



REGIONAL
DISTRICT
OF NANAIMO

Engagement Plan for Regional District of Nanaimo District 69 Swimming Pool Local Service Area Establishment Bylaw No. 899 Amendment

RECOMMENDATION

That the Board approve the Engagement Plan (Attachment 1) and Detailed Schedule (Attachment 2) for community input from existing service contributors and Electoral Area E on changes being considered to the Regional District of Nanaimo District 69 Swimming Pool Local Service Area Establishment Bylaw No. 899.

BACKGROUND

At the June 14, 2022, RDN Board meeting the Board received recommendations from the District 69 Swimming Pool Service Select Committee. From the discussions and deliberations on the topic, the following resolutions were adopted by the Board:

22-344

It was moved and seconded that a referendum be held with public engagement, at the “involve” level of participation within the Board’s engagement policy, to amend the Regional District of Nanaimo District 69 Swimming Pool Service Establishment Bylaw No. 899, 1993 (Bylaw 899), to include Electoral Area’s E, F, G, H, City of Parksville and Town of Qualicum Beach, based on an apportionment model of 1/3 assessment, 1/3 population, and 1/3 usage.

22-345

That staff prepare a report on the possibility of holding the referendum during the upcoming election on October 15, 2022, as well as other options.

At the July 12, 2022, RDN Board meeting, the Board received Oceanside Service Committee recommendations for the Ravensong Aquatic Centre Expansion and Regional Aquatics for Oceanside Communities 2022 - 2024 Plan. At that meeting, the following resolutions were adopted by the Board:

22-455

That the Regional District of Nanaimo proceed with option 1B as noted on page 4 of the Ravensong Aquatic Centre Expansion and Regional Aquatics for Oceanside Communities 2022-2024 Plan staff report.

22-456

That this motion [that a referendum occur concurrently with the referendum for the amendment to Bylaw 899] be referred to an upcoming regular Board meeting to discuss with an upcoming staff report regarding the amendment to Bylaw 899.

At the July 26, 2022, meeting, the Board received the report *Options for Public Engagement and Referendum for the District 69 Pool Service and Expansion*, and at that time the Board provided direction for staff to prepare a report for engagement and referendum for the District 69 Pool Service and Expansion.

Staff have prepared an Engagement Plan (Attachment 1) as well as a Detailed Schedule (Attachment 2) for Board approval.

Engagement Plan – See Attachment 1 and Attachment 2 for Details

The Engagement Plan outlines the steps to provide the residents of RDN Electoral Areas (EAs) E, F, G, H, City of Parksville and Town of Qualicum Beach with balanced and objective information to assist them in understanding the project and to gather their input. Consistent with the 'Involve' level of engagement, feedback to the public would also be provided as to how the public influenced the decision. The engagement period proposed is from November 2022 - January 2023, with a What We Heard Summary shared with the Board in March of 2023 to determine if and what amendments the Board will consider to Bylaw 899.

RDN Board and Legislative Approval following the Engagement

After engagement for an amendment to Bylaw 899, the Board would deliberate the outcome and decide on the content of a proposed amended bylaw. After this decision during a Board meeting (March 2023) staff would then prepare a bylaw for the Board's consideration and, if approved, the Board would then proceed to provide three readings of the bylaw. This bylaw would indicate that the elector approval method is to be obtained by way of referendum.

After three readings of the bylaw, the Board is required to appoint a Regional Voting Officer and Chief Election Officer to oversee and conduct the referendum as outlined in Section 179 (5) of the *Local Government Act*. The bylaw would be sent to the Ministry of Municipal Affairs to obtain Inspector Approval, which can take up to 12 weeks. If approved by the Inspector, the Regional Voting Officer is responsible for setting the date of the referendum which must be no later than 80 days after the date of inspector approval of the bylaw required by legislation.

Overall, it could take up to 24 weeks between three readings of a bylaw and the voting date of a referendum. The Detailed Schedule (Attachment 2) provides a graphic representation of the timeline for both the engagement plan as well as the RDN Board review and if the Board wishes, continuing through the legislative process and approval of amending Bylaw 899 through referendum. As shown in Attachment 2 in the section *Pending Board Approval*, the summer months of July and August 2023 fall within this 24-week period. After a vote has been conducted, a staff report would be presented to the Board with referendum results, and at that time the Board would deliberate the adoption of the bylaw.

Of special note is that the schedule of events in Attachment 2 past March 2023 have not been approved by the Board. They are shown to illustrate the anticipated timeline to progress to referendum should the Board decide to do so following the public engagement process.

FINANCIAL IMPLICATIONS

In anticipation of completing detailed design work and a referendum for approval of borrowing for an expansion to Ravensong Aquatic Centre, the RDN budgeted \$170,000 for professional fees and \$120,000 for a referendum totalling \$290,000 within the 2022 Financial Plan. As neither one of these will be occurring in 2022, there is funding available in 2022 to complete the engagement plan for Bylaw 899. Should the Board decide to hold two

referendums in 2023 and/or 2024, one related to amendments to Bylaw 899 and one related to borrowing for an expansion to Ravensong Aquatic Centre, then revisions to the 2023 - 2027 Five Year Financial Plan will need to be completed. The current Financial Plan has sufficient funding for one engagement plan and referendum related to expansion but not for an additional engagement plan and referendum for amendments to Bylaw 899. Additional funding of \$250,000 after 2022 would be required depending on Board decisions.

| Description | Amount |
|---|----------------------|
| Involve Engagement - Amendment to Bylaw 899 | \$65,000 - \$80,000* |
| Referendum - Amendment to Bylaw 899 | \$120,000 |
| Professional Fees – Detailed Design for Expansion to Ravensong Aquatic Centre | \$170,000 |
| Inform Engagement – Borrowing Referendum, Expansion to Ravensong Aquatic Centre | \$50,000 |
| Referendum - Borrowing Approval for Expansion to Ravensong Aquatic Centre | \$120,000 |
| TOTAL | \$540,000 |
| Approved within 2022 - 2026 Financial Plan | \$290,000 |
| Estimated Incremental Increase to 2023 - 2027 Financial Plan | \$250,000 |

*Total costs for the Engagement Plan have not been fully compiled but are estimated to be \$65,000 to \$80,000 as detailed in the Engagement Plan (Attachment 1) under the Responsibilities section.

STRATEGIC PLAN ALIGNMENT

People and Partnerships - Develop a Communications Strategy to improve and enhance community engagement and public outreach.

REVIEWED BY:

- J. Bagnall, Assistant Manager, Legislative Services
- R. Taylor, Communications Coordinator
- J. Hill, Manager, Legislative Services
- M. Manhas, Acting Director, Finance
- D. Banman, Acting General Manager, Recreation and Parks
- D. Holmes, Chief Administrative Officer

ATTACHMENTS

1. Engagement Plan - Amendment to RDN District 69 Swimming Pool Local Service Establishment Bylaw 899
2. RDN Pool Service Bylaw 899 Amendment – Detailed Schedule

Engagement Plan



Project Name: Amendment to District 69 Swimming Pool Local Service Establishment Bylaw 899

Date Engagement Plan Drafted: August 22, 2022

Date Engagement Plan Approved:

Check the levels of engagement applicable to your project based on the IAP2 Spectrum:

- Inform
- Consult
- Involve
- Collaborate
- Empower

Inform – To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.

Involve - To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered. And that concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public influenced the decision.

Objective

To provide balanced and objective information to the residents of RDN Electoral Area's (EA's) E, F, G, H, City of Parksville and Town of Qualicum Beach on the District 69 Swimming Pool Local Service Establishment Bylaw 899 Amendment and the implications of the two bylaw changes being considered by the RDN Board. The bylaw changes being considered are:

- Adding Electoral Area E (Nanoose Bay) as a participating area
- Changing apportionment of cost recovery to 1/3 assessment, 1/3 usage, 1/3 population based

To meet or exceed the public engagement standards set out in RDN Policy A1.23 for the involved level of the IAP2 spectrum for public engagement. To gather public feedback, work directly with the public throughout the process to ensure that public concerns and aspirations are shared with the RDN Board for consideration and provide feedback on how the public input influenced the decision.

To provide the RDN Board the What We Heard Summary of the public engagement as directed in RDN Board resolution # 22-344:

Engagement Plan



That a referendum be held with public engagement, at the “involve” level of participation within the Board’s engagement policy, to amend the Regional District of Nanaimo District 69 Swimming Pool Service Establishment Bylaw No. 899, 1993 (Bylaw 899), to include Electoral Area’s E, F, G, H, City of Parksville and Town of Qualicum Beach, based on an apportionment model of 1/3 assessment, 1/3 population, and 1/3 usage.

Decision

The RDN Board is considering changes to the District 69 Swimming Pool Local Service Establishment Bylaw 899. They would like the residents of Electoral Areas E, F, G, H, City of Parksville and Town of Qualicum Beach to provide input on the following amendments that the Board is considering:

- Adding Electoral Area E (Nanoose Bay) as a participating area
- Changing cost recovery to 1/3 assessment, 1/3 usage, 1/3 population based

The public input will be shared with the RDN Board who will then determine if the District 69 Swimming Pool Local Service Establishment Bylaw 899 should be amended as currently directed by the Board or if, based on public engagement, the Board will provide alternate direction.

Key Topics

Amendments to District 69 Swimming Pool Local Service Establishment Bylaw 899:

- Adding Electoral Area E (Nanoose Bay) as a participating area
- Changing apportionment of cost recovery to 1/3 assessment, 1/3 usage, 1/3 population based

For the public to articulate and inform the RDN Board, relevant background information and unbiased knowledge on both the existing implications of Bylaw 899 and contemplated changes will need to be provided. Achieving this will be a crucial step prior to gathering input.

Relevant Background

June 14, 2022 - RDN Board Motion: *That a referendum be held with public engagement, at the “Involve” level of participation within the Board’s engagement policy, to amend the Regional District of Nanaimo District 69 Swimming Pool Service Establishment Bylaw No. 899, 1993 (Bylaw 899), to include Electoral Area’s E, F, G, H, City of Parksville and Town of Qualicum Beach, based on an apportionment model of 1/3 assessment, 1/3 population, and 1/3 usage.*

July 26, 2022 - *That the Staff Report dated July 26, 2022, “Options for Public Engagement and Referendum for the D69 Pool Service and Expansion” be received for information.*

July 26, 2022 - *That the motion from the June 14, 2022, Board meeting be amended to be as follows; that a referendum be held to amend the Regional District of Nanaimo District 69 Swimming Pool Service Establishment*



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Engagement Plan

*Bylaw No. 899, 1993 (Bylaw 899), to include Electoral Area's E, F, G, H, City of Parksville and Town of Qualicum Beach, based on an apportionment model of 1/3 assessment, 1/3 population, and 1/3 usage. **DEFEATED***

Promise to the Public/IAP2 spectrum

The RDN will provide information and education to the public to ensure they understand the current bylaw and implications of changes being considered to the bylaw. Input will be collected on the two current changes being considered. This input will be shared with the RDN Board for their consideration. The input gathered, how it influenced the decisions made by the RDN Board and next steps will then be shared with the public.

Considerations

- The public's unfamiliarity of the procedural requirements and timelines to amend a bylaw.
- The complexity of understanding the impact on affected individuals that would result if one or both considered amendments are implemented.
- Timing given the October 15, 2022 local government elections and the public engagement blackout period.
- Winter conditions that may impact in-person public engagement.
- Desire of the RDN Board and community to advance to the construction phase of an expansion to Ravensong Aquatic Centre.

Opportunities and Risks

Risks:

- Creating division or animosity among electoral area residents.
- Negatively affecting the decisions already made and those being contemplated for expansion to Ravensong Aquatic Centre.
- Creating confusion over the future borrowing bylaw for expansion to Ravensong Aquatic Centre.

Opportunities:

- Continue involving all residents affected by the two amendments to Bylaw 899.
- Opportunity to address the long-standing need to review what areas should contribute to the funding of both operating and capital costs of Ravensong Aquatic Centre. To amend the bylaw if needed before the advancement of expansion to Ravensong Aquatic Centre.
- Removal of barriers to and encouragement of public participation.
- Mitigation of risk and leveraging of opportunities should occur by following the community engagement plan and retaining the services of an IAP2 certified consultant.
- Providing both in-person and virtual opportunities to engage in the project will help ensure providing input will be as accessible as possible to the public.

Engagement Plan



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Barriers:

- Timing soon after local government election.
- Winter conditions impacting in-person public engagement.
- Complexity of the project.
- Confusion over the connection to expansion to Ravensong Aquatic Centre.

First Nations & Stakeholder Interests and Tools

Local First Nations and staff from the City of Parksville and the Town of Qualicum Beach will be informed prior to community engagement starting and as the project progresses by the RDN Manager of Strategy and Intergovernmental Services, the General Manager of Recreation and Parks and the CAO.

All residential taxpayers of Electoral Area's E, F, G, H, City of Parksville and Town of Qualicum Beach are affected by RDN Board decisions related to amending Bylaw 899. Internally, the departments affected include Finance, Strategy and Intergovernmental Services, Recreation and Parks and Corporate Services. Regular project meetings will be held with all internal stakeholders and when required with external stakeholders as the project progresses.

Tools and Techniques

The project will have a Get Involved RDN page which will have all project related information including project timeline, FAQ, links to background documents, meeting agendas, minutes, video, ways to stay informed, ways to ask questions (they will be answered publicly), staff contact information and the survey to gather input on the two amendments being considered. A video to explain Bylaw 899, the two amendments being considered, the impact(s) of amending the bylaw and possible next steps will be created.

The RDN will promote upcoming in-person and virtual public information sessions and the online survey through a postcard sent via Canada Post to all residences in Electoral Areas E, F, G, H, City of Parksville, and Town of Qualicum Beach, social media, posters around the region, print and radio ads, a news release and static displays.

RDN Directors will be provided with key messages related to the project and public engagement that can be used in their individual communications (social media, written columns, group emails) with area residents.

Pop up events and presence at community events (i.e. Winter Wonderland, public swim sessions and lessons, Polar Bear Swim, New Years Eve events, holiday craft fairs), to promote and direct where project information can be found and how to have your say by completing the online survey.

Graphic presentation boards for view at Ravensong Aquatic Centre, pop up events and open houses.

Eight public information sessions, six in-person and two virtual to share project information and encourage residents to provide their input by completing the online survey.



Engagement Plan

Online survey to collect input – provide bylaw background information, the implications of each proposed amendment and ask respondents to confirm which area in the RDN they reside as well as two questions with quantifiable options given:

1. Should Electoral Area E (Nanoose Bay) be added as a participating area?
2. Should cost recovery be changed to 1/3 assessment, 1/3 usage, 1/3 population based?

Key Messages (3-5 Key Messages for media or target audience)

The RDN Board of Directors invites residents of Electoral Areas E, F, G, H, City of Parksville Town of Qualicum Beach) to be share their thoughts on two amendments being considered for Bylaw 899 the District 69 Swimming Pool Local Service Establishment.

Bylaw 899 gives the RDN authority to operate Ravensong Aquatic Centre and recover costs of both operating and capital items related to the facility.

Both amendments being considered to Bylaw 899 would have financial implications for all residents of Electoral Areas E, F, G, H, the City of Parksville and the Town of Qualicum Beach should Electoral Area E (Nanoose Bay) be added as a participating area to the Pool Service (Ravensong Aquatic Centre). The RDN encourages all residents to participate in the community engagement phase of this project and provide their feedback on the following two questions prior to January 27, 2023.

1. Should Electoral Area E (Nanoose Bay) be added as a participating area to the Pool Service (Ravensong Aquatic Centre)?
2. Should the cost recovery assessment for the Pool Service (Ravensong Aquatic Centre) be changed to 1/3 assessment, 1/3 usage, 1/3 population based?

Timeline

See attached project schedule.

Responsibilities

| Tool/Task | Description | Responsible Party | IAP2 Spectrum | Budget | Date |
|--------------------------------------|---|--|----------------|------------------------------|-----------------|
| Prepare for Public Engagement | Production of graphic material for information sessions, pop up | Third party contractor/ Recreation Services, | Inform/Involve | \$25,000 - \$30,000 estimate | Sept - Oct 2022 |

Engagement Plan



| Tool/Task | Description | Responsible Party | IAP2 Spectrum | Budget | Date |
|---|---|--|----------------|---|-----------------|
| | events and printing including postcard, posters, display boards | Corporate Services, Finance | | | |
| | Spaces booked and supplies for pop up events and public information sessions for EA's E, F, G, H, City of Parksville Town of Qualicum Beach | Recreation Services | Inform/Involve | Venue costs (6 X \$500 estimate) Consultant and staff time | Sept - Oct 2022 |
| | Create Get involved Page | Recreation Services | Involve | NA | Oct -Nov 2022 |
| | Create video | Third party contractor/ Recreation Services, Corporate Services, Finance | Inform | \$5,000 - \$10,000 | Sept - Oct 2022 |
| | Draft online survey | Third party contractor/ Recreation Services Corporate Services, Finance | Involve | Part of prepare for public engagement consultant expense and staff time | Sept - Oct 2022 |
| Promote project and upcoming public engagement | News Release to inform about the project and engagement opportunities | Recreation Services and Communications and Engagement | Inform | N/A | Oct-Nov 2022 |

Engagement Plan



| Tool/Task | Description | Responsible Party | IAP2 Spectrum | Budget | Date |
|---|--|---|---------------|---|----------------------|
| events and online survey | | | | | |
| | Newspaper and radio ads, posters and social media | Third party contractor/ Recreation Services | Inform | 3 monthly newspaper ads 2 standalone ads 2 radio ads Posters Social media – 1 boosted post \$2,000-\$3,000 | Nov 2022 - Jan 2023 |
| | Mail drop to all residences in EA E, F, G, H, City of Parksville, Town of Qualicum Beach to promote project, public information sessions and online survey | Third party contractor/ Recreation Services | Inform | \$9,000-12,000 to mail estimate \$4,000-6,000 to print estimate | Nov 2022 |
| | Develop and share key messages and email info, Get Involved RDN page use and for Board members to share | Recreation Services and Communications and Engagement | Inform | N/A | Oct-Nov 2022 |
| Hold In-person and virtual Public Information Sessions | One in-person event for each of the following areas: EA E, F, G, H, City of Parksville Town of Qualicum | Third party contractor/ Recreation Services, Corporate Services, Finance, Strategy | Inform | 6 x \$500 = \$3,000 for venues Plus consultant and staff time | Nov. 2022 – Jan 2023 |



Engagement Plan

| Tool/Task | Description | Responsible Party | IAP2 Spectrum | Budget | Date |
|---|--|---|---------------|---|--------------------------------|
| | Beach (six total) Two virtual sessions | and Intergovernmental Services | | | |
| Online Survey | Gathering input on the bylaw amendment changes being considered | Third party contractor/ Recreation Services | Involve | N/A | Nov 14, 2022 – Jan 27, 2023 |
| Create What We Heard Summary | Summarizing the survey input | Third party contractor/ Recreation Services | Involve | N/A unless consultant does and then only their time | Feb 2023 |
| Present to the RDN Board the results of the public engagement | Provide a What We Heard Summary with the survey input | Third party contractor/ Recreation Services, Corporate Services | Inform | | Mar– Apr 2023 |
| Share the What We Heard Summary | Share with those that participated and advise of next steps based on Board direction | Third party contractor/ Recreation Services | Involve | N/A | Apr 2023 |

Budget Estimated \$65,000 to \$80,000.

Evaluation

Summary table showing Get Involved RDN page activity, attendance at open houses and number of surveys received. A summary of promotional materials distributed and media coverage received will be included.

Closing the Loop

A What We Heard Summary will be created sharing the input from surveys received. This will be presented to the RDN Board and then shared with those that participated in the public engagement through the Get Involved RDN page and newsletter to those that are connected to the page. When sharing with the public, we will also communicate the next steps.

Engagement Plan



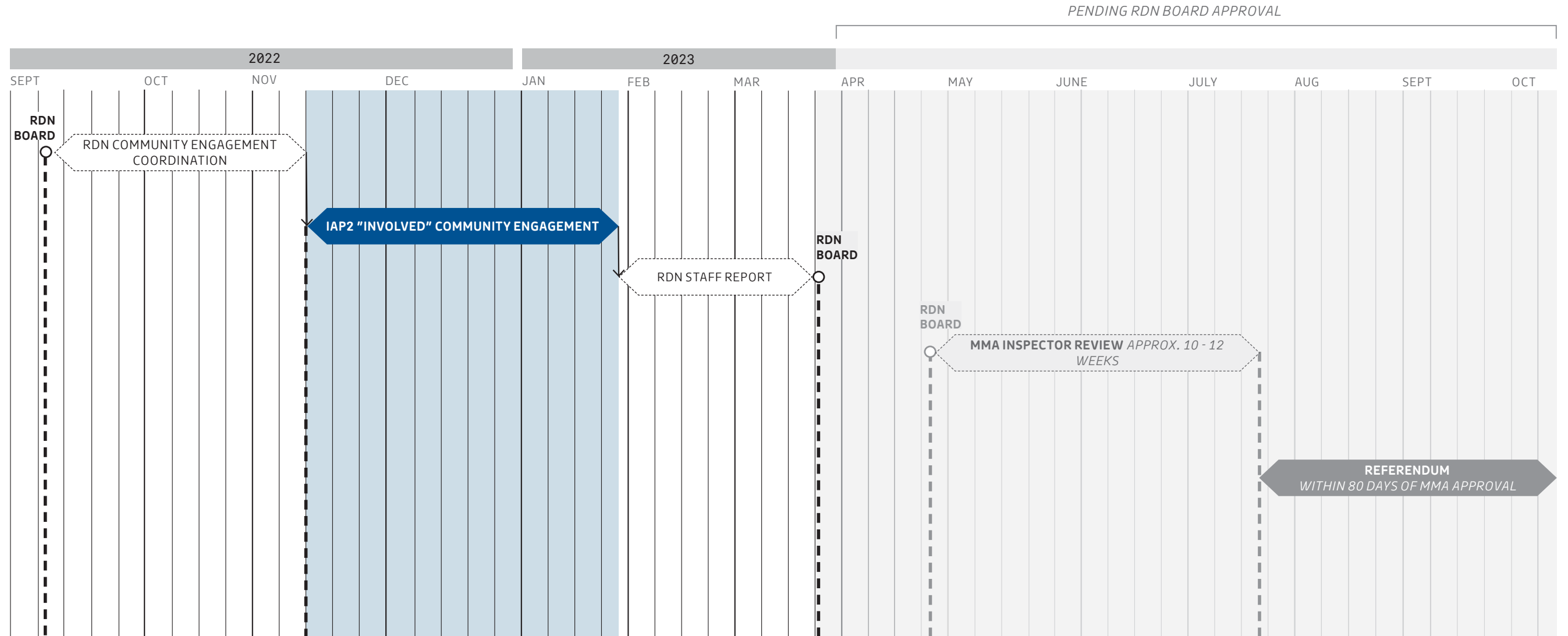
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A What We Heard Summary will be created sharing the input from surveys received. This will be presented to the RDN Board and then shared with those that participated in the public engagement by posting it on the Get Involved RDN page and sending an enewsletter to those that are connected to the page. When sharing with the public, we will also communicate the next steps.

Media Relations

All media requests for interviews or quotes go through the Communications Coordinator who will either collect and relay a response from the relevant department's General Manager, the CAO, the Board Chair or a Board Director, or arrange for the designate to engage directly with the media.

ATTACHMENT 2: RDN POOL SERVICE BYLAW 899 AMENDMENT - DETAILED SCHEDULE



September 6, 2022
RDN Board provides direction on Engagement Plan for IAP2 "Involved" on: Changes to the Pool Service Bylaw 899 related to adding Electoral Area E into the bylaw and proposed changes to the existing apportionment of 1/2 usage, 1/3 assessment and 1/3 usage.

Week of November 14, 2022
Engagement Plan for IAP2 "Involved" approved by the RDN Board on September 6, 2022 begins. Closes January 27, 2023.

March 28, 2023
Staff report to RDN Board on results of Engagement Plan for IAP2 "Involved" for changes to the Pool Service Bylaw 899 related to adding Electoral Area E into the bylaw and proposed changes to the existing apportionment of 1/2 usage, 1/3 assessment and 1/3 usage. Board deliberates the outcome and decides on the content of a proposed amendment bylaw.

Staff prepare a bylaw for the RDN Board's consideration. If approved, the RDN Board would proceed with three readings of the bylaw.

If approved by Inspector, Referendum date to be set by Regional Voting Officer.

Staff report to RDN Board with Referendum results and Board Deliberation.

September 7, 2022
If approved by the RDN Board on September 6, 2022, staff begin the preparation and planning for the Engagement plan.

March 29, 2023 (Tentative)
Staff begin to prepare and plan for implementation of RDN Board direction from March 28, 2023 meeting, if required.

RDN Board will appoint a Regional Voting Officer and Chief Election Officer.

Bylaw sent to Ministry of Municipal Affairs (MMA) for Inspector approval (approx. 12 weeks turnaround time).

