

## **Attachment 1 – Bylaw History and Current Funding**

### **Funding History of Ravensong Aquatic Centre: 1993 - 2009**

Following a successful referendum in June 1993 to build and operate a swimming pool in the Oceanside area, Bylaw 899 (Attachment 2) was adopted in November of 1993. As part of the referendum, Loan Authorization Bylaw 900 (Attachment 3) was supported that, in turn, provided the funds to construct the pool. Prior to the referendum being held it was determined by the Board that Electoral Area E would not be part of the pool service and the Electoral Area did not participate in the referendum. Participants in the swimming pool, now known as the Ravensong Aquatic Centre, are the City of Parksville, Town of Qualicum Beach and Electoral Areas F, G and H.

Ravensong Aquatic Centre was constructed in 1995 with final payment on the original building debt completed in 2015.

In 2009 cost sharing in the Ravensong Aquatic Centre was identified as a service that should be reviewed as the facility provides benefits to the broader population and not all participants cost share on this amenity. On November 24, 2009 the following motion was approved:

*That staff be directed to review the allocation formula in the District 69 Swimming Pool Establishing Bylaw No. 899 with a focus on a formula that includes community usage and/or population.*

At this time the District 69 arena and pool facilities were cost shared on the basis of assessments in each participating jurisdiction. The arena service is funded by all Electoral Areas in the Oceanside area along with City of Parksville and Town of Qualicum Beach.

### **Funding History of Ravensong Aquatic Centre: 2010 - Current**

In 2010, the Recreation and Parks Department conducted a usage survey under the terms of two agreements for cost sharing of municipal recreation facilities (Southern Community) and sports fields (Northern and Southern Communities). The survey was expanded to review usage of Northern Community Recreation programs, Oceanside Place and the Ravensong Aquatic Centre.

Also in 2010, the RDN undertook a Regional Services Review of a number of services within the RDN. The Board received and approved a report in September 2011 with a series of recommendations including broader regional participation in the Drinking Water and Water Service and Economic Development. The following recommendation from the review centred on more equitable funding for the Ravensong Aquatic Centre as follows:

*Phased change in the cost sharing formulas for Ravensong Aquatic Centre and Oceanside Place (cost sharing amended from 100% assessments to 50% assessments/50% usage and phased inclusion of Electoral Area E in cost sharing for Ravensong Aquatic Centre based on demonstrated usage).*

Bylaws implementing the recommended changes were presented at the Board meeting on October 4, 2011. Upon the request of the Director for Electoral Area E, the implementation of renewed cost sharing formulas for Ravensong Aquatic Centre and Oceanside Place was deferred.

As part of a Regional Service Review during 2011, as well as in response to other requests for reviews of the requisition allocations, the apportionment of costs for the Oceanside Place and Ravensong Aquatic Centre services were reviewed in respect to incorporating usage in the allocation, as well as to review participants in the service. With the broader usage data available for all recreation facilities based on a usage survey completed in 2010, it was determined that a 50% assessment / 50% usage-based formula to allocate costs to participants in these two services would be more equitable. The usage surveys also indicated that while Electoral Area E is not a participant in the Ravensong Aquatic Centre Service, they are users of the pool facilities in both Nanaimo and Qualicum.

Discussions were held during the spring of 2013 with the various participants in the services to look at how the allocations could be revised and whether any approval process should be undertaken to include Electoral Area E in the District 69 Swimming Pool (Ravensong Aquatic Centre) Service. It was determined to phase in over a five - year period a revised allocation using 50% assessment / 50% usage to allocate the costs of both the swimming pool and area services with no change to the participants. In October 2013, the service bylaws for District 69 Arena and the District 69 Swimming Pool were amended using 50% assessment / 50% usage allocation formula phased in from 2014 - 2019. Amended Bylaw No. 899.01 for District 69 Swimming Pool Local Service Area is attached (Attachment 4).

In recent months inclusion of Electoral Area E in aquatic services has again come up with Board directives as follows:

#### **February 23, 2021, Board Meeting**

*It was moved and seconded that staff be directed to bring a report to the Oceanside Services Committee with a draft bylaw that amends "Regional District of Nanaimo District 69 Swimming Pool Local Service Area Establishment Bylaw No. 899, 1993" (Ravensong Aquatic Centre Service) to include Electoral Area E within the service area; and to present alternate funding models that include usage by Electoral Areas and proximity to facility funding options. (No Board Resolution #)*

#### **21-103**

*It was moved and seconded that consideration of the motion regarding the Regional District of Nanaimo District 69 Swimming Pool Local Service Area Establishment Bylaw No. 899, 1993 (Ravensong Aquatic Centre Service) be deferred to a future Board meeting after the Board has conducted the externally facilitated workshop that is to be scheduled to discuss governance and regional service arrangements.*

#### **November 23, 2021, Committee of the Whole Meeting**

*That staff be directed to develop options for Electoral Area E to provide funding to aquatic services within the Regional District of Nanaimo and report back to the Board. (No Board Resolution #)*

Resolution 21-103 is directed specially at Electoral Area E participating in the funding for the operation of the Ravensong Aquatic Centre and the November 23, 2021, Committee of the Whole recommendation is directing staff to look at Electoral Area E participation in aquatic services as a whole, which would include City of Nanaimo swimming pool facilities.

Based on the work completed between 2010 and 2013 outlined above under **Funding History of Ravensong Aquatic Centre: 2010 - Current**, it is recommended that some form of assessment and/or usage allocation formula continued to be used in future discussions for funding aquatic services in the Oceanside area. Using user data rather than proximity to a pool facility is the best method to ensure equity in funding for these recreation services.

**District 68 Sport Field and Recreation Services Agreement, Funding for Services 2011 to Current**

In 2011, as part of the Regional Service Reviews and to resolve funding inequities regarding sports field and recreation facilities, a service agreement was signed between the RDN and City of Nanaimo (Attachment 5). The agreement provides for Electoral Areas A, B, C, and the District of Lantzville to fund operational costs based on the usage survey being conducted for specific regionally used recreation facilities and sport fields per sections 1.8 and 1.14 of the Agreement. Electoral Area E is not a participant in this District 68 agreement.

Electoral Area E is a full participant in the District 69 Arena Service (Oceanside Place) and Northern Community Recreation Service. The Northern Community Recreation Service function includes the RDN’s provision of recreation program services and funding for sport fields through a separate service agreement between the RDN, City of Parksville and the Town of Qualicum Beach. This agreement known as the District 69 Sports Field Services Agreement provides Electoral Area residents in District 69 access to City of Parksville and Town of Qualicum Beach sport fields in the same way the District 68 Sports Field and Recreation Services Agreement allows access to City of Nanaimo sport fields to residents to Electoral Areas A, B, C and District of Lantzville.

**Funding Options for Electoral Area E Participation in Aquatic Services**

Staff recommend implementing a funding option that takes into consideration the recreation service agreement with the City of Nanaimo which includes funding for swimming pools, the provision of aquatic services in the Oceanside Area through Bylaw 899.01 and the geographical location of Electoral Area E which borders District 68 and District 69 of the RDN.

Based on the data collected as part of last usage survey conducted in 2015, per the Table 1 below, Electoral Area E residents were utilizing City of Nanaimo Aquatic facilities at a rate of 1.1 %. For Ravensong Aquatic Centre the rate was 3.9%. Of note, and shown under Financial Implications, is to smooth out changes in usage over the intervals between the five years when usage surveys are conducted by the RDN, the usage figures used in the calculations are averages from the last two usage surveys.

Table 1 – 2015 Proportion Percentage of Nanaimo Pool Uses from Each Jurisdiction

Category of Use	A	B	C	E	F	G	H	NA	PV	QB	LZ	OTHER	Total
Drop-in	0.3	0.3	0.4	0.5	0.5	0.0	0.0	41.1	0.5	0.3	1.7	4.3	50
Program	1.2	0.5	1.1	0.5	0.0	0.0	0.0	35.2	0.0	0.0	1.5	0.0	40
Rentals	.3	.2	.3	.1	0.0	0.0	0.0	8.3	0.0	0.0	.4	.3	10
<b>Total</b>	<b>1.8</b>	<b>1.0</b>	<b>1.8</b>	<b>1.1</b>	<b>.5</b>	<b>0.0</b>	<b>0.0</b>	<b>84.6</b>	<b>.5</b>	<b>.3</b>	<b>3.6</b>	<b>4.6</b>	<b>100</b>

It is important to note that when attributing the net costs for each of the participating jurisdictions as shown in the Financial Implications section of the report, the percentages in Table 1 cannot be used in calculating actual contribution values for participating members. Non-participating jurisdictions need to be netted out, as they will pay nothing, and their share needs to be distributed to the participating jurisdictions before final calculations are made. In this case, since only Nanaimo and Lantzville and Electoral Areas A, B, and C contribute to District 68 pools, the remaining 7% of uses need to be netted out and the result is as follows:

- Electoral Area A taxpayers would pay 1.9% of the net cost,
- Electoral Area B taxpayers would pay 1% of the net cost,
- Electoral Area C taxpayers would pay 1.9% of the net cost,
- District of Lantzville taxpayers would pay 3.9% of the net cost,
- The City of Nanaimo taxpayers would pay 91.2% of the net cost.

Table 2 – 2015 Proportion Percentage of Ravensong Uses from Each Jurisdiction

Category of Use	A	B	C	E	F	G	H	NA	PV	QB	LZ	OTHER	Total
Drop in	0	0	0	1.0	10.8	8.6	3.0	0.1	10.6	12.6	0.1	3.0	50
Program	0	0	0	2.4	8.0	7.7	3.0	0.4	10.4	7.0	0.0	1.1	40
Rentals	0	0	0	0.5	0.7	2.4	0.3	0.6	3.2	2.1	0.0	0.2	10
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>3.9</b>	<b>19.6</b>	<b>18.7</b>	<b>6.3</b>	<b>1.0</b>	<b>24.2</b>	<b>21.8</b>	<b>0.1</b>	<b>4.3</b>	<b>100</b>

Again it is important to note as in Table 1, Table 2 could not be used in calculating actual contribution values for participating members. Jurisdictions which don't participate in the cost need to be netted out. Participating members in the District 69 pool function are Electoral Areas F, G, H and City of Parksville and Town of Qualicum Beach, then the remaining 9.3% use by Electoral Area E, Nanaimo, Lantzville, and Other would be netted out, and the results would be as follows:

- Electoral Area F taxpayers would pay 21.6% of the net cost,
- Electoral Area G taxpayers would pay 20.7% of the net cost,
- Electoral Area H taxpayers would pay 7.0% of the net cost,
- The City of Parksville taxpayers would pay 26.8% of the net cost,
- The Town of Qualicum Beach taxpayers would pay 24.0% of the net cost.