylaw* and *Flood Prevention Bylaw*.

## 5.6 Urban Forests and Greenways

The public recognizes that trees and forests are of more than aesthetic and recreational value. There is also a greater interest in recognizing the interrelationships among trees and the surrounding vegetation in regards to maintaining ecological health, and improving human health and livability in the city. Urban Forests are a fundamental component of the city's infrastructure and enhance the urban landscape. Opportunities to develop a series of greenways that link our urban forests throughout the city provide corridors for wildlife as well as landscapes that provide contrast to surrounding development and potential alternative transport corridors.

In Nanaimo, Urban Forests and their landscapes serve several purposes:

- Rainwater attenuation. Pollutants carried in surface water are the primary cause of degradation of our streams and rivers. An intact tree canopy reduces runoff and pollutants by intercepting and storing rainfall, thereby increasing soil infiltration and transpiration back into the atmosphere.
- Air quality improvements. Trees absorb gaseous pollutants such as ozone, nitrogen oxides and sulphur dioxide; and they filter particulate matter such as dust, ash, pollen and smoke. Urban trees both absorb carbon dioxide and produce oxygen.
- Energy savings. Trees shade buildings and pavement, reducing the urban heat island effect, thereby decreasing the use of air conditioning and the demand for electricity.
- Public safety and health. Trees along transportation corridors narrow a driver's field of vision, reducing traffic speeds and increasing pedestrian safety by providing a natural, physical barrier.
- Wildlife habitat. Trees and intact ecosystems provide essential food and nesting habitat for all wildlife from micro-organisms to birds and small to larger mammals. The presence of these species in our communities contributes to our well being and our connection with nature.
- Economic benefits. Improving the aesthetics of our community has tangible economic benefits. Systems of open space and bike trails give a community a reputation for being a good place to live and visit. Increased recreational and community activity attracts new businesses and stimulates tourism.



### Objectives

**To sustain urban forests and treed areas.** Manage trees and forested areas in Nanaimo on both private and public lands without infringing on the safety of its residents.

**To preserve wildlife trees.** Protect trees that provide wildlife and riparian habitat.

**To encourage tree planting.** Promote and provide incentives to plant trees on private and public lands.

## 5.6 Urban Forests and Greenways Cont.



**To create and sustain a greenway “network” for the future.** Build on existing natural corridors such as the Chase River, Richard/Beck Creek, and Cottle Creek; and work toward linking these greenways as part of an integrated network of natural corridors throughout the city.

### Policies

- 1 The City will develop an urban forest plan. This plan should cover the following:
  - A review of the objectives and implementation of the *Tree Protection Bylaw*;
  - A review of the regulations and policies concerning the management of trees and forests in parks and other protected lands;
  - An investigation of the role of trees in stormwater management, energy use, air quality, habitat, views, aesthetic and property values;
  - A vision, supported by staff and public process, for the role and form of the desired urban forest in Nanaimo;
  - Recommended strategies, implementation tools, and budgets for tree protection, planting, maintenance and removal; and
  - Planning and budgeting for the installation and maintenance of street trees.
- 2 The forested character of the city shall be maintained by preserving wildlife habitat and greenway corridors, with policies relating to tree retention, replanting and pre-planting in newly developed areas.
- 3 All new developments and redevelopments within the city shall be evaluated to see if, and how, parts of the lands under discussion can be used to develop or maintain urban forest values where considered appropriate.
- 4 Incentives to retain trees and treed areas, such as cluster development, density bonusing or modified development standards, will be examined as part of rezoning, subdivision and development approvals.
- 5 Planting of trees on public and private lands will be promoted:
  - In conjunction with Federal, Provincial or community led programs; and
  - Through landscaping requirements on new development and design standards on roads.

- 6 Street tree planting and other landscaping will be required in new neighbourhoods and with redevelopment.
- 7 The use of native tree species will be encouraged in landscaping on public and private lands, wherever it is appropriate to use such species.
- 8 The City will encourage native plant salvage / replanting prior to clearing and development, where feasible.
- 9 Every effort will be made to maintain existing treed areas, and restore tree cover to steep slope areas for the purpose of controlling erosion and enhancing the natural beauty of the city.
- 10 The City recognizes that trees on private lands make a significant contribution to the urban forest and wishes to encourage sound planning and management of all trees on private land. Wherever possible, private landowners will be encouraged to retain trees that are not a hazard, and to replant trees that will match the existing forested character of the area.
- 11 The City will seek to protect private lands that possess significant environmental, urban forest or recreational value by covenant when associated with rezoning or subdivision applications.
- 12 Removal of trees purely for view enhancement will be discouraged.
- 13 Selective limbing is encouraged over tree removal or topping.
- 14 The City will work with other supporting agencies and interested community groups to promote and implement potential community greenways.
- 15 The primary purpose for developing a greenway is to protect and enhance the natural habitat and to support wildlife. Development of trails, viewing points and rest areas within greenways will be supported and sited and installed in an environmentally sensitive manner.
- 16 Over the long term, the City will strive to create an interconnected greenway network that includes, but is not limited to, the following potential additional greenways:
  - Chase River watershed;
  - Wexford Creek watershed;
  - No Name Creek (Nanaimo River watershed);
  - Cottle Creek watershed/Linley Valley; and
  - Richard and Beck Creek watershed.





## 5.7 Contaminated Sites

Past industrial practices and handling of various mineral, chemical and petroleum products have contaminated some areas of land and water. Use of these areas could present a hazard to human and environmental health and safety.

### Objectives

**To assist the Province in regulating the use of contaminated sites.**

Ensure, in conjunction with the Province, that there is no public health or safety hazard resulting from use and development of contaminated sites.

### Policies

- 1 The City will support Provincial programs to increase public awareness of the potential environmental damage and human health hazards of discharging toxic substances onto soil and into water or air.
- 2 The City will assist the Ministry of Environment in administering the *Contaminated Sites Regulation* (1997) as part of its development approval processes. This may include:
  - requiring development applicants to identify and assess potential contaminants;
  - referring such assessments to the Ministry; and
  - maintaining a record of existing and rehabilitated contaminated sites.



## 6 Goal Six Improve Mobility and Servicing



- 6.1 Mobility Network
- 6.2 Walking
- 6.3 Cycling
- 6.4 Transit
- 6.5 Vehicle
- 6.6 Trail Infrastructure
- 6.7 Road Infrastructure
- 6.8 Stormwater Services
- 6.9 Water Services
- 6.10 Sewer Services
- 6.11 Solid Waste Services
- 6.12 Servicing Costs

Goal Six of planNANAIMO is **“improve mobility and servicing efficiency”**. “Improve mobility” means creating greater accessibility and more opportunity for safe and convenient movement around the city by transit, cycle and on foot. “Improve mobility” also means maintaining an effective road network for moving goods and people by vehicle, and providing for transit and emergency services, while working to reduce our reliance on the automobile over time. “Improve 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 significant challenge for the City is the fact that the serviced area of the city is an approximately 20 km long by 2 km wide strip of development that runs parallel to the coastline while intersecting several watersheds. Consequences of the city’s linear nature are the associated transportation corridors that occupy significant land mass, interrupt open spaces and terrestrial habitat corridors, and encourage reliance on the automobile as a means to access services, employment and housing. In addition, Nanaimo is spread out with residential

densities of about three to five housing units per hectare (uph) in most neighbourhoods. The exception is the Newcastle and Townsite neighbourhood which has a density of 10 uph, which is still lower than the density generally required to achieve a sustainable community that makes efficient transit service a viable alternative to the private vehicle. According to BC Transit, a density of 37 uph is required for very frequent bus service (5 to 10 minutes) while close to 10 uph is required for hourly service. Increased transit service will only be viable with additional density.

The goal to improve mobility and servicing efficiency will complement the goals to manage urban growth and build a sustainable community through the creation of Urban Nodes and Corridors. The promotion of Urban Nodes and Corridors is intended to create a sufficient concentration of population and mix of uses that make walking, cycling and using transit viable options to automobile travel. While opportunities exist to focus increased density within existing concentrations of urban activity and to modestly increase within neighbourhoods, increasing density along urban corridors



presents another opportunity to create a more viable transit community. In fact, improved mobility and servicing efficiency is an expected outcome of building sustainable communities (through infilling and densification), and managing urban growth (by maintaining a distinct urban containment boundary). Increased mobility and accessibility means enhancing people's ability to reach desired goods, services and activities by reducing distances between common activities (mixing uses, placing them close together, linking them, increasing intensity of uses, and density) and supporting alternative transportation modes (pedestrian, cycling, transit). In turn, the use of alternative modes supports the goal to protect and enhance our environment by reducing fossil fuel consumption and reducing land dedicated to road infrastructure.

Over the years, the City has embarked on a number of mobility and servicing initiatives including the system of trails and commuter bike routes, as well as recycling programs. While there remain shortcomings in transit service, this is largely a product of the challenge to service with transit a sparse population over a significant distance. The link between increasing residential densities and encouraging mixed use development in Urban Nodes and along Corridors is intended to overcome this shortcoming to create walkable neighbourhoods

with sufficient density to generate improved transit service.

To achieve this Goal, the policies in this section of the Plan aim to:

- increase opportunities for travel by foot, cycle and transit;
- implement measures to slow vehicle traffic growth, while ensuring the road network continues to serve vehicles and goods movement;
- reduce per capita demand for water, waste disposal and sewage treatment services; and
- guide the development and management of municipal services in a manner that is both fiscally and environmentally responsible.

The objectives and policies in this Goal are organized into three groups:

- **Mobility** These policies are about what means we use to move around the city by foot, cycle, transit and vehicle.
- **Mobility Infrastructure** These policies are about building and maintaining trails and roads to support all modes of travel in the city.
- **Engineering Services** These policies are about the use, development, management and financing of water, solid waste, sanitary sewer, stormwater services and infrastructure.

## 6.1 Mobility Network

### Policies

- 1 The mobility network, representing the existing and future means to move around the City of Nanaimo, is shown on Map 2 - Mobility and forms part of this Plan.
- 2 The Mobility map provides for the following designated transportation corridors:
  - **Trail** means an off-road path designed for multi-purpose users, including pedestrians, cyclists, wheelchairs and roller bladers;
  - **Cycle Route** means both on and off road paths designed solely for cyclists, largely to serve as cycling commuter routes;
  - **E & N Railway Corridor** means a transportation corridor occupied by a rail line with permitted uses to include train travel, cycle routes, trails and other uses that complement the primary transportation function;
  - **Local Road** means a road that provides direct access to individual property and/or land uses and connects with other local roads to collector roads;
  - **Minor Collector Road** means a road that provides traffic and land service to connect local roads to Major Collectors. Minor Collectors include two vehicle through lanes and may include turning lanes, bicycle route facilities, on-street parking, sidewalks, boulevards, and landscaping. Full access to adjacent properties is generally allowed on Minor Collectors with some restrictions at intersections;
  - **Major Collector Road** means a road that carries traffic between local and arterial streets. They include up to four vehicle through lanes and may include turning lanes, cycle route facilities, on-street parking, sidewalks, boulevards, and landscaping;
  - **Urban Arterial Road** means a road that carries traffic between the principal areas of traffic generation. In addition to vehicle lanes, Urban Arterial Roads may include cycle route facilities, sidewalks, boulevards, and landscaping. Direct vehicle access to Urban Arterials will be discouraged. Access will be provided by adjoining streets, lanes, and rights-of-way; and
  - **Provincial Highway** means a road or other facility under the jurisdiction of the BC Provincial Government which falls within the municipal boundaries of the city. These include the Nanaimo Parkway (Highway 19), the Island Highway (Highway 19A), Stewart Avenue, Brechin Road, and Duke Point Highway.



## 6.2 Walking



Walking as a method of travel has many benefits: low cost travel; part of a healthy lifestyle; and environmentally friendly. To be able to walk easily from destination to destination, however requires the infrastructure to provide a safe and enjoyable walking environment, especially in areas of vehicle traffic. In addition, to encourage walking, facilities and services must be accessible within a reasonable distance. A network of both sidewalks and trails that connect destinations and activity centres to neighbourhoods is an important step in making walking a viable alternative to vehicles over short distances.

### Objectives

**To identify pedestrian routes.** Develop a system of pedestrian routes that uses both sidewalk and trail infrastructure.

**To promote pedestrian travel and a safe walking environment.** Incorporate safe pedestrian travel as an integral part of the transportation, street and trail systems, and in urban design and development.

### Policies

- 1 The City will identify priority pedestrian routes and implement a combined sidewalk and trails plan to service and connect all major open spaces, schools, other public institutions and large centres of activity in the city.
- 2 The City will require that pedestrian movement and infrastructure be addressed in the review and approval of all municipal and private sector development and redevelopment proposals. Attention will be given to:
  - provision of sidewalks and trails;
  - recognition of frequently used connections and informal pedestrian routes between and across streets, cul-de-sacs and neighbourhoods;
  - provision of shade, shelter and rest areas for pedestrians;
  - separation of pedestrian and vehicular traffic;
  - crosswalks and street crossings;
  - street and trail lighting;
  - building setback; and
  - other public safety considerations.
- 3 A reasonable walking distance to transit stops using sidewalks, lanes, trails and open space pathways will be established in transit planning.



## 6.3 Cycling

A network of cycle routes and trails can provide both a transportation alternative for commuters and a facility for recreational users. In this Plan, the cycle network consists of a mix of on-road and off-road components. While the on-road components tend to support commuter use, the off-road component supports both recreational and commuter uses. The trails system comprises most of the off-road component of the cycle network.

Together, cycle routes and trails form a network that will provide the linkages people need to get around safely, efficiently and enjoyably by cycle. The City's *Trail Implementation Plan*, *Bicycle Network Working Plan* and the *Bicycle Facility Design Guidelines* provide the strategies to implement this network.

### Objectives

**To develop cycling travel options.** Encourage and incorporate cycling travel as an integral part of the transportation and street system and in urban design and development.

**To designate cycle routes.** Develop a system of cycle routes that use both on-road and off-road (trail) infrastructure.

**To create a safe cycle-friendly environment.** Make cycle routes attractive by providing additional lane width or other cycling-oriented improvements, and maintaining road edges for cyclists.

**To promote cycle travel.** Develop education and awareness programs that promote cycling as part of an environmentally friendly and healthy lifestyle.

### Policies

- 1 Cycle routes will be designed and managed to optimize safe bicycle travel and minimize conflict with motorized traffic. Wherever possible and desirable, roads designated as cycle routes will be built or upgraded over time to provide for bicycle travel in accordance with the City's *Bicycle Facility Design Guidelines*.
- 2 Off-road cycle paths will be developed as part of the trail system. Trails intended for commuter bicycle travel will be built to a higher standard than mixed use recreational trails.
- 3 A comprehensive cycle route signage program will be developed and implemented in conjunction with the development of the Cycle Routes. The signage program will provide information on routes, facilities and services, directions, potential hazards and rules and regulations.





### 6.3 Cycling Cont.



- 4 Existing commercial, industrial, school and government facilities, including major transit connections for bus, rail and ferry services, will be encouraged to accommodate end-of-trip facilities such as secure cycle parking and change facilities.
- 5 Council will consider Zoning Bylaw regulations to require new commercial, industrial, mixed commercial / residential and multi-family residential development to provide secure cycle parking and other facilities (e.g., showers, change rooms) in exchange for minor reductions in parking requirements or other bonusing provisions.
- 6 The City's *Bicycle Facility Design Guidelines* will be applied to ensure that cycling projects, facilities and services meet consistent design criteria and are developed as part of the ongoing development of the city.
- 7 The City will collaborate with other government and non-government organizations to promote the health, environmental and fiscal benefits of cycling and to encourage cycling participation and safety.
- 8 The Regional District of Nanaimo will be encouraged to participate in cycle route planning in order to integrate regional and city cycle and trail networks.

## 6.4 Transit

A principal objective of this Plan is to increase transit use by making it a more economical, convenient and practical means to move around the city. Nanaimo's low density, spread out neighbourhoods are difficult to service economically with transit. While improved convenience and service is necessary if transit is to be a significant factor in changing mobility patterns, this will only come about with increased densities in Urban Nodes, along Corridors and within Neighbourhoods. The Plan seeks support for regional transit planning by BC Transit, the Regional District of Nanaimo, BC Ferries and other service agencies that support local transit services.

### Objectives

**To increase the use of public transit in the city.** Increase transit's share on all travel in the city.

**To promote a regional transportation strategy.** Encourage and cooperate with other governments in the development of a transportation plan for the east side of Vancouver Island.

**To accommodate the mobility requirements of users with special needs or physical disabilities.**

### Policies

#### Bus Transit

- 1 The City supports linking designated urban nodes with transit service and providing transit service along designated corridors as a top priority of BC Transit.
- 2 The City will work with the RDN in the preparation of a bus service strategy for Nanaimo to identify key opportunities to improve transit frequency, particularly between Urban Nodes and along Corridors.
- 3 Subdivision and rezoning development proposals will be evaluated by the City using BC Transit's *Transit Friendly Subdivision and Development Guidelines*.
- 4 Safe and convenient pedestrian connections from transit stop to site destinations will be located in all commercial and multi-family residential areas on bus routes.
- 5 The City will develop a program to provide and upgrade bus shelters (including cover, lighting, signage, and accessibility needs) on major transit routes.
- 6 The City, in conjunction with the RDN, will monitor and release annual revised transit ridership trends in relation to transit ridership objectives.



## 6.4 Transit Cont.



- 7 The City will work with the RDN to encourage service provision which accommodates the transportation needs of the elderly and individuals with special needs or disabilities.
- 8 Area plans for Urban Nodes and Corridors will provide for transit exchanges. Park and ride facilities will be considered in Urban Nodes, as appropriate.

### Rail Transit

- 9 The E&N Railway is designated as a transportation corridor. Permitted uses are train, cycle, pedestrian ways and other uses that complement the primary transportation function.
- 10 The City will continue the development of the trail on the E&N Railway corridor.

### Ferry Transit

- 11 The City supports retention of the ferry service to Protection Island.
- 12 The City supports a passenger ferry service from downtown Nanaimo to downtown Vancouver to provide a convenient alternative to vehicle travel, and will work with the Regional District to coordinate these services.
- 13 A direct foot passenger ferry service between Gabriola Island and the Downtown will be encouraged.

### Air Transit

- 14 The City supports the Nanaimo Airport Commission and initiatives for improvement of service, including an instrumentation approach, runway extension, and future terminal expansion for the Nanaimo Airport.
- 15 The City supports the Nanaimo Port Authority in retaining commercial and recreational air travel services in Nanaimo Harbour, and will provide opportunities for related shore facilities.

### Vancouver Island Transportation Strategy

- 16 The City will encourage and cooperate with the RDN, other Island Regional authorities and Provincial agencies, in preparing a long range transit strategy for the eastern development corridor of Vancouver Island.

## 6.5 Vehicle

This Plan recognizes that travel by vehicle will continue to be both necessary and important to our lifestyles and economy for the foreseeable future. Over time, the goal of concentrating and mixing uses in Urban Nodes and Corridors will help reduce the need for travel by car. In the meantime, this Plan seeks to create incentives to use alternative modes of travel. Though road improvements will continue, the Plan seeks to reduce the use of the car as a strategy to reduce traffic congestion while accommodating growth.

Reducing automobile dependency will be essential to control municipal expenditure on new roads, decrease energy consumption, and reduce road and traffic impacts on air quality and the environment.

### Objectives

**To reduce per capita vehicle trips.** In comparison to current levels, reduce the number of auto trips per capita, especially at peak hours.

**To increase vehicle occupancy.** Encourage less single occupancy vehicle travel at times of greatest road congestion.

**To encourage use of alternate travel modes.** Establish educational and support programs that promote travel alternatives to single occupant vehicle use, such as walking, cycling, motorcycling, transit, and car pooling.

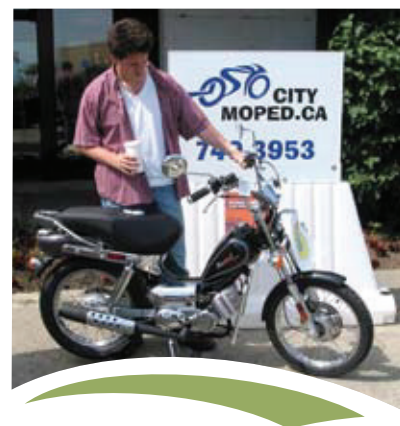
**To minimize the impact of truck and through traffic.** Direct truck and through auto traffic to non-local roads.

### Policies

- 1 The City will give high priority to expanding transit, cycle and pedestrian infrastructure.
- 2 To reduce per capita vehicle trips and increase vehicle occupancy, the City, in conjunction with BC Transit, will:
  - promote and encourage employer-based trip reduction programs such as ride sharing, variable work hours and telecommuting;
  - promote park and ride programs by planning for park and ride facilities in major centres;
  - identify and protect transportation corridors that can be used as dedicated high occupancy vehicle and transit lanes; and
  - initiate a trip reduction program for municipal employees.

### Truck Traffic

- 3 Designated truck routes for local delivery and truck and hazardous goods routes are designated by the City's *Traffic and Highway Bylaw*.



## 6.6 Trail Infrastructure



Trails are off-road paths that provide opportunities for commuting and recreation by walking and cycling and those in wheelchairs or roller blades. Trails may provide more direct, safe, and appealing alternatives to traveling on roads and sidewalks. Development of a trails system in conjunction with sidewalks and on-road cycle routes, is essential to achieve the objective of reduced automobile use and encourage healthy lifestyles.

### Objectives

**To develop a comprehensive trail system.** To develop a system of trails that can support safe cycle and pedestrian travel for commuting, recreation and tourism.

**To make neighbourhoods more cycle and pedestrian friendly.** Enhance the ability of residents to move around and through the neighbourhoods without a vehicle.

### Policies

- 1 The location of trails are generally shown on Map 2 - Mobility. The location of future trails do not require an amendment to Map 2 and are provided to assist the City and land owners to anticipate long-term plans of the City to negotiate land purchase or dedication of trails. Proposed trails identification does not affect current use of the land by the owner.
- 2 Trails are intended to be multi-use corridors and accessible to a wide range of users and abilities, including the physically challenged. Separate pedestrian and "wheeled use" paths within a trail will be created where required for safe co-use, taking into account trail purpose, topography, demand, width, and surfacing. However, it is recognized that topography, trail use and demand, and land availability may dictate that some trails be limited in range of use.
- 3 Connecting neighbourhoods to each other and to parks, schools, transit stops, community facilities, Urban Nodes, Corridors and Commercial Centres, and other destinations, will be a priority in trail acquisition and routing. Trail acquisition and routing will also consider the location of existing sidewalks and cycle routes.
- 4 Trails aimed primarily to serve the commuting public will be located to provide the shortest and least grade route possible between major destinations, taking into account topography and contours.
- 5 Trail planning and design will adhere to Crime Prevention Through Environmental Design (CPTED) principles, while maintaining connections between neighbourhoods and protecting natural and aesthetic features.

- 6 Trails may be constructed in watercourse leave strips, steep slopes and other undevelopable lands where their presence will not negatively impact on environmental qualities, agricultural or other resource values, or endanger users.
- 7 Trail planning, design, construction and maintenance on “environmentally sensitive lands” will adhere to the *Trail Implementation Plan* and the *Guidelines for Municipal Works and Services Within Environmentally Sensitive Areas (ESAs)* as updated.

### Trail Acquisition

- 8 In rezoning, subdivision and development permit approvals, the preferred method of acquiring trails is by road dedication or secured by statutory right-of-way. Dedication as part of park and/or school lands may be used.
- 9 Trail acquisition may also be negotiated as:
  - a voluntary dedication during subdivision (in excess of 10% parkland and school dedication); or
  - as part of an amenity package in rezoning.





## 6.7 Road Infrastructure



The biggest demand for mobility infrastructure and services is to support cars, trucks and other motorized vehicles. Approximately 20% of the developed land base in Nanaimo is committed to roads and parking in Nanaimo. The cost of building and maintaining this infrastructure constitutes almost half of the City's annual expenditures - and this does not address any environmental and social costs.

To meet the demands of growth, new roads and road upgrades must be planned and built, but in ways that minimize negative social and environmental effects. If alternative travel objectives are to be accomplished, improving and developing roads and sidewalks to support all uses - walking, biking, transit and vehicle use - will also be required.

City streets are our main public places. However, too many streets, particularly major roads, are unattractive, uncomfortable places. This Plan seeks to put "life" and "people" back on our streets. City streets will be made more "livable" and attractive in part through landscaping and by careful design of uses along busy streets.

### Objectives

**To develop an integrated road, transit and trail network.** Ensure city road, sidewalk engineering and network designs meet the mobility needs of the community for all forms of transportation, including auto, truck, bus transit, rail, ferry, air, cycle and pedestrian travel.

**To strengthen the existing road infrastructure.** Achieve a road system that provides practical interconnections between neighbourhoods, and from neighbourhoods to Urban Nodes and along Corridors, without impacting negatively on neighbourhood areas or their natural environment.

**To improve the appearance, friendliness and safety of our streets.** Encourage urban structure and development designs that make city streets attractive people places; encourage development along Major Roads that contributes to their visual appearance and pedestrian friendliness.

**To control access to major roads.** Ensure road access management on Major Roads maintains traffic safety and efficiency.

**To give priority to improvements that service growth areas.** Ensure that road, sidewalk, transit, pedestrian and cycle route network planning and development optimizes service within Urban Nodes and along Corridors.

**To minimize vehicle traffic impact on neighbourhoods.** Employ a strong major road network as well as traffic calming measures to maintain local traffic use of neighbourhood streets.

## Policies

### Classification of Roads

- 1 For purposes of this Plan, roads on Map 2 - Mobility shown as "Provincial Highway", "Urban Arterial", "Major Collector" and "Minor Collector" are defined as Major Roads, and designated collectively as the City's *Major Roads Network Plan*. Additional road classes not shown on Map 2, but which complete the road classification system, include Neighbourhood Collector, Commercial, Industrial, and Local Roads. The policies in this section do not apply to the Nanaimo Parkway.
- 2 Future Major Roads are designated on Map 2.

### On-Site Road Planning and Development

- 3 Where this Plan (Map 2) designates future Major Roads, approval for subdivision, development or redevelopment will be conditional on completion of agreements for roadway construction and dedication.
- 4 Advance road plans will be completed prior to rezoning or subdividing lands that could impact mobility options on adjacent parcels. Advance road plans will identify all vehicle, transit, cycle route and trail linkages and provide a mix of trail, local, collector and major roads necessary to create a balanced road system.
- 5 Prior to rezoning or subdivision of large parcels adjacent to Major Roads, a study may be requested to evaluate impacts of development on vehicle, cycle and pedestrian circulation and to identify alternative mobility infrastructure requirements.
- 6 *Subdivision Mobility Guidelines* will be prepared to guide subdivision designers and the Subdivision Approving Officer during subdivision mobility network planning.
- 7 Interconnection of neighbourhoods will be required to permit bus, local vehicle, cycle and pedestrian traffic to pass within and between residential areas.
- 8 Public roads are superior to private roads in meeting public needs and interests and in meeting the City's mobility and servicing objectives. Except in appropriate circumstances (e.g. where connecting street and access to lands beyond is not required and where a private road will result in the preservation of environmentally sensitive areas), a private road network will not be accepted as an alternative to the dedication of public road network.



## 6.7 Road Infrastructure Cont.



- 9 Turning lanes, traffic signals and other means that are consistent with the objective of preserving traffic capacity and safety may be required as a condition of development approval on sites requiring access to Major Roads.
- 10 Road design should preserve existing significant vegetation, including trees along roadways, and topographic features.

### Road Construction

- 11 Major Roads will be developed or redeveloped on a priority basis for multi-mode use, including pedestrian, cycle and transit use.
- 12 Road standards will be reviewed for roadways within designated Corridors to ensure that road standards meet the objectives for Corridor development.
- 13 Road standards for such things as setbacks, width, turning angles, sidewalks and boulevards for construction in neighbourhoods will be reviewed in light of changing priorities regarding:
  - pedestrian and cycle use;
  - traffic calming;
  - environmental protection; and
  - aesthetic and “people friendly” qualities.
- 14 Particular emphasis will be placed on revising standards for road construction on steep slope areas, to develop roads that minimize impacts to the topography and vegetation.
- 15 Raised sidewalks are preferred over walking shoulders as part of any road rehabilitation projects.

### Road Access Management

- 16 Vehicle access to Urban Arterials and Major Collectors, as identified on Map 2, will be regulated by the City.
- 17 Direct vehicle access to Urban Arterials will be discouraged. Access will be provided by adjoining streets, lanes, and rights-of-way.
- 18 Direct vehicle access to Major Collector roads will be permitted provided that:

- the number of access points is minimized;
- access points are adequately separated from intersections and other access points to provide safe ingress and egress in accordance with the *Road Access Bylaw*;
- turnarounds exist for all traffic to drive forward on and off sites; and
- alternate street access is not possible.

### Traffic Calming

- 19 The City will consider and use, where appropriate, traffic calming measures to achieve a safe and quiet atmosphere in neighbourhoods and reduce traffic short cutting and speeding, following the guidelines outlined by the Transportation Association of Canada. Traffic calming measures are preferred over road closure, and may include:

- changes to width and speed design geometry for future roads;
- incorporation of speed control structures such as speed tables or roundabouts in existing neighbourhoods; or
- landscaping and parking areas that require slower vehicle movement.

- 20 Traffic reduction and calming measures that achieve a balance between vehicle, pedestrian, and cycle traffic will be included in area plans for Urban Nodes.
- 21 As part of road development and upgrading, measures to reduce traffic noise will be taken where major roads abut residential areas.

### Parking

- 22 Area plans for Urban Nodes and Corridors will assess parking needs and recommend appropriate parking ratios. Consolidated parking areas may be established for urban nodes to reduce parking areas.
- 23 Off street parking requirements, as determined by a parking assessment, may be reduced by up to 25% in Urban Nodes to encourage less auto-oriented design and more pedestrian-oriented open space at street level. These reductions will be used in conjunction with other measures that support and encourage alternative modes of transportation.
- 24 Parking facilities for cycles will be required in the Zoning Bylaw.
- 25 Future park and ride facilities will be established in conjunction with transit corridor planning and area plans for Urban Nodes.
- 26 On street parking for residential and commercial uses will be permitted in Urban Nodes.



## 6.7 Road Infrastructure Cont.

### Landscaping City Streets

- 27 The City will continue to implement a landscaping program for its streets that will incorporate street trees, boulevards and centre medians.
- 28 Neighbourhoods will be encouraged to participate in the planning, installation and maintenance of street landscaping. The *Green Streets* tree planting program will continue to be supported to encourage tree planting in established neighbourhoods.

### Land Use Along Major Roads

- 29 Building and site design will orient buildings to front Major Roads with parking areas to the rear. Consideration will be given to alternative design on development sites that are not capable of meeting the siting / orientation criteria for building on lots fronting major roads.
- 30 The design of land uses adjacent to Major Roads will be encouraged to enhance the visual character of the street.



## 6.8 Stormwater Services

In the past, stormwater management measures focused on preventing flooding of private and public property. Surface runoff was typically directed into systems of buried pipes and roadside ditches aimed at removing water from developed areas as rapidly and effectively as possible. Increasing concern over impacts on the water bodies that receive stormwater flows has led to a different perspective. Stormwater management now must try to balance the need to prevent flooding with the need to protect water bodies and aquatic habitat, and to provide for greater natural infiltration in order to allow water tables and groundwater to be recharged.

### Objectives

**To provide flood protection and minimize impacts on the aquatic environment.** Achieve a balance between protecting property from flood hazards and protecting the aquatic environment in terms of both water quantity and quality.

**To review and revise municipal stormwater management.** Assess the design of municipal and private drainage systems with a view to meeting environmental objectives while making construction and maintenance cost effective.

**To restore aquatic habitat damaged by stormwater facilities.**

Upgrade existing stormwater drainage facilities to mitigate impacts on affected aquatic habitat.



### Policies

- 1 Watercourses used for storm drainage will be maintained in an open, natural state.
- 2 The City's *Stormwater Management Policy*, along with subdivision standards and specifications for stormwater management, will be reviewed and revised to reflect the objectives in this Plan.
- 3 The City will work with the RDN regarding stormwater management planning where drainage basins cross jurisdictional boundaries.
- 4 The City's Drainage Plans will be reviewed and updated in light of a revised Stormwater Management Policy.
- 5 The City recognizes the importance of integrated stormwater management planning for significant watercourses and their watersheds. In addition to the Walley Creek and Wexford Creek integrated stormwater management plans (ISMP), the City supports the preparation of ISMP's for the remaining significant watercourses in Nanaimo.



## 6.9 Water Services



The City of Nanaimo owns and operates its water system. Nanaimo's water supply is provided by the South Nanaimo River watershed, located 20 km southwest of the city. Nanaimo's water system currently supplies water to about 80,000 residential customers within the city and to the community of Extension, as well as commercial, industrial and institutional users within the city. Water is delivered through a system of dams, distribution mains, treatment facilities, reservoirs and pumping stations. Current users have benefited with an abundant supply of quality water, at low rates, to meet their needs.

To address future water quality, capacity and reliability issues the City undertook a *Water Supply Strategic Plan* (2007). The goals of the Water Plan are to provide clean, safe drinking water, ensure a sustainable water supply, and provide cost effective water delivery.

The Water Plan identifies that existing storage on the South Nanaimo River watershed can meet the water demands for about 100,000 people. This means that in 12-15 years, additional storage will need to be constructed to meet the needs for growth for the foreseeable future. The additional storage will provide security of supply to the city, First Nations, and adjacent communities.

Our water resources need to be used wisely, so that:

- the existing water supply can continue to serve a growing population; and
- the cost of expanding the water supply and distribution system can be delayed.

### Objectives

**Provide safe drinking water.** This ensures that clean, safe water is delivered to all customers connected to the water system, under varying conditions.

**To ensure sustainable water supply.** Ensure that the community can continue to grow and prosper while maintaining environmental quality. This includes developing a conservation mindset towards water use.

**To provide cost effective water delivery.** To optimize capacity and life cycle of the water system so that required capital expenditures can be implemented in an affordable manner.

## 6.9 Water Services Cont.

### Policies

#### Water Service Planning

- 1 Plans for future expansion and upgrading of water supply will reflect:
  - the priority of servicing areas within the existing water area, including the Snuneymuxw First Nation I.R. #1 area and the village of southwest Extension;
  - limiting new services outside the UCB except for health or environmental reasons; and
  - consideration of supplying water to the adjacent communities of Lantzville and Snuneymuxw First Nation, subject to servicing agreements with the city.
- 2 To ensure the long-term sustainable use and protection of its water source, the City will continue to participate in planning and monitoring land and water use in the region in conjunction with the other major water users and managers.

#### Water Conservation

- 3 The City will continue a water conservation program that includes:
  - development of policies to reduce amount of water use per capita;
  - public education on the benefits and methods for conserving water;
  - advanced measures for detecting leaks in the water supply system;
  - water conservation measures in municipal facilities;
  - landscaping in public places and landscaping requirements for new development (for example, low-flow or drip irrigation systems, plant species and landscape designs that reduce the need for watering); and
  - methods of recognizing individual and corporate efforts to conserve water.



## 6.10 Sewer Services



The Regional District of Nanaimo has primary responsibility for sewage treatment and disposal, and operates the treatment facility (Greater Nanaimo) on Hammond Bay Road as well as a treatment facility (Duke Point) on Jackson Road that services the City of Nanaimo. The City has primary responsibility for collecting and moving liquid waste from system users to the Regional District's sewer trunk and treatment facilities.

### Objectives

**To make best use of existing services.** Direct growth in the short and mid term to areas where sewage collection capacity exists.

**To provide adequate service in the future.** Provide for future expansion of the sewage collection system within the UCB.

**To protect public health and the environment.** Meet public health and environmental protection standards in providing this service.

**To examine viable alternatives.** Work with the Regional District of Nanaimo in examining a range of cost effective, environmentally friendly alternatives to treat and dispose of sewage, including waste reduction and reuse.

### Policies

#### Sewer Service Planning

- 1 Plans for future expansion and upgrading of sewer services will reflect:
  - the priority of servicing land within the UCB; and
  - limiting new services outside the UCB.
- 2 The City supports the Regional District's *Liquid Waste Management Plan* (LWMP) (1997). The City's sewage collection system will evolve to support the principles, goals and objectives of the LWMP. Future development will be assessed in light of capacity of the City's collection system and the Regional District's sewer trunk and treatment facility.
- 3 Council will work with the RDN towards eliminating all noxious odours and deleterious emissions from the Liquid Waste Management Plants and RDN pump stations.

#### Sewer Service Provision

- 4 In an effort to improve efficiency of the liquid waste collection and treatment system, the City will work with the Regional District of Nanaimo in finding ways to:
  - reduce inflow and infiltration into sewer lines;
  - reduce waste volume through water conservation;
  - improve controls of contaminants entering the sewage system; and
  - pilot innovative water conservation and waste recycling and reuse methods.
- 5 Maintenance and expansion of the sewage collection system will be conducted in accordance with the City's *Guidelines for Municipal Works and Services Within Environmentally Sensitive Areas (ESAs)*.

## 6.11 Solid Waste Services

Solid waste management refers to both the collection and disposal of garbage, and the “three R’s” of reducing, reusing and recycling wastes. For the City of Nanaimo, the RDN is responsible for solid waste management and disposal, including the operation of the Regional landfill site on Cedar Road. As part of solid waste service, the City provides residents with weekly curb-side garbage pickup and biweekly curb-side collection for a variety of recyclables. Local recycling drop-off depots are also available in cooperation with a local non-profit society, private sector services, and retail centres. While recycling rates have increased over time, more can be done to reduce waste generation and its impacts on limited resources, finances and the environment.

### Objectives

**To manage solid waste.** Meeting the community’s basic needs for solid waste collection and disposal.

**To reduce solid waste generation.** Focus on the regional goal of zero waste and minimize the amount of waste that must be land filled.

**To practice the “three R’s”.** Provide city residents opportunities to reduce, reuse and recycle, as well as to explore and redesign composting and other practices.

### Policies

- 1 The City supports the RDN’s Residual Waste Management Plan, as part of the *Solid Waste Management Plan* (SWMP) (2004). The SWMP extends the life of the Regional landfill site on Cedar Road to approximately 2025 and maintains that no new regional landfill site will be built in the RDN.
- 2 The City aims to increase public awareness and participation in reduction, reuse and recycling by continuing to:
  - review the fee structure for solid waste collection so that it provides residents with an acceptable basic level of service at reasonable cost while encouraging users to reduce unnecessary waste generation;
  - improve access to recycling and re-use opportunities; and
  - support public education on the benefits of the “three R’s”.



## 6.11 Solid Waste Services Cont.



- 3 City-operated recycling services will provide incentives for users as alternatives to waste disposal that pursue the “three R’s”, and will focus on cost effective programs that have the greatest potential for materials diversion from the landfill.
- 4 The City will continue to monitor the per capita rate of waste disposal and recycling as the primary means of measuring achievement of waste reduction objectives.
- 5 The City supports the RDN *Post Closure Implementation Plan* (2004) for the Regional landfill. The adaptive reuse of the landfill as a nature park and associated trail facilities is anticipated to be phased in over time, as landfill operations on areas of the site will continue for a number of years.
- 6 The use of new technology to minimize odours and other pollutants is encouraged while the landfill is active.
- 7 Council encourages the Regional District of Nanaimo to develop a multi-use trail around the perimeter of the Cedar Road landfill, while still an active landfill. The trail would provide an amenity to the community and mitigate some of the negative impacts of the landfill.

## 6.12 Servicing Costs

One of the principal benefits of the goals to manage urban growth and build sustainable communities is controlling the costs of servicing existing and future development. By doing so, there will be less pressure to increase taxes, servicing levies and development cost charges. More money can be freed up to provide other services such as parks, security and recreation facilities.

While managing growth and building sustainable communities will help to control servicing costs, new development in Nanaimo will add to infrastructure costs. To service the growth anticipated by this Plan, infrastructure planning needs to ensure the funds are available for building roads, water supply systems and sanitary and storm sewers, and for acquiring parks. One of the main vehicles to prepare for future servicing capital costs is to ensure that development cost charges accurately reflect servicing costs. Development Cost Charges (DCCs) are a mechanism for collecting the funds from new development that are needed to pay the capital costs of providing, expanding or upgrading water, sewage, drainage, roads and parkland. The Plan policies encourage DCC planning for this purpose.

### Objectives

**To accumulate capital funds for servicing.** Acquire the funds needed to construct and upgrade services to support future growth.

**To create certainty regarding future development cost charges.** Anticipate servicing costs to support development cost charge planning and changes to rate and assist structures.

### Policies

- 1 DCC planning will reflect the land use designations in this Plan in determining the demands and priorities for use of DCC funds.
- 2 The process for reviewing and updating DCCs on a regular and ongoing basis will involve major stakeholders, provide opportunities for public review and input, and achieve equitable distribution between existing and future residents of the costs associated with new development.



## 7 Goal Seven Work Towards A Sustainable Nanaimo



### 7.1 Neighbourhood and Area Planning

### 7.2 Amending the Plan

### 7.3 Development Amenity Packages

### 7.4 Development Permit Areas

### 7.5 Heritage Conservation Areas

### 7.6 Development Approval

#### Information Areas

### 7.7 Temporary Use Permits

### 7.8 Implementing the Plan

Goal Seven of planNanaimo to **“work towards a sustainable Nanaimo”** is the final goal of the Plan and is the critical goal for moving from “planning to action”. This Goal sets out policies for designing implementation measures and monitoring policy achievement to ensure consistency in future decision-making and the policies in this Plan. Goal Seven also establishes policies for maintaining high levels of community involvement in the future of the city through the retention of the Plan Nanaimo Advisory Committee and a renewed commitment to the preparation of neighbourhood plans.

The overall objective of Goal Seven is to meet the vision of planNanaimo - to build upon the strengths of the city and work to improve those areas where changes in economic, social, and environmental conditions would create a stronger, more effective, sustainable city.

Goal Seven provides for the implementation of the policy directions continued in the Plan. The Goal is organized into the following sections:

- Neighbourhood and Area Planning
- Amending the Plan
- Development Amenity Package
- Development Permit Areas
- Temporary Use Permits
- Implementing the Plan

## 7.1 Neighbourhood and Area Planning

Neighbourhood planning, and the development of Neighbourhood and Area Plans, is critical to achieving the objectives of planNanaimo. While planNanaimo sets out the overarching objectives and policies for the city, Neighbourhood and Area Plans speak to the specific needs and desires of communities within the city in the context of the city-wide Plan. Neighbourhood planning in particular, brings together the broader needs of the community with the local knowledge of the neighbourhood. Successful neighbourhood plans incorporate land use strategies that respond to the broader issues of the community in a way that contributes to creating more livable neighbourhoods.

Local community involvement is the cornerstone of neighbourhood planning. The following objectives and policies recognize the essential nature of neighbourhood and community involvement in the Neighbourhood and Area Planning process.



### Objectives

**To support neighbourhood planning.** Establish a framework for community involvement in developing Neighbourhood and Area Plans.

**To develop area plans in support of Urban Nodes, Corridors and Neighbourhoods.**

**To integrate neighbourhood and community planning objectives.** Ensure neighbourhood plans respond to both the needs of the neighbourhood and the needs of the greater community.

### Policies

- 1 The City will promote the establishment of neighbourhood associations to support neighbourhood planning initiatives.
- 2 The neighbourhood plan process will be guided by broad representation from the neighbourhood planning area.
- 3 Neighbourhood and Area Plans will be adopted as amendments to planNanaimo and must be consistent with the policies of planNanaimo.
- 4 Neighbourhood Plans and Area Plans may define:
  - boundaries for specific land designations within the neighbourhood;
  - design guidelines for commercial, institutional, or multi family residential and mixed use development;
  - the location of local services;
  - specific residential densities consistent with this Plan;
  - local parks and open space consistent with this Plan;

## 7.1 Neighbourhood and Area Planning Cont.



- neighbourhood character and design guidelines; and
  - road network classifications consistent with the City's functional road network classification.
- 5 Neighbourhood Plans and Area Plans are implementation tools of the Official Community Plan as a means to realize the goals and objectives of the OCP. Neighbourhood and Area Plans provide more detailed policies which guide future land use and development, among other matters, for a specific neighbourhood area of the City.
  - 6 Priority will be given to preparing neighbourhood plans on the basis of the following criteria:
    - the neighbourhood is experiencing redevelopment pressures and is in transition;
    - the neighbourhood is under growth pressure; and
    - an Urban Node or Corridor adjacent to the neighbourhood is under pressure for substantial enlargement.
  - 7 Prior to proceeding to the PNAC or Council, persons applying to amend the OCP must meet at least once with the neighbourhood residents to discuss their application and receive comments. A City staff member will attend such meetings to act as a resource person on the City's policies and procedures.
  - 8 The City will promptly notify the Neighbourhood Association (if one exists), of any rezoning and development permit applications affecting lands in the relevant Neighbourhood Plan area.
  - 9 The following Neighbourhood and Area Plans are listed herein and form part of the OCP. Planning Areas and completed Neighbourhood and Area Plans are shown on Figure 3 (see Section 2.3):
    - Old City Neighbourhood Plan
    - Chase River Neighbourhood Plan
    - Rocky Point, Hammond Bay, Stephenson Point Neighbourhood Plan
    - Departure Bay Neighbourhood Plan
    - Nanaimo Downtown Plan
  - 10 Neighbourhood Plans and Area Plans that will be undertaken in the next five years include:
    - Southend / Nob Hill Neighbourhood
    - Stewart Avenue Corridor including the Brechin Hill Neighbourhood

## 7.2 Amending the Plan

Once adopted, time and change will outdate the Plan if it is not amended to keep it current. A good Plan is a “living plan”, one that has the flexibility to respond to changing conditions or new opportunities while still adhering to the vision, goals, and key policies established as a result of community consultation and the approval of Council.

However, a Plan is frequently challenged by the very process it sets out to guide. Council may receive requests to make site specific Plan amendments that may be inconsistent with the overall goals of the Plan. In some circumstances, the disconnect between the proposal and Plan goals are obvious; in other instances, balancing one goal against another may result in proposals that require careful review and detailed discussions before decisions can be reached. The success of the amendment process will determine the Plan’s relevance and durability as a document to guide sustainable growth and change in Nanaimo.

### Objectives

**To monitor and update planNanaimo.** Monitor progress toward Plan goals and update the Plan as required to keep it relevant.

**To establish a planNanaimo amendment process.** Establish a semi-annual review process to reduce the uncertainty created by frequent Plan amendment.

### Policies

- 1 The Plan Nanaimo Advisory Committee (PNAC) will continue to provide Council with a community-based, comprehensive review of amendments and initiatives related to the Official Community Plan.
- 2 PNAC will advise Council on:
  - progress in achieving Plan goals and objectives;
  - consistency of Plan amendment applications with overall Plan goals, objectives and policies; and
  - neighbourhood planning initiatives.
- 3 PNAC will consult and involve neighbourhoods who may be affected by OCP changes.
- 4 The City will include information on the development process, active applications and other significant planning, parks and engineering initiatives on its website.
- 5 Three local area residents, appointed by the residents’ associations, will act as representatives of the neighbourhood at PNAC meetings, at which an application for amendment to the OCP is being considered.

## 7.2 Amending the Plan Cont.

- 6 Every five years, beginning in 2013, a review of progress towards Plan goals will be prepared and published under the Advisory Committee's direction.
- 7 The Plan review will make recommendations on any changes to Plan goals, objectives and policies in order to reflect changing community circumstances. It will consider the long term implications of Plan amendments and identify emerging long term issues that suggest new Plan measures be adopted.
- 8 Applications on hand for amendment to the Plan will be reviewed collectively twice a year by the Advisory Committee and submitted for Council's consideration. Council will only amend the Plan twice each year except in extraordinary circumstances where such amendment would otherwise be consistent with the Plan goals, objectives and other policies of this section.

## 7.3 Development Amenity Packages

The Plan identifies a range of items to be considered in the review of development applications in Nanaimo. For example, the provision of major roads, sidewalks, parks and open space, affordable housing, community health, recreational and cultural facilities, and protection of environmentally significant features are potential contributions of any proposed development. These items are typically considered as amenities that may be provided as part of rezoning and comprehensive development approval. Community amenities provided as part of development approval can be a “win-win” arrangement, in which both the community and developer benefit.

Below are guidelines for determining project-related public amenities.

### Objective

**To develop public amenities in conjunction with development.** Ensure that public amenities identified in the Plan are established during the development and redevelopment process.

### Policies

- 1 In recognition of the need for new development to contribute to the amenities and services from which they also benefit, development proposals that propose rezoning will generally be requested to include some public amenity proposals as part of the completed project.
- 2 In determining the appropriate amenities, the provisions of this section, Area Plans, Neighbourhood Plans and other planning documents will provide guidance.
- 3 Amenities to be considered include (not in order of priority):
  - extra road dedication for Major Roads and road construction;
  - sidewalk and trail improvement;
  - affordable housing units;
  - parkland (in the case of subdivision, in excess of 5% required under *Local Government Act*);
  - other greenbelt or open spaces;
  - covenants to protect environmentally sensitive areas not included in Development Permit Areas;
  - recreational space or facilities;
  - multi-use recycling, re-use, education and enterprise centres (“enviro centres”);
  - community activity centre or other facilities (e.g., daycare, arts, culture, library facilities);
  - transit pull-outs, bus stop shelters;
  - cash-in-lieu of any of the above; or
  - extraordinary design features (e.g., facades to match neighbourhood character).



### 7.3 Development Amenity Packages Cont.

- 4 Site-specific conditions will suggest what amenities are indicated for consideration in a project. Criteria for determining priority among possible amenities may include:
  - site characteristics: natural features that are environmentally, historically or archaeologically sensitive and needing protection; viewscales; outdoor recreational opportunities;
  - other features identified in the Plan (e.g., trails, school sites, etc.);
  - needs of surrounding neighbourhood(s);
  - size of proposed development;
  - nature of proposed development; or
  - projected population on site.

## 7.4 Development Permit Areas

Under the authority granted by the *Local Government Act*, as an implementation tool to realize the goals and policies outlined in the Plan, the City of Nanaimo has established nine Development Permit Areas and associated guidelines to regulate land development. These development permit areas include the following:

**Table 3** Development Permit Areas

No.	Development Permit Area (DPA)
1	Watercourses (DPA1)
2	Environmentally Sensitive Areas (DPA2)
3	Natural Hazard Lands (DPA3)
4	Nanaimo Parkway Design (DPA4)
5	Steep Slope Development (DPA5)
6	Stewart Avenue Corridor (DPA6)
7	North Terminal Avenue Area (DPA7)
8	Old City Neighbourhood (DPA8)
9	Commercial, Industrial, Institutional, Multiple Family and Mixed Commercial/Residential Development (DPA9)

Where land is subject to more than one DPA designation, a single development permit is required. The development permit application, however, will be subject to the requirements of all applicable DPAs.

Development permit areas are presented on **Map 3 - Development Permit and Heritage Conservation Areas** and form part of this Plan.

## 7.4 Development Permit Areas Cont.

### Area 1 – Watercourses (DPA 1)

#### Category

s. 919.1(1)(a) of the *Local Government Act* for the protection of the natural environment, its ecosystems and biological diversity.

#### Justification

Watercourses and their adjacent riparian areas provide habitat and travel corridors for fish and other wildlife. They also act as natural water storage, drainage and purifying systems. “Riparian Areas” are the areas of land and vegetation adjacent to watercourses that need to remain in a largely undisturbed state in order to maintain healthy watercourse environments. Riparian areas also help to protect private property from flooding and potential loss of land due to channel erosion and instability. It is in the public interest to regulate activities in watercourses and their riparian areas for the purposes of habitat protection, flood prevention and erosion control.

Development can contribute to changes in the riparian area through loss of trees and vegetation and the alteration of natural processes. These changes may greatly diminish the ability of the riparian area to function as described. The Watercourse Development Permit Area is intended to minimize the impacts of new development along watercourses and to maintain or restore important riparian functions and ecosystems.

#### Objectives

To protect watercourses and their riparian areas, and the adjacent upland areas that exert an influence on watercourses, from development.

Restore and enhance watercourses and their riparian habitat for wildlife movement and the natural features, functions and conditions that support fish and wildlife processes.

#### Guidelines

Development permits issued in any part of this Development Permit Area will be in accordance with the following:

- 1 No development shall occur within a Streamside Protection and Enhancement Area (SPEA) except for the following:
  - Works authorized by the Ministry of Fisheries and Oceans or a regulation under the *Fisheries Act* (Canada); and
  - Works and activities that comply with the laws, regulations and best management practices of the *Water Act*, for example bank repairs, stormwater outfalls, road crossings, footbridges and pipeline crossings.

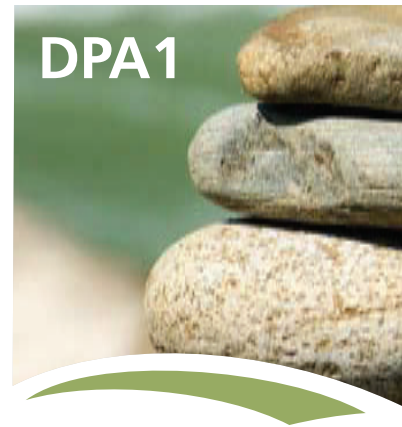


- 2 The width of the SPEA will be determined in one of the following two ways:
  - As specified on Map 3 of the Official Community Plan and defined in Zoning Bylaw No. 4000, measured horizontally from and at right angles to the Top of Bank of the watercourse except where the watercourse is located in a ravine; in which case the SPEA extends beyond the Top of Bank for the distance specified on Map 3 and includes the area between the Top of Bank and the natural boundary; or
  - As part of a variance, by a Qualified Environmental Professional (QEP) acting in accordance with Section 4 (2) of the *Riparian Areas Regulation* of the *Fish Protection Act*.
- 3 Additional measures may also be required depending on the degree of potential impacts of the development on the SPEA and the condition of the SPEA including, but not limited to:
  - Planting of native vegetation and removal of invasive non-native vegetation within the SPEA in accordance with an approved restoration plan;
  - Maintaining hydrologic characteristics that emulate the pre-development state of land:
    - Minimize impervious surfaces;
    - Return the stormwater runoff from impervious surfaces of the development to natural hydrologic pathways in the ground to the extent reasonably permitted by site conditions, and treat, store and slowly release the remaining water in a manner approved by City staff;
  - Environmental monitoring during the construction phase;
  - Developing and implementing a soil erosion and sediment control plan as part of site design and construction to prevent the discharge of sediment laden water into the watercourse;
  - Protecting the root zones of trees located within the SPEA and those identified for retention outside the SPEA during construction;
  - Installing of a permanent fence to demarcate the SPEA;
  - Abating windthrow hazard outside the SPEA;
  - Registering of a conservation covenant over the SPEA; and
  - Dedicating of the watercourse to the City of Nanaimo.

### Exemptions

The following development activities are allowed to occur in this Development Permit Area without a development permit.

- 1 Gardening and yard maintenance activities within an existing landscaped area, such as mowed lawns, minor pruning of trees and shrubs, planting vegetation and minor soil disturbance that does not alter the general contours of the land;



## 7.4 Development Permit Areas Cont.



- 2 Emergency procedures to prevent, control or reduce flooding, erosion or other immediate threats to life or property do not require a development permit, including:

- emergency flood or erosion protection works;
- removal of hazardous trees (under the direction of the City Urban Forest Coordinator and Environmental Coordinator);
- clearing of an obstruction from a bridge, culvert or drainage flow; and
- repairs to bridges or safety fences.

Emergency actions for flood protection and clearing of obstructions by anyone other than City staff must be reported to the Public Works Department and the City Environmental Coordinator immediately.

- 3 Trail construction. A development permit is not required for constructing a trail across a SPEA to access water if the following conditions are met:

- Only one trail is built;
- The trail is for personal, non-vehicular use only;
- The trail is less than one metre in width;
- No native trees will be removed;
- The trail's surface will be pervious (allows water to filter through; for example, soil, gravel, mulch);
- The overall slope of the trail is less than 10%; where portions are greater than 10%, the trail is designed to prevent erosion; and
- Movement of soil, fill or aggregates occurs within a corridor less than two metres in width.

- 4 Public Works and Services. A development permit is not required for construction, repair and maintenance of works by the City or its authorized agents and contractors, or by utilities with whom the City has signed a memorandum of understanding provided these agencies comply with the *Guidelines for Municipal Works and Services Within Environmentally Sensitive Areas (ESAs)*.

- 5 Subdivision. A development permit is not required for subdivision of lands containing a leave strip where:

- Minimum lot areas are met exclusive of the WDPA / Riparian area, as required under the Zoning Bylaw;
- No development activities (such as grading, clearing, trenching, installation of pipes, etc.) relating to the creation of lots or provision of services for those lots will occur in the Development Permit Area; and
- All requirements made under the Subdivision Control Bylaw for identifying and marking watercourses, natural boundary, Top of Bank and other watercourse-related features are met.

Restoration or enhancement of the riparian area, particularly where the riparian area may have already been impacted by previous development activities, may be a condition of subdivision approval.

- 6 Creek Daylighting. If a watercourse is piped and there is no proposed plan to daylight the watercourse, a development permit is not required.
- 7 Agricultural use within the Agricultural Land Reserve;
- 8 Ecological restoration and enhancement projects undertaken or authorized by the General Manager of Development Services.

### Definitions

**Development** means any activity occurring within 30 metres of fish habitat and referred to in Section 920 (1) of the *Local Government Act*, including the:

- Removal, alteration, disruption or destruction of vegetation;
- Removal, deposit or distribution of soils;
- Construction or erection of buildings and structures;
- Creation of non-structural impervious or semi-impervious surfaces;
- Construction of roads, trails, docks, wharves and bridges;
- Development of utility corridors;
- Expansion of existing landscaping;
- Provision and maintenance of sewer and water services; and
- Subdivision as defined in section 872 of the *Local Government Act*.

**Fill** means soil, sand, gravel, rock or other material that can be used to alter the contours of land.

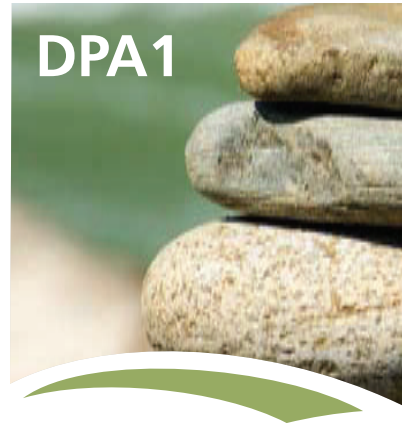
**Fish** means all life stages of salmonids, game fish and regionally significant fish.

**Fish Habitat** means that the watercourse is either fish bearing, or is connected by surface flow to a watercourse that is fish bearing.

**Fish Bearing** means the aquatic environment and the immediately surrounding terrestrial environment that, combined, afford the necessary biological and physical support systems required by fish species during various life history stages.

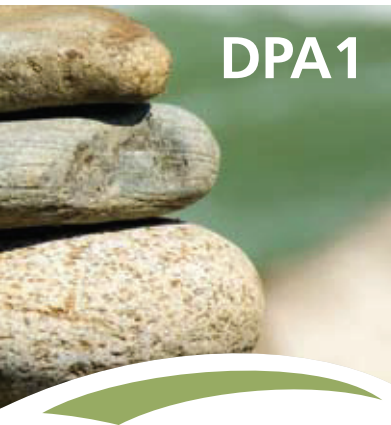
**Riparian Area** (also known as "Leave Strip") means a specified area where:

- The surrounding terrestrial environment that links aquatic to upland terrestrial ecosystems and includes both existing and potential riparian vegetation and existing and potential adjacent upland vegetation that exerts an influence on the watercourse.





## 7.4 Development Permit Areas Cont.



- Where both fish and non-fish bearing habitat exists, the riparian areas are recognized as Streamside Protection and Enhancement Areas.
- The size of which is defined in the City of Nanaimo Zoning Bylaw 4000 Schedule G, and OCP Map 3.

**Landscaped Area** means an area significantly altered by human activity where there is the continuous maintenance of no vegetation, cultivated vegetation and/or landscape materials, including but not limited to stones, boulders, cobbles, pavers and decorative concrete.

**Non Fish Bearing Habitat** is aquatic and adjacent terrestrial habitat not recognized under the provincial *Riparian Areas Regulation*, which includes:

- marine foreshore; and
- a ditch, spring or wetland that is not connected by surface flow to fish bearing habitat but which the City recognizes as possessing important ecological and wildlife values.

**Natural Boundary** means the visible high water mark of any lake, river, stream or other body of water where the presence and action of water are so common and usual, and so long continued in all ordinary years as to leave a mark on the soil of the stream banks, above which there is a change in the character of the soil and vegetation. The high water mark is the edge of the active flood plain.

**Natural features** are functions and conditions that include but are not limited to:

- Streams and their active floodplains;
- The multi-canopied forest and ground cover adjacent to streams that moderates water temperatures;
- Provides a source of food, nutrients and organic matter to streams;
- Establishes root matrices that stabilize soils and stream banks, thereby minimizing erosion;
- Buffers streams from sedimentation and pollution in surface runoff;
- Large organic debris that falls into the stream or streamside area, including logs, snags and root wads;
- Natural sources of stream bed substrates; and
- Permeable surfaces that permit infiltration to moderate water volume, timing and velocity and maintain sustained water flows in streams, especially during low flow periods.

**Streamside Protection and Enhancement Area (SPEA)** means the area adjacent to a watercourse that links aquatic to terrestrial ecosystems and includes both the riparian area and the adjacent upland area that exerts an influence on the watercourse, the width of which is determined in Guideline 2.

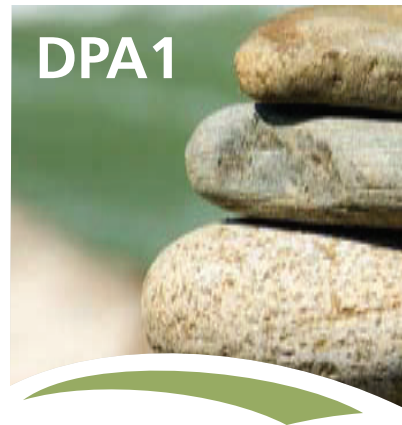
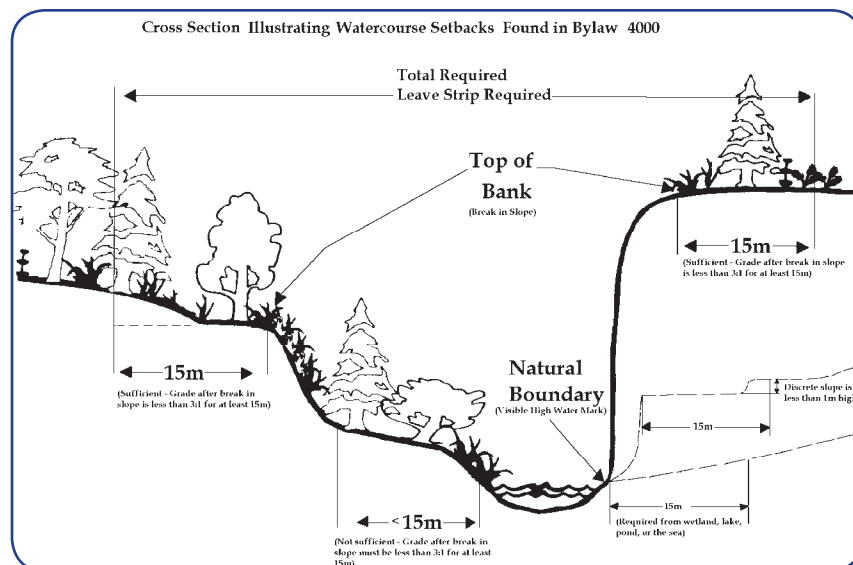
**Qualified Environmental Professional (QEP)** means an applied scientist or technologist, acting alone or together with another qualified environmental professional, if:

- The individual is registered and in good standing in British Columbia with an appropriate professional organization constituted under an Act, acting under that association's code of ethics and subject to disciplinary action by that association;
- The individual's area of expertise is recognized in the assessment methods as one that is acceptable for the purpose of providing all or part of an assessment report in respect of that development proposal; and
- The individual is acting within that individual's area of expertise.

**Ravine** means a narrow, steep-sided valley with slope grades greater than 3:1 (33%).

**Soil** means the soil, sand, gravel rock or other substances of which land is composed.

**Top of Bank** is defined as in Zoning Bylaw No. 4000, where it means "the points closest to the natural boundary of a watercourse where a break in the slope of the land occurs such that the natural slope beyond the break is flatter than 3:1 (33%) for a minimum of 15 metres (see below)."



## 7.4 Development Permit Areas Cont.



**Watercourse** includes any of the following that provides fish and non-fish bearing habitat

- A pond, lake, river, stream, creek, or brook;
- Any of the above, whether it contains water or not;
- A spring or wetland that is connected by surface flow (including portions that may be within a conduit or culvert) to something referred to as above;

**Wetland Boundary** is defined as in Zoning Bylaw No. 4000, where it means "the high water mark or water level in wetlands, ponds, and lakes that is reached during annual winter flood events, as indicated by the presence of soil subject to regular inundation and/or vegetation that is typically adapted for life in submerged, semi-submerged or saturated soil conditions."

## Area 2 - Environmentally Sensitive Areas (DPA2)

### Category

Section 919.1(1)(a) of the *Local Government Act* for the protection of the natural environment, its ecosystems and biological diversity.

### Justification

Environmentally Sensitive Areas (ESAs) are designated as a development permit area for protection of the natural environment, its ecosystems and biological diversity (DPA2). It includes lands that have been identified on Map 3 as having environmental values that require consideration and protection but that have not already been designated as a Development Permit Area for Watercourses.

ESAs include lands initially defined by Environment Canada and the British Columbia Ministry of Environment, as sensitive ecosystems. Sensitive ecosystems are relatively unmodified, rare and fragile terrestrial ecosystem types identified during the provincial government's Sensitive Ecosystem Inventory of 1993-1997. The main objective of the inventory was to provide scientific information on selected sensitive ecosystems in support of sound land management decisions that encourage conservation and good land stewardship. These ESAs were subsequently inventoried by the City of Nanaimo in 2003 and 2004 by Madrone Environmental and presented in a report titled *Inventory of Environmentally Sensitive Areas Within the City of Nanaimo*. ESAs provide habitat for endangered species of native, rare vegetation or wildlife, and provide wildlife corridors and secondary habitat within the city.

### Objectives

To identify, protect and minimize the disturbance of Environmentally Sensitive Areas within the city.

To preserve native, rare and endangered vegetation, wildlife and their habitat in their natural state.



## 7.4 Development Permit Areas Cont.

### Guidelines

The guidelines for development within DPA2 are set out below:

Where required by the City, an applicant for a development permit within DPA2 must provide information on the anticipated impact of all proposed development or activity in relation to the natural environment for the lands within DPA2.

- 1 Prior to any alteration of land within DPA2, an environmental assessment must be completed, except where it is deemed not necessary by the General Manager of Development Services.
- 2 Prior to any alteration of land within DPA2, **non-disturbance areas** must be identified and fenced with a continuous barrier not less than 1.5 metres in height sufficient to protect the non-disturbance area from construction and development activity.
- 3 Within a non-disturbance area:
  - trees and vegetation must not be cut, pruned, altered, removed or damaged in any way other than minor damage incidental to the construction of the barrier under guideline 2 above;
  - development must not either increase or decrease the amount of surface and/or groundwater or affect the quality of water available;
  - gravel, sand, soils and peat must not be removed; and soil or other fill must not be deposited; and
  - vegetation that is not indigenous to Nanaimo must not be planted.
- 4 Within a buffer area:
  - other than development expressly permitted within the buffer area, the development must not either increase or decrease the amount of surface and/or groundwater or affect the quality of water available;
  - the alteration of land or the construction of structures approved through a development permit will be limited to those that are compatible with the characteristics of the non-aquatic ESA;
  - upon development approval, hard surfacing such as driveways and parking areas and soil deposits must be limited in order to be compatible with the characteristics of the non-disturbance area; and
  - invasive vegetation listed in the following table, and as presented on the Coastal Invasive Plant Committee Priority Listing, must not be planted.



**Table 4** List of Invasive Vegetation

Common Name (s)	Scientific Name
Sweet vernalgrass, Large sweet vernal grass	<i>Anthoxanthum odoratum</i>
English hawthorn, Common hawthorn, Oneseed hawthorn, May tree	<i>Crataegus monogyna</i>
Hedgehog dogtail, Bristly dogtail, Rough dogtail, Annual dogtail	<i>Cynosurus echinatus</i>
Scotch broom, Scot's broom, English broom	<i>Cytisus scoparius</i>
Orchard grass, Orchardgrass, Cocksfoot, Cock's foot	<i>Dactylis glomerata</i>
Daphne, Daphne-laurel, Spurge-laurel, Olive-spurge	<i>Daphne laureola</i>
English ivy, Ivy	<i>Hedera helix</i>
Common velvet-grass, Yorkshire fog, Tufted softgrass, Meadow soft grass, Velvetgrass, Mesquite, Mesquite grass	<i>Halcus lanatus</i>
Himalayan blackberry, Himalaya-berry	<i>Rubus discolor</i>
Gorse, Furze, Irish furze, Prickly broom, Thorn broom	<i>Ulex europaeus</i>





## 7.4 Development Permit Areas Cont.

### Development Approval Information Area Designation

The DPA2 is designated a development approval information area. See section 7.6 of the Plan for further information.

### Exemptions

A development permit is not required for:

- 1 Construction and/or alteration of a building or alteration of land where no part of the lot is within the non-aquatic ESA and buffer area.
- 2 Construction of one single family dwelling on a lot if the dwelling is built outside the non-aquatic ESA and its buffer area.
- 3 Planting of indigenous vegetation (including trees) for the purpose of enhancing habitat values or soil stability.
- 4 Planting of non-indigenous vegetation which:
  - does not otherwise contravene the guidelines for DPA2; and
  - is consistent with guidelines prepared by the City for the purpose of enhancing habitat values or soil stability within DPA2.
- 5 Emergency procedures to prevent, control or reduce fires, flooding, erosion or other immediate threats to life and property; provided that emergency actions for flood or fire protection and clearing of obstructions by any person other than the City or senior government is reported to the City or the applicable senior government agency as soon as practicable.
- 6 Construction, repair and maintenance by:
  - The City or its authorized agents and contractors;
  - Utilities with which the City has signed a memorandum of understanding, where such work is carried out in accordance with *Guidelines for Municipal Works and Services Within Environmentally Sensitive Areas (ESAs)* (March 2002) prepared by the City; and/or
  - Cutting of hazardous trees that the City Urban Forestry Coordinator and the Environmental Coordinator considers present an immediate danger to the safety of persons, or are likely to damage public or private property.



### Area 3 - Natural Hazard Lands (DPA3)

#### Category

Section 919.1 (1)(b) of the *Local Government Act* (Natural Hazard).

#### Justification

Natural hazard lands are typically characterized by a relatively steep slope, unstable or eroding land extending along ravines, bluffs, rock faces and shorelines influenced by wave action. Leaning or curved trees, local slide and erosion scapes and accumulations of slide debris provide evidence of past land instability. Much of the past instability appears to have been associated with flowing water including surface water, ground water seepage and wave action. Any construction of buildings would have to take into consideration the stability of the soil and ensure ground slippage does not take place.

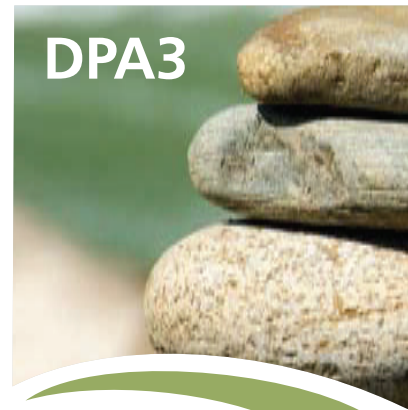
#### Objective

To regulate development on lands of natural hazard in order to avoid property loss and maintain slope stability.

#### Guidelines

The guidelines for development within DPA3 are set out below:

- 1 No significant excavation or filling shall be undertaken, nor any building or permanent structure of any kind whatsoever shall be erected, constructed or placed in those areas subject to bank instability. Buildings and structures shall be sited in accordance with building setbacks and other requirements, as determined by a professional engineer, to avoid those areas subject to unstable slopes and/or ground instability.
- 2 Provision shall be made and works undertaken to provide for the disposal of surface run-off and stormwater flowing over the land, which may stem from further development. Such works shall be required to divert drainage away from areas subject to sloughing.
- 3 No unnecessary disturbance to the steep slope / foreshore area shall be permitted. Existing vegetation shall be maintained in order to control erosion and protect banks. Any access improvements on the steep slope such as footpaths and stairways shall be constructed so as not to disturb the slope or other natural slope drainage.



## 7.4 Development Permit Areas Cont.



- 4 Before issuing a development permit, the City may require the applicant to furnish, at the applicant's expense, a geotechnical report that conforms with the *Guidelines for the Preparation of Geotechnical Reports*, to assist in determining what conditions or requirements shall be imposed in this permit to render the development, and hence, the use of land able to withstand the effects of the known hazard.
- 5 Development permits issued in DPA3 can be guided by the results of earlier and subsequent studies that are known by the City.

### Exemptions

In areas of the city where only a DPA designation for natural hazard applies, a development permit for natural hazard may not be required prior to development if a geotechnical report has been prepared following the City's *Guidelines for the Preparation of Geotechnical Reports* that satisfies the objectives and guidelines for DPA3.

## Area 4 - Nanaimo Parkway Design (DPA4)

### Category

Section 919.1(1)(a) of the *Local Government Act* (Natural Environment)  
Section 919.1(1)(f) of the *Local Government Act* (Form and Character)

### Justification

Land along the Parkway is largely undeveloped at the present time. Pressure for urbanization has already begun and is anticipated to continue as population grows. Generally, development opportunities are more substantial on the east side of the Parkway's right-of-way, while topography and significant natural areas requiring protection restrict development in many instances on the west side. The Parkway is a controlled access Highway and, where possible, its scenic qualities are to be maintained.

### Objectives

To reinforce an orderly and aesthetic image along the Parkway which responds to the specific character zones as set out in the *Nanaimo Parkway Development Permit Area Guidelines*.

To restrict unattractive strip development and the resultant congestion from occurring along the Route.

To restrict vehicular access.

To ensure development occurs that is visually attractive and compatible with the surrounding area.

To ensure adequate bicycle and pedestrian access is available.

### Guidelines

Development permits issued in DPA4 will follow *Nanaimo Parkway Development Permit Area Guidelines*, November 1992, which are incorporated in, and form a part of, the Plan.

### Exemptions

A development permit is not required:

- As part of a building permit application for the construction of, or an addition to, a single family dwelling or duplex. This exemption does not apply when the single family dwelling or duplex is part of a greater subdivision application.
- When the subject property or portion of the property being considered for development, lies outside the Character Protection Area and Tree Protection Zone. This exemption does not apply when development of the parcel would impact the view corridors noted in the *Nanaimo Parkway Development Permit Area Guidelines*.



## 7.4 Development Permit Areas Cont.

### Area 5 - Steep Slope Development (DPA5)

#### Category

- Section 919.1 (1) (a) of the *Local Government Act* (Natural Environment)
- Section 919.1 (1) (b) of the *Local Government Act* (Hazardous Conditions)
- Section 919.1 (1) (e) of the *Local Government Act* (Intensive Residential Development)
- Section 919.1 (1) (f) of the *Local Government Act* (Multi-Family Residential Development)

#### Justification

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 natural beauty of Nanaimo.

Conventional detached residential developments located on steep slopes are typically very disruptive on steep slopes given the densities that need to be achieved. It is also very difficult to retain vegetation on the 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.

#### Objectives

To achieve environmentally sound and livable hillside neighbourhoods.

To minimize the risk of erosion, landslip or rockfall to development in steep slope areas.

To preserve the native vegetation in steep slope areas in its natural state for the preservation of native flora and fauna habitat.

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.



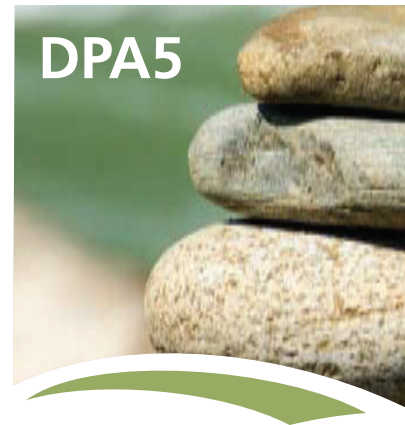
### Guidelines

Development Permits issued in this area will follow the *Steep Slope Development Permit Area Guidelines*, as amended, which form part of the Plan.

### Exemptions

A development permit is not required:

- For the construction of two units or less on a lot;
- On a property less than 0.5 hectares;
- On a property which has less than 10% of the site with slopes of 20% or greater;
- Where a property is subject to multiple Development Permit Areas, provided the development permit is issued pursuant to the *Steep Slope Development Permit Area Guidelines*;
- For the cutting of hazardous trees that present an immediate danger to the safety of persons or are likely to damage public or private property, as determined by the City Arborist; and/or
- For the construction, repair or maintenance of works by the City or its authorized agents and contractors.





## 7.4 Development Permit Areas Cont.

### Area 6 - Stewart Avenue Corridor (DPA6)

#### Category

Section 919.1(1)(b) of the *Local Government Act* (Natural Hazard)  
Section 919.1(1)(f) of the *Local Government Act* (Form and Character)

#### Justification

The marine waterfront is the focal point of the Stewart Avenue corridor. A mix of commercial, marine and industrial land uses share this unique resource. Outstanding views of Newcastle Island and Passage are among the amenities afforded by this location. The City of Nanaimo *Economic Development Strategy* suggests the establishment of tourist commercial sites along this corridor. This recommendation may be implemented by the redevelopment of underutilized and vacant parcels plus the eventual relocation of non-conforming industrial uses. Public access to the waterfront in the form of walkways and public open space, and the maintenance of visual links should be among the top priorities for this corridor.

#### Objective

To ensure that future development of this area is compatible with the form and character of adjacent development and the marine waterfront.

#### Guidelines

The guidelines for development within DPA6 are set out below:

- 1 The height of buildings should not interfere with the view of the residents living above the Stewart Avenue corridor. A three storey height limitation should be observed along Stewart Avenue.
- 2 The size (scale) and shape (massing) of buildings shall relate to adjacent development.
- 3 Lighting and signs shall be unobtrusive and in scale with their surroundings.



- 4 Off-street parking should be located away from the waterfront. Underground parking or parking under buildings shall be encouraged.
- 5 Pedestrian and vehicular public access shall be provided by means of a walkway from Brechin Point to the Nanaimo Yacht Club and include:
  - A three metre wide pedestrian corridor created by means of land fill, where necessary, to facilitate public access and enable better use of restricted areas along the waterfront;
  - Points for public access and parking defined by the demarcation of node points along the created pedestrian corridor. These node points shall generally correspond to centres of existing activity; and
  - Public pier heads provided at the node points as extensions to the existing street pattern in the general area.
- 6 Landscaping or screening shall be provided to separate residential, commercial and industrial uses from Stewart Avenue.



## 7.4 Development Permit Areas Cont.

### Area 7 - North Terminal Avenue Area (DPA7)

#### Category

Section 879(1)(f) of the *Local Government Act* (Form and Character).

#### Justification

The North Terminal Avenue area is predominantly detached housing in nature although the current zoning allows for a wide variety of commercial activities. Development of this corridor is constrained by difficult ingress and egress off a major arterial not designed to carry the existing traffic volume. The right-of-way along this stretch of Terminal Avenue is only 20 metres in width which poses difficulties for both vehicular and pedestrian movements.

#### Objectives

To ensure that redevelopment of this corridor is not visually obstructive and is compatible with surrounding development.

To restrict vehicular access on and off Terminal Avenue to prevent traffic impediment and a hazardous situation.

#### Guidelines

The guidelines for development within DPA7 are set out below:

- 1 Lighting and signs, particularly freestanding signs, shall be unobtrusive and in scale with their surroundings.
- 2 New buildings should be constructed with adequate setbacks from Terminal Avenue to allow for screening and safe pedestrian movement.
- 3 Landscaping or screening shall be provided to separate residential and commercial development from Terminal Avenue and adjacent residential areas.
- 4 Off-street parking requirements may be reduced where site constraints make the provision of such parking difficult.
- 5 Off-street parking areas shall be adequately screened from view of the traveling public and residents of surrounding developments.
- 6 Ingress and egress should be provided from secondary roads rather than from Terminal Avenue.



## Area 8 - Old City Neighbourhood (DPA8)

### Category

Section 919.1(1)(f) of the *Local Government Act* (Form & Character).

### Justification

DPA8 lies within the Old City Neighbourhood. A local area planning program has produced a Concept Plan which focuses on land use, density and zoning issues. This residential neighbourhood is immediately adjacent to the downtown core and has been the subject of increased development pressure for both multi-family and commercial projects in recent years. The area is one of Nanaimo's oldest neighbourhoods containing a significant stock of heritage homes and commercial businesses. The Fitzwilliam Street corridor within the neighbourhood contains excellent heritage resources and has benefited from a Heritage Area Revitalization Program. The neighbourhood enjoys excellent views of the harbour and has retained a pedestrian scale and ambiance reflective of its turn of the century roots.

### Objectives

To encourage a high standard and quality of residential development and redevelopment which retains the residential streetscape and reinforces the residential character of the area.

To encourage new multi-family developments to incorporate some of the design features of character homes in the area that preserve and enhance the residential streetscape.

To encourage developments which capture and retain views for neighbouring properties.

To encourage commercial development to adopt an appearance which is architecturally compatible with adjacent residences.

### Guidelines

Development permits issued in DPA8 shall be in accordance with *Nanaimo's Old City Multiple Family Residential Design Guidelines*, September 1990 which form part of the Plan.



## 7.4 Development Permit Areas Cont.



### Area 9 - Commercial, Industrial, Institutional, Multiple Family and Mixed Commercial/Residential Development (DPA9)

#### Category

Section 919.1(1)(f) of the *Local Government Act* (Form and Character)

#### Justification

DPA9 designation applies to all lands within the City of Nanaimo. Rapid growth, infill redevelopment pressures in existing neighbourhoods and increasing design expectations of the City's residents require development permit regulations of the form and character of all commercial, industrial, institutional, multiple family and mixed commercial/residential development within City boundaries. Under the federal Affordability and Choice Today (ACT) program, the Nanaimo ACT project developed design guidelines and promotional material for innovatively designed triplex and quadruplex housing. The guidelines reflect the Housing Affordability goals in the Plan.

Mainstreet Design Guidelines were created to identify Mainstreet elements that are essential to the successful functioning of a Mainstreet as a central component of Neighbourhood Villages (now Corridors and Commercial Centres).

#### Objectives

To ensure coordination and integration of design in new areas of development.

To ensure infill development in existing neighbourhoods contributes to the preservation of neighbourhood character.

To ensure mixed commercial and multi-family land uses are properly integrated.

To improve the character of commercial development.

To highlight the significance of community institutional buildings.

To encourage pedestrian, bicycle and transit use.

To encourage a high level of design and quality of construction of all future development.

### Objectives Specific to Innovative Housing for Neighbourhood Guidelines

To ensure that triplex and quadruplex housing types are integrated into existing single family neighbourhoods.

To provide more small unit housing of an appropriate size and cost to meet changing population structures, most particularly seniors, empty-nesters and declining family unit size.

To ensure that new housing permits habitation by all income groups into single family neighbourhoods.

To encourage “lifetime housing” design, i.e., housing that affords the inhabitant the ability to age and adapt to mobility constraints without having to change residences.

To review and modify existing site coverage regulations to facilitate the development of triplexes and quadruplexes.

To ensure a high level of design and quality of triplex and quadruplex construction.

### Guidelines

Development permits issued in DPA9 will follow:

- 1 *City of Nanaimo General Design Guidelines*, October 1992, which form a part of the Plan.
- 2 *Downtown Urban Design Plan and Guidelines*, 2008, for lands within DPA9 which are located Downtown, and which form a part of the Plan.
- 3 *Innovative Housing for Neighbourhoods: Triplex and Quadruplex Infill Design Guidelines*, January 1995 (adopted June 1997) which form a part of the Plan.
- 4 *Residential Development Permit Guidelines* for land uses along Northfield Road and along Bowen Road between Meredith Road and Labieux Road:
  - building and site design will establish a strong architectural and functional relationship with fronting arterial roads by orienting front building faces and entrances to the street, employing only low fences and landscaping that is not a visual barrier to the site and access design that provides frequent, convenient pedestrian connections to the sidewalk;
  - private outdoor space or barrier fencing adjacent to arterial road is not consistent with this objective;





## 7.4 Development Permit Areas Cont.



- parking should be located underground or in side or rear yard areas;
  - site circulation must provide for vehicles to drive on and off the site to provide for safe vehicle access;
  - building and site design must be sensitive to and respect adjacent residential values of privacy, quiet, access to sunlight and visual aesthetic quality of site and building form; and
  - building design should employ pitched roofs, gables and porches to provide articulated and interesting building facades.
- 5 *Mainstreet Design Guidelines*, December 1997, which form part of the Plan.
  - 6 Development permits within the boundaries of the Chase River Commercial Centre shall be in accordance with *Design Guide: Chase River Town Centre, January 2000*, which are incorporated in, and form a part of, the Plan.
  - 7 Development permits within the boundaries of the Departure Bay Village Core shall be in accordance with *Appendix A – Departure Bay Design Guidelines for Village Core of the Departure Bay Neighbourhood Plan*.

### Exemptions

- 1 Where there is inconsistency between the regulations of DPA9 and another DPA, the regulations of the other DPA will generally prevail.
- 2 In areas of the city where DPA9 applies, a development permit for form and character will not be required in the following circumstances:
  - where there are alterations or additions to a building that:
    - do not result in an alteration to the exterior of the building; or
    - alter the exterior of a building but have a value of less than \$100,000 when taken together with all external alterations and additions to the building made within the previous period of five years; or
    - is determined by the General Manager of Development Services to comply with a previously approved Form and Character Development Permit.
  - where the proposed construction is a duplex;
  - where the proposed construction is for a form of building that has been otherwise exempted from the requirement to obtain a development permit by City Council;
  - where the proposed construction or renovation is for a public school operated by School District 68; and
  - where the building is included on the Schedule of Buildings for Heritage Conservation Area 1.

## 7.5 Heritage Conservation Areas

Under the authority granted by the *Local Government Act*, as an implementation tool to realize the goals and policies outlined in the Plan, the City of Nanaimo has established the Downtown/Fitzwilliam Street Corridor Heritage Conservation Area (HCA1).

### **Downtown / Fitzwilliam Street Corridor (HCA 1)**

#### **Category**

Section 970.1 and s.971 of the *Local Government Act*.

#### **Justification**

Nanaimo's Downtown and the Fitzwilliam Street Corridor are the city's most significant concentrations of commercial historic resources. These areas reflect the historical development patterns of the city's growth and correspond to its earliest settled areas, centred on the harbour and the Old City Neighbourhood. Moreover, these areas reflect the prominent 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 paint colours.

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, continue to be realized today. Properly managed this legacy of historic buildings will continue to make a contribution to the overall image of the city as well as to the economic and tourism potential of the Downtown area.



## 7.5 Heritage Conservation Areas Cont.



### The Downtown

One of the oldest cities in the province (the third to be incorporated), Nanaimo had its beginnings along the waterfront. In 1853, two French-Canadian labourers constructed the town's bastion. While it has moved twice over the years, the structure remains today as the city's oldest standing man-made landmark. 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 survive in the Downtown and stand as stylistic representatives 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 business opportunities proximity to the train station provided. The oldest remaining building in the area is the Occidental Hotel, 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

To help streamline the development approval process, those buildings identified in the City's 1998 heritage inventory, *The Heritage Resources of Nanaimo*, that are located within the boundaries of HCA1 have been listed in Table 5. Owners of listed buildings are required to first obtain a Heritage Alteration Permit (HAP) prior to the following conditions as specified in Section 971 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 a building or structure or land within the area (including building demolition); and
- 4 Alteration of a feature that is a legally protected heritage property.

Buildings currently falling under the existing DPA9 and not listed as having heritage significance but also located within the boundaries of HCA1, while not required to obtain a heritage alteration permit prior to development or subdivision, are still required to obtain a development permit as application to redevelop these buildings remains subject to the requirements of DPA9.

### Objectives

To ensure continuity and preservation of the heritage resources.

To achieve design control of alterations to existing buildings and new infill buildings to conserve heritage value.

To enhance and extend the historic transportation corridor of the Downtown HARP area.

To allow for the development of the Front Street and Fitzwilliam Street corridors as transportation “gateways” to the Downtown core.

### Guidelines

Heritage alteration permits issued in HCA1 will follow *Nanaimo Heritage Building Design Guidelines*, 1984. Development Permits issued in this area for buildings not listed in the City's HCA1 designation, will follow *City of Nanaimo Downtown Urban Design Plan and Guidelines*, 2008, and which form a part of the Plan.



## 7.5 Heritage Conservation Areas Cont.

### HCA1

**Table 5** Schedule of Buildings for Heritage Conservation Area 1

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
Jean Burns Building	6-10 Commercial 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
Franklyn Street Gymnasium	421 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

## 7.6 Development Approval Information Areas

This section outlines the development approval information requirements and procedures for Environmentally Sensitive Areas (ESAs) – DPA2.

### Category

Section 920.01(1) of the *Local Government Act*.

For the purposes of section 920.1, an Official Community Plan may do one or more of the following:

- specify circumstances in which development approval information may be required under that section;
- designate areas for which development approval information may be required under that section; and/or
- designate areas for which, in specified circumstances, development approval information may be required under that section.

### Justification

The collection of specific development approval information is necessary while considering development of these lands to ensure the City is provided with complete information to properly assess and mitigate conditions caused by that development, and its impact on the natural environment, rare and endangered vegetation, and sensitive habitat within the city.

Development approval information is required to determine the precise demarcation of the boundaries of non-disturbance areas, buffer areas and the formulation of conditions for development permits referred to in DPA2 - Environmentally Sensitive Areas.

### Objectives

To identify, protect and minimize the disturbance of Environmentally Sensitive Areas within the city.

To preserve native, rare and endangered vegetation or wildlife in their natural state.

### Requirements and Procedures

- 1 Council delegates the General Manager of Development Services the power, duty and function to require development approval information.
- 2 The City shall determine whether and to what extent development approval information will be required.
- 3 Where development approval information is required, the information shall be provided by the applicant, at the applicant's cost, in the form of a report to the City prepared by the appropriate professional as set out in the following table.



## 7.6 Development Approval Information Areas Cont.

Natural Environment	
Registered Professional Biologist (R.P. Bio)	Member of Canadian Institute of Planners (MCIP)
Hydrological Engineer (P.Eng.)	Registered Professional Forester (RPF)
Geotechnical Engineer (P.Eng.)	Architect (MAIBC)
Professional Geologist (P.Geo.)	Landscape Architect (BCSLA)
Professional Agrologist (P.Ag.)	

- 4 A report relating to impact of development on Environmentally Sensitive Areas must include, but is not limited to:
  - flora and fauna found on site;
  - ground water – quality and quantity;
  - wildlife habitat with an assessment of its quality;
  - soil conditions;
  - surface water drainage patterns, and
  - bedrock.
- 5 The report related to impact of development on ESAs must:
  - examine the natural environmental features of the Environmentally Sensitive Areas generally recognized within the parcel and shown on Map 3 of the Plan, including the presence of endangered vegetation species as listed under the Provincial *Wildlife Act* and the Federal *Species At Risk Act* (SARA);
  - determine the boundaries of all Environmentally Sensitive Areas as well as lands within 60 metres of these boundaries for the purpose of identifying potential non-disturbance and buffer areas;
  - determine the non-disturbance and buffer areas on a parcel through an explanatory, reference or legal survey plan prepared by a BC Land Surveyor that shows these boundaries;
  - examine the impact of the proposed development on all non-disturbance and buffer areas, and provide development pattern and servicing recommendations to minimize impact on these areas;

- estimate the volumes of surface drainage waters that would be directed to watercourses and the methods to be used to ensure that contaminants are not released in to these waters as a result of the proposed development, and in the case of phased development, each phase of the development;
  - examine pre-development water quality and quantity on the site and provide mitigation and enhancement strategies to maintain pre development water quality and quantity for the non-disturbance and buffer areas; and
  - identify how the applicant intends to ensure that no foreign materials enter into any non-disturbance areas, including without limitation, greases, oils, gasoline, sediments and other contaminants during and after the construction phase of the proposed development.
- 6 Development approval information is not required for the exemptions listed in DPA2 - Environmentally Sensitive Areas.
- 7 If the report includes maps, the maps are to be drawn at a scale of 1:2000, or with the approval of the City, at a scale of 1:5000.

## 7.7 Temporary Use Permits

The *Local Government Act* (section 921) allows municipalities to approve Temporary Use Permits (TUP) for commercial and industrial uses. These permits are issued for a two year term, with the possibility of an additional two year renewal. The issuance of a TUP is intended to provide a short-term opportunity for new businesses which either relocate or cease to exist within a maximum four year period.

- 1 Temporary Commercial or Industrial Use Permits may be allowed on all lands designated Industrial, Light Industrial, Commercial, or Urban Node following Council's consideration and the public review process established in the *Local Government Act*.

## 7.8 Implementing the Plan

planNanaimo will be implemented through a variety of measures, ranging from the development of new bylaws and the direct involvement of citizens, landowners and stakeholders through citizen committees and the preparation of Area Plans for Urban Nodes, Corridors and Neighbourhoods. Certain measures are to be implemented immediately; others may require months or years to complete. Some implementation measures, such as increased community involvement, are ongoing.

All proposed changes to this Plan must follow the amendment procedures outlined in the *Local Government Act*. In addition, any proposed changes will be referred to the Plan's Advisory Committee and advertised as required by the *Local Government Act* to provide residents with the opportunity to comment on issues and get involved in the implementation of planNanaimo.

An Implementation Strategy for planNanaimo is outlined as follows. This Strategy 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 four time-frames:

- 1 **Immediate** (to be initiated in 2008);
- 2 **Short term** (to be completed within 5 years);
- 3 **Medium term** (to be completed within 5 to 10 years);
- 4 **Long term** (to be completed over 10 to 20 years); and
- 5 **Ongoing** (to be initiated in the short term with no planned date of completion).

**Table 6** Implementation Strategy

Implementation Action	Timing	Plan Reference
Prepare sustainability framework for action	Immediate	Guiding Principle: Sustainability
Review the Regional Context Statement jointly with the RDN Any additions, deletions and amendments to the policies in planNanaimo may result in a review of the Regional Context Statement	Ongoing	Regional Context Statement
Consider revisions to the UCB every three years from 2010-NOV-01 or as part of a major review of this Plan	Ongoing	Goal 1
Extend full community servicing to all lands within the UCB	Ongoing	Goal 1
Develop Urban Node plans - South Nanaimo - Downtown Plan Study Areas 1 and 2 - University - Hospital - Woodgrove	Immediate Short Term Medium Term Long Term Long Term	Goal 2
Downtown Urban Design Plan and Guidelines	Immediate	Goal 2 (Downtown Centre Urban Node), Development Permit Area 9, Heritage Conservation Area 1
Develop Corridor plans: - Stewart Avenue Corridor (including Brechin Hill) - Third Street Corridor - Bowen Corridor - Northfield Corridor	Short-Term Medium Term Long Term Long Term	Goal 2 (Corridors and Commercial Centres)
Develop Neighbourhood and Area plans - Southend / Nob Hill - Jingle Pot - Linley Valley	Short Term Medium Term Medium - Long	Goal 2 (Neighbourhood)
Conduct Zoning Bylaw Review - Corridors - General update	Immediate Short Term	Goal 2
Conduct Parking Standards Review	Short Term	Goal 2
Prepare Harm Reduction and Housing First Strategy	Immediate	Goal 3
Prepare an Archaeological Overview Assessment	Short Term	Goal 3
Review the Nanaimo Heritage Action Plan	Short Term	Goal 3
Construct an uninterrupted waterfront trail from Departure Bay Beach to the northerly extent of the Nanaimo River Estuary	Long Term	Goal 3
Develop a food system strategy to establish objectives and policies for the implementation of a food program, including an ongoing inventory of available programs and community organizations involved with food production/distribution	Immediate	Goal 3

**Table 6** Implementation Strategy Cont.

Implementation Action	Timing	Plan Reference
Develop educational/involvement programs for working with the business community	Ongoing	Goal 4
Develop a sustainability checklist for rezoning and development permit applications	Short Term	Goal 5
Develop guidelines for environmental assessments for land development as a component of community impact assessment guidelines	Medium Term	Goal 5
Develop standards and procedures to address erosion control during and after construction	Short Term	Goal 5
Develop an urban forest plan	Immediate	Goal 5
Review road standards for roadways in subdivision areas and within designated Corridors to ensure that road standards meet the objectives for Corridor development	Short Term	Goal 6
Increase the public's awareness and participation in reduction, re-use and recycling	Ongoing	Goal 6
Review and revise the <i>Stormwater Management Policy</i> , along with subdivision standards and specifications for stormwater management	Short Term	Goal 6
Prepare city-wide transportation plan	Short-Medium	Goal 6
Develop a comprehensive cycle route signage program	Medium Term	Goal 6
Introduce Zoning Bylaw regulations to require new commercial, industrial, mixed commercial/residential and multi-family residential development to provide secure cycle parking and other facilities	Medium Term	Goal 6
Develop baseline information on cycle travel and release annual reviews of progress made in increasing ridership in accordance with cycling objectives	Medium Term	Goal 6
Develop a program to provide and upgrade bus shelters (including cover, lighting, and signage) on major transit routes	Ongoing	Goal 6
Review Procedures Bylaw with respect to Plan Nanaimo Advisory Committee responsibilities and concurrent OCP / Zoning Bylaw amendment applications	Immediate	Goal 7
Continue to work with the Plan Nanaimo Advisory Committee and replace membership as required	Ongoing	Goal 7
Prepare a review, every five years beginning in 2013, of progress towards Plan goals and published under PNAC's direction	Medium Term	Goal 7



# Glossary



## Glossary

### Affordable Housing

Means housing that does not cost more than 30% of a household's gross income. This housing may take the form of rental accommodation, home ownership, and/or other forms with support services that extend beyond financial subsidy (for example, special needs housing, assisted living facilities, transitional housing).

### Agricultural Land Reserve (ALR)

Lands designated by the Agricultural Land Commission (ALC) to be preserved for agricultural use or uses that are compatible with agricultural purposes. The ALC decides on requests for inclusion, exclusion, subdivision and non-farm use of ALR lands.

### Approving Officer

An official appointed under the *Land Title Act* and authorized by the *Land Title Act*, *Strata Properties Act*, *Real Estate Development and Marketing Act*, and *Local Government Act* of British Columbia to approve or disapprove subdivisions.

### Area Plan (also see Neighbourhood Plan)

A plan prepared for a specific and defined subarea of the city, which is adopted by bylaw and forms part of the City's Official Community Plan (OCP). An area plan or neighbourhood plan must fully meet the goals and policies of the OCP and complement the vision, goals, objectives and policies established by the OCP.

### 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.

### Buffer Area

An area surrounding a non-disturbance area determined within the development permit up to a maximum of 60 metres for the perimeter of the non disturbance area.

### Cash-in-Lieu

The acceptance of money by the City in place of park land or school land dedication on subdivision. The funds received are to reflect the value of the land that would otherwise be dedicated. Similarly, the City may accept cash-in-lieu as a replacement for the development of an affordable housing component of any housing development.

### City

"city" refers to the area within the boundaries of Nanaimo; City (capitalized) refers to the corporate municipality of Nanaimo.

### Clustered Housing

A form of residential development that attempts to concentrate development in a portion of a land parcel, leaving the rest of the parcel in a relatively undisturbed state (see diagram 1). This form is particularly useful in attempting to protect environmentally sensitive areas, naturally hazardous areas, farm and forest land, recreational land, and greenbelt areas. Clustered housing may be in the form of detached housing (often

with reduced yard setbacks), or various forms of attached housing (duplexes, triplexes, townhouse complexes). Common driveways, parking areas and other common facilities may also be incorporated. The "co-housing" philosophy of communal design and living is sometimes used in clustered housing development.

### Community

The citizens who live and/or work within Nanaimo. Community services, facilities and programs refer to those things established for general use by Nanaimo citizens.

### Conservation Covenant

A voluntary agreement between a land owner and a second party (such as a municipality, government agency, land trust of other non-governmental organization) in which the land owner agrees to certain restrictions on the land use in order to conserve important natural features. The covenant is registered on the property title and runs in perpetuity. Owners are free to sell, leave, or otherwise deal with their property within the boundaries of the covenant. Conservation covenants are permitted and registered under the *Land Title Act*.

### Contaminated Sites

Lands or water that contained past industrial practices or were used to handle various mineral, chemical and petroleum products and are deemed be contaminated by standards determined by the Province of BC. Use of these areas could present a hazard to human and environmental health and safety.

## Glossary Cont.

### Corridors

The linear focal areas for higher levels of residential densities, services, and amenities in the city on lands adjacent to urban arterials and major collector roads as designed 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 to increase public safety.

### Crown Lands

Untitled lands owned and administered by the Provincial or Federal governments or their agencies.

### Density (gross)

The number of dwelling units on a hectare of land, including land used for roads, parks, open space and all other uses. Expressed as "units per hectare".

### Density (net)

The number of dwelling units on a single parcel of land, excluding adjacent land for uses such as roads, parks, utilities, etc. Expressed as "units per hectare".

### Density Bonusing

An increase in the number of dwelling units allowed on a given parcel of land in exchange for the provision of an amenity that is beneficial to the surrounding neighbourhood or community at large. Density bonusing is used as an incentive for developers to provide additional park land, major community facilities, affordable housing or similar benefits. Density bonusing is typically subject to a ceiling; for example a 5% or 10% increase in the density allowed under the given zoning.

### Development Permit Area (DPA)

Under the authority granted by the *Local Government Act*, an area of land deemed to have special values or contain elements that require an additional level of review and consideration prior to land development. A DPA designation is established in the OCP. The objectives of the DPA are realized through the issuance of Development Permits, which outlines the provisions under which development can occur. This Plan establishes Development Permit Areas and associated guidelines to regulate land development.

### Duplex

A structure containing two (2) dwelling units within one (1) building located on a single lot, and which is used or intended to be used as the residence of two (2) families.

### Environmental Assessments

An assessment conducted by a qualified professional, intended to: identify the environmentally sensitive characteristics of a site; specify measures to avoid, minimize and/or mitigate environmental impacts; and specify measures to restore habitat damaged during development.

### Environmentally Sensitive Area (ESA)

Lands designated as having specific and identified environmental values requiring a higher level of protection. An ESA is an area that provides productive fish or wildlife habitat; contains sensitive, rare or depleted ecosystems and landforms; and/or represents sites of Nanaimo's natural diversity that are in danger of disappearing. ESAs provide habitat for endangered species of native, rare vegetation or wildlife, and provide wildlife corridors and secondary habitat within the city. An ESA includes lands initially defined by Environment Canada and the British Columbia Ministry of Environment, as sensitive ecosystems. ESAs are identified in the *Inventory of Environmentally Sensitive Areas Within the City of Nanaimo*.

### Equity Cooperative

A term used to describe a variety of cooperative options. A market approach to the cooperative living concept is used which allows members to share in the

appreciation of their project while at the same time having access to affordable housing. Most equity co-ops have the following characteristics:

- they rely on their members for funding;
- members, like those in rental cooperatives, have security of tenure;
- members share ownership of the project;
- they manage the project themselves;
- they control who can join; and
- they operate on non-profit principles.

### Estuary

The area where a freshwater source (a river or stream) empties into a body of salt water (such as the Strait of Georgia). The mixture of fresh and salt water creates a highly sensitive and unique habitat for aquatic and terrestrial species.

### Goals

An end state that policies and implementation actions strive to achieve.

### 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.

### Heritage Conservation Area (HCA)

A distinctive area with special heritage character and value which is worth long-term heritage protection. An HCA is identified in the OCP as an area to be managed for heritage conservation.

### Heritage Registry

A property that has been recognized by Council as having heritage value.

### High Rise

High rise building forms are a residential or commercial structure made of non-combustible (concrete) materials and greater than six storeys.

### Indigenous

Plants or animals generally present prior to 1848 AD in all or part of the central coast of eastern Vancouver Island, as located within the boundaries of the Regional District of Nanaimo.

### Infill

Development of isolated vacant lots within existing neighbourhoods.

### Infrastructure

The "hard" services associated with development such as water, storm, and sewer services, utilities, roads, railways.

### Land Use

Category of activity present on a property.

### Large Box Retailers

Single retail outlets contained under one roof, having a gross floor area of approximately 50,000 ft<sup>2</sup> (4645 m<sup>2</sup>) or more, generating high volumes of shopping traffic, and requiring extensive parking, and which service a regional market.

### Leave Strip

The terrestrial environment that links aquatic to upland terrestrial ecosystems, and includes both existing and potential riparian vegetation and existing and potential adjacent upland vegetation, that exerts an influence on the watercourse. For fish bearing habitat, the leave strips are recognized as Streamside Protection and Enhancement Areas. Leave strip size is determined in accordance with the City of Nanaimo Watercourse Guidelines.

### Liquid Waste Management Plan (LWMP)

The Regional District of Nanaimo's plan for the management of sanitary sewerage and drainage.

### Livable Community

A community with a range of characteristics, all of which are necessary to form a complete community including:

- Social, recreational and cultural opportunities that are widely available and equitably distributed throughout all areas of the city;

## Glossary Cont.

- Opportunities for a mix of lifestyles and socio-economic levels throughout the community;
- A variety of opportunities for informal public assembly;
- Family, child, youth and elderly-friendly urban environment;
- Vibrant street life;
- Affordable, accessible public transportation;
- Affordable housing; and
- Food security.

### Local Service Centre

Small scale commercial and community centres providing services for the day to day needs of residents within neighbourhoods.

### Local Government Act

Provincial legislation which defines the authority of Local Governments. This Act enables municipalities to adopt Official Community Plans and Zoning Bylaws.

### Mixed Use

Lands containing more than one activity (for example, a development that incorporates residential and commercial uses).

### Natural Hazard Areas

Lands susceptible to flooding, erosion, land slip, avalanche or that pose a threat to surrounding lands should their natural conditions be altered. They consist of steep slopes and floodplains. All such areas may be unsafe for use and development. Natural hazard lands are typically characterized by a relatively steep slope, unstable or eroding

land extending along ravines, bluffs, rock faces and shorelines influenced by wave action.

### 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.

### Neighbourhood Plan

A Plan which encompasses the needs and desires of neighbourhoods within the city, in the context of the city-wide Plan. Neighbourhood plans are intended to incorporate land use strategies that respond to the broader issues of the city in a way that contributes to creating more livable neighbourhoods.

### Objectives

Actions that are achievable and work toward a goal.

### 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).

### Plan Nanaimo Advisory Committee (PNAC)

A group of people organized to represent the interests of citizens in Nanaimo, selected either to represent a defined economic, social, or environmental group, or to represent citizens at large, operating under the terms defined by Council.

### Policies

Establish how objectives and goals are achieved; statement of intent or philosophy.

### Regional Context Statement

A Statement required under Part 25 of the *Local Government Act* for any municipality party to a Regional Growth Strategy. The Regional Context Statement specifies how the OCP complies with the Regional Growth Strategy.



### **Regional Growth Strategy (RGS)**

A long range planning document developed and approved by the regional district and member municipalities in partnership, on social, economic, and environmental goals and priority actions.

### **Riparian Area (also known as “leave strip”)**

The surrounding terrestrial environment that links aquatic to upland terrestrial ecosystems, and includes both existing and potential riparian vegetation and existing and potential adjacent upland vegetation that exerts an influence on the watercourse. Where both fish and non-fish bearing habitat exists, the riparian areas are recognized as Streamside Protection and Enhancement Areas, the size of which is defined in the City of Nanaimo Zoning Bylaw No. 4000 Schedule G, and OCP Map 3.

### **Soil**

The soil, sand, gravel, rock or other substances of which land is composed.

### **Stand Alone Commercial**

A building or group of buildings containing only retail uses.

### **Statutory Right-of-Way**

A legally defined right-of-way, such as a public road or highway.

### **Steep Slope**

Land, in its natural state, that has a slope angle of 20% or greater.

### **Stormwater and Stormwater Runoff Management**

The collection and removal of rain water from roadways and surfaces through a combination of gutters, ditches, and stormwater piping.

### **Streamside Protection and Enhancement Area (SPEA)**

The area adjacent to a watercourse that links aquatic to terrestrial ecosystems, and includes both the riparian area and the adjacent upland area that exerts an influence on the watercourse, the width of which is determined in the Watercourse DPA1 (see *Guidelines for Municipal Works and Services Within Environmentally Sensitive Areas (ESAs)*).

### **Subdivision**

The process of dividing a parcel of land into two or more parcels under the *Land Title Act* or the division of land into strata lots under the *Strata Property Act*.

### **Traffic Calming**

Means of achieving a safe balance between vehicle traffic and pedestrian and cycle traffic; a process of reducing the physical and social impact of traffic, principally through mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behaviour and improve conditions for motorized and non-motorized street users. Traffic calming measures may include reduced speed limits, traffic

control structures, roundabouts, regulation of delivery hours, design requirements such as delivery lanes, reduced parking requirements, or increased long term parking rates.

### **Transit Exchange**

Locations for transit services providing short term stops and layovers for buses to allow passengers route transfers.

### **Urban Agriculture**

The activity of growing, processing and distributing food and food-related items within the city environment. Activities generally associated with urban agriculture include community gardens, backyard gardens, rooftop gardens, green streets, farmers markets and educational programs.

### **Urban Containment Boundary**

A mapped boundary drawn to contain urban densities, growth and servicing (community, water, and storm) and recognized in the Regional Growth Strategy.

### **Urban Node**

The defined areas of concentrated urban use and activity in the city.

### **Vision**

A shared and desired future for the City of Nanaimo.



## Glossary

### Watercourse

Includes any of the following that provides fish and non-fish bearing habitat:

- A pond, lake, river, stream, creek, brook, or the sea, whether it contains water or not; and

- A spring or wetland that is connected by surface flow (including portions that may be within a conduit or culvert) to a pond, lake, river, stream, creek, brook, or the sea.

### Zoning

A regulatory tool that provides specific standards for density, use, parking, siting, size and height of buildings on specific parcels of land. A map is used to illustrate the zoning that applies to specific parcels.

**Diagram 1:  
Cluster Housing**



# Mapping



The following maps form part of this Plan

- |                  |   |
|------------------|---|
| <b>Map One</b>   | Future Land Use Plan                                  |
| <b>Map Two</b>   | Mobility  |
| <b>Map Three</b> | Development Permit and<br>Heritage Conservation Areas |