

DISTRICT MUNICIPALITY OF NORTH COWICHAN

LONG TERM NEEDS ANALYSIS

RECREATION FACILITIES



FINAL REPORT

SEPTEMBER 2009

PROFESSIONAL ENVIRONMENTAL RECREATION CONSULTANTS LTD.

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EXECUTIVE SUMMARY

IN THE FALL OF 2008, THE DISTRICT OF NORTH COWICHAN retained the services of Professional Environmental Recreation Consultants Ltd. (PERC) to prepare a Long Term Needs Analysis for Recreation Facilities.

SCOPE OF WORK

The consultants overall role was to:

- Liaise with the District and participate in related work sessions
- Compile and analyze information regarding current facility use and capacity
- Review current trends in recreation and community facility use and design
- Identify short and long term recreation facility requirements, based on anticipated long term population projections
- Develop options for the provision of facilities, including reference to current principles and standards
- Prepare capital cost estimates for recommended land and facilities
- Address the applicability of DDC's to assist financing of future facility development
- Address different methods of financing the construction of new recreation and community facilities including grants, developer contributions and partnerships
- Prepare and present draft and final written reports to the District

METHODOLOGY

The study was completed over a four month period and involved a number of key steps including:

- Meetings with senior staff members of the District
- Tour of the existing facilities
- A review of background materials and demographic information
- Communication with neighbouring communities regarding their facilities and future plans
- Research related to trends in recreation facility design and use

EXECUTIVE SUMMARY

- An investigation into possible locations of recommended facilities
- The development of information related to capital and operating costs
- The preparation and presentation of a draft and final report

BACKGROUND INFORMATION

The consultants reviewed a number of previous reports and studies related to the delivery of parks, recreation and cultural services in the District of North Cowichan as well as within the Cowichan Valley Regional District.

EXISTING FACILITIES

The consultants toured and analyzed the existing facilities in the District of North Cowichan, Duncan, Ladysmith and the Cowichan Valley Regional District. The focus of this process was to assess the current facilities ability to meet the current and projected demand for parks, recreation and cultural services.

LOCAL JURISDICTIONS

The consultants interviewed representatives of the communities and organizations that are in close proximity to the District of North Cowichan to determine what their future plans were for the development of parks, recreation and cultural facilities. The consultants wished to determine if there was interest in partnerships with North Cowichan on some facility projects.

IMPORTANT TRENDS

A review of the current trends in parks, recreation and cultural programs as well as the trends in facility design was completed to ensure that the District of North Cowichan could include this information in their decision making process.

FUTURE FACILITY DEVELOPMENT

The consultants considered the information they collected including existing facilities, important trends, neighbouring communities plans and population data to compile recommendations for the future development of parks, recreation and cultural facilities in the District of North Cowichan.

RECOMMENDATIONS

1. It is recommended that the District of North Cowichan develop the Somenos Sports Field Complex at their earliest opportunity. The Sherman Soccer Complex changes should also be completed at the District's earliest opportunity.

2. It is recommended that the District of North Cowichan continue in its process of evaluating plans for a community centre to include versatile activity spaces for all residents in the community of Chemainus.
3. It is recommended that consideration be given to the construction of a second sheet of ice in the Cowichan Valley Regional District and that the Cowichan Valley Regional District take responsibility to ensure that the location and cost sharing issues be resolved in discussions including all the communities and Electoral Areas in the Cowichan Valley Regional District prior to initiating planning and design.
4. It is recommended that the District of North Cowichan continue to support the Regional District Parks Department in their responsibility for the Trans Canada Trail and continue to develop District trails that can connect with the Trans Canada Trail and neighbouring community trail systems with funding support from the use of DDC's.
5. It is recommended that the District of North Cowichan continue to develop the waterfront in Crofton to ensure an interesting and vibrant area for a range of uses (boat ramp, trails, beach access etc).
6. It is recommended that a skate park be developed in the community of Chemainus to accommodate skate boarders and BMX bikes in a suitable location that will be easily accessed by participants.
7. It is recommended that the development of an outdoor recreation park for motor sports be a Cowichan Valley Regional District project to ensure Regional participation.
8. It is recommended that the District of North Cowichan engage the entire Regional District in a process to determine the best kind of facility to be developed in the space previously occupied by the Aquannis Centre while working toward securing the necessary funding.
9. That the Municipality establish a Parks DCC fund (using this report along with the 1998 Lanarc Study and revisions to the OCP) to offset land acquisition and development costs (as permitted by legislation) for facilities outlined in this report.

1. INTRODUCTION

IN NOVEMBER 2008, PROFESSIONAL ENVIRONMENTAL RECREATION CONSULTANTS LTD. (PERC) was retained to prepare a long term study of recreation facilities required as a result of overall growth in the District Municipality of North Cowichan and its immediate neighbouring communities.

It was determined that specific communities within the District, such as Chemainus and Crofton were to be considered in the development of new facilities.

1.1 THE DISTRICT MUNICIPALITY OF NORTH COWICHAN

The District Municipality of North Cowichan is located in the Cowichan Valley. It is a growing community with a current population of approximately 29,500 and offering a lifestyle amidst magnificent forests, mountains, lakes, rivers and ocean inlets. Its 5,000 hectare community forest provides hiking, mountain biking, hang gliding and nature viewing.

Forestry is North Cowichan's main industry along with farming, and forest lands create North Cowichan's rural atmosphere. There are 3 distinct communities within the District. Chemainus is located in the northeast corner of the municipality and is famous for its murals. South of Chemainus, along the coast, is Crofton which is a unique and hospitable community. Further south along the coast is the community of Maple Bay whose marina operations welcome boaters from around the Pacific Northwest. The largest component of the District's population is in the Mount Prevost area on the north border of the City of Duncan.

1.2 SCOPE OF WORK

An expected outcome of the study was that the Long Term Needs Analysis would guide the District of North Cowichan in the development of new and improved recreation and community facilities.

The consultants overall role was to:

- Liaise with the District and participate in related work sessions
- Compile and analyze information regarding current facility use and capacity
- Review current trends in recreation and community facility use and design
- Identify short and long term recreation facility requirements, based on anticipated long term population projections
- Develop options for the provision of facilities, including reference to current principles and standards

INTRODUCTION

- Prepare capital cost estimates for recommended land and facilities
- Address the applicability of DDC's to assist financing of future facility development
- Address different methods of financing the construction of new recreation and community facilities, including grants, developer contributions and partnerships
- Prepare and present draft and final reports to the District

1.3 REPORT FORMAT

The report includes the following components:

- An executive summary
- A summary of the project methodology
- Existing facilities in the District and adjacent communities
- Facility participation
- A summary of the key background information
- Best practices
- Conclusions and Recommendations

1.4 BACKGROUND INFORMATION

The consultants reviewed several documents related to the delivery of parks, recreation and cultural services in the District. These are listed below.

- January 1997 Cowichan Valley Regional District North End Recreation Centre Feasibility Study (Professional Environmental Recreation Consultants Ltd.)
- February 1998 Parks and Open Space Strategy for the District of North Cowichan (Lanarc Consultants Ltd.)
- March 1999 Recreational Facilities Study (North Cowichan Parks and Recreation Department & Planning Department)
- August 2002 Outdoor Recreation Park Feasibility Study (Trillium Group)
- February 2008 Draft Chemainus Greenway Feasibility Study (Recreation Resources Ltd.)

The area the consultants focused their work on was the northern part of the Cowichan Valley Regional District. This includes the Municipalities of Duncan, North Cowichan and Ladysmith as well as the unincorporated communities within that general area. The background information collected and reviewed as well as the contacts made included only these communities.

2. EXISTING FACILITIES

THIS CHAPTER PROVIDES A BRIEF DESCRIPTION OF THE major parks, recreation and cultural facilities in the District Municipality of North Cowichan and its immediate neighbouring jurisdictions. These are facilities that currently offer programs and activities as well as opportunities for community events.

2.1 NORTH COWICHAN

- **Cowichan Aquatic Centre:** The Cowichan Aquatic Centre opened in the fall 2008. The facility includes a 25 metre 8 lane pool and a leisure pool, which includes 2 slides, a sauna, steam and swirl pool. Also located on the first floor, is a child minding room, meeting/birthday party rooms and a small retail shop. Fitness rooms, including weight training equipment, are located on the second floor overlooking the pool. Fitness/meeting rooms and office spaces are also included on the second floor.
- **Fuller Lake Park:** This facility includes a single ice sheet as well as meeting and activity space. There is adequate land surrounding the arena to accommodate some additional major facilities. The arena was built in 1968, and had a major renovation in 1992, and the arena floor was replaced in 1997. The regular maintenance program has been sound and consistent and as a result the facility still provides good service to local residents.

The arena is well used during the ice season from August through March. The majority of users come from Ladysmith and North Cowichan with a small percentage from nearby communities such as Cedar, Saltair and Salt Spring Island.

Fuller Lake Park also includes a beach and picnic area on Fuller Lake as well as 4 tennis courts, a beach volleyball court, a boat launch ramp for non motorized craft, an equipped playground, washrooms and a caretaker's cottage.

- **Somenos Sports Field Complex:** North Cowichan has acquired approximately 30 acres of land on Somenos Road and plans to develop 7 ball diamonds and 2 sports fields. The plan will use about 18 acres for the sports fields and the other 12 acres will be natural forested park land. The site has only a slight grade, with no trees where the fields are to be developed. There are trees around the site and the municipal trail system winds its way through the surrounding forest to an adjacent residential area and Elementary School. These fields will replace the ones being decommissioned at Pioneer Park.
- **Sherman Soccer Complex:** This facility includes 3 full size soccer fields and 5 mini soccer fields. The mini soccer field area can be reconfigured to provide another full size soccer field when the need arises such as for tournaments. The complex also includes 2 change rooms, a referee change room, concession and storage building. The Mount Prevost Middle School is adjacent to the site as is the Duncan Curling Club. The hope is to install an artificial turf field on this site that will allow more practice and game time without weather interruption.

- **Cowichan Sportsplex:** The Cowichan Sportsplex was initially developed to address the need for the lack of a competitive Track and Field facility within the Cowichan Valley. The facility now boasts an international standard track and field facility with a full size natural grass sports field and synthetic running track. In addition, the Sportsplex now includes a state of the art Olympic standard artificial turf field hockey field and practice venue, 3 ball diamonds that convert to 2 soccer fields, and a lacrosse box. Also included on the site are maintenance buildings, washroom facilities, a concession, a caretaker's cottage, a Seniors Fitness park and a large parking lot.

A trail system travels through a wooded area and along a creek. The facility is well used by organized sports groups as well as recreational users. The track is very popular with walkers and joggers who are regularly there as part of their fitness routine.

- **The Properties Sports Complex:** As part of the arrangement with the developer of the Cliffs over Maple Bay a park was developed that includes 1 sand based soccer field, 2 adult softball diamonds, a sport court and tennis courts. The park is adjacent to the Maple Bay Elementary School. Recreation programs are coordinated by the Island Savings Centre, during non school hours.
- **Crofton:** The Crofton outdoor pool is approximately 20 yards long and is operated during the summer months each year. It is an old facility but continues to provide useful service. It is adjacent to a community centre that is operated by a non-profit society. A park that provides 1 soccer field which overlaps with 2 ball diamonds is also located on this property. A walking trail is located outside the playing fields. Tennis courts, a sport court and a modular skate park are located within the park area as well.

The Crofton waterfront has a walkway that will be extended from the Crofton Museum to the south and the north. Included within the Crofton Museum, is a passive park, a heritage building which houses the museum, a senior's facility and public washrooms. There is also a public boat launch ramp with an appropriate parking lot.

- **Chemainus:** Chemainus is a tourist destination community with its numerous murals painted on the buildings, in many cases, depicting scenes of early forestry operations. Water Wheel Park is a beautiful passive park, in the business area along the waterfront. The old Fire Hall is currently being shared by the Visitor Information office and the Neighbourhood House organization. Chemainus Ball Park is adjacent to St. Joseph School and includes 4 ball diamonds and a building that provides space for a club house, office and storage. The school has a gymnasium that the community can access during non school hours.
- **Island Savings Centre:** Formerly known as the Cowichan Community Centre, the Island Savings Centre is a complete community facility including a regional library, a theatre, a 25 metre indoor aquatic centre, a spectator arena and several meeting and activity rooms of various sizes. As noted earlier, the new aquatic centre just opened and includes a leisure pool and fitness centre. The old

EXISTING FACILITIES

Aquannis Aquatic Centre was taken out of service and will be renovated to provide service of a different kind.

The Cowichan Exhibition grounds and Pioneer Park will soon be home to the Duncan Campus of Vancouver Island University and Cowichan High School. The exhibition grounds and sport fields are currently being relocated, and there will be 2 sport fields on the site to provide for University and High School sports programs.

2.2 DUNCAN

- **MacAdam Park:** The City of Duncan owns and maintains MacAdam Park which includes 2 sports fields. MacAdam field can be converted to 2 smaller sports fields. Rotary Field has lighting appropriate for practice and evening use. The fields can accommodate football, field lacrosse and soccer. The park also has a field house that includes 2 change rooms and a concession. A well used trail system travels through a wooded area and along the Cowichan River.
- **Centennial Park:** The City of Duncan also owns and maintains Centennial Park which includes a lawn bowling facility, tennis courts and a well equipped playground.
- **Kinsmen Park:** Kinsmen Park is adjacent to the Cowichan High School and is jointly owned and operated by the City of Duncan and the District of North Cowichan. This park includes a spray pool, a playground with structural equipment and change rooms.

2.3 LADYSMITH

- **Community Centre / Aquatic Centre:** The Frank Jameson Community Centre includes several meeting rooms, as well as a gymnasium and a fitness centre. In addition, the facility includes an indoor swimming pool, which was originally built as a 5 lane lap pool. In the early 1990's, the facility was expanded to include a therapeutic leisure/teaching pool and a tots' pool, along with the upgrading of other amenities.

No further expansion of the community centre or the swimming pool is contemplated at this time however a number of "upgrades" are under consideration, including improvements to the lighting, heating and ventilation systems.

Aggie Hall is an older community hall that is used for a variety of events and accommodates a number of local non-profit organizations.

- **Parks and Trails:** The Town also has several parks, the largest of which are Transfer Beach Park which is a destination park along the waterfront and has extensive picnic amenities. Holland Creek Ballpark, which is

immediately adjacent to the Ladysmith Golf Course, is another substantial park in Ladysmith's inventory.

2.4 COWICHAN VALLEY REGIONAL DISTRICT

- **Island Savings Centre:** The Island Savings Centre includes a regional library, a 750 seat theatre, a spectator arena, several meeting rooms and an extensive food and beverage operation. A 25 metre swimming pool was included in this facility but is being decommissioned and will be redeveloped into another form of facility. The new Cowichan Aquatic Centre replaces the Aquannis Centre.

3. LOCAL JURISDICTIONS

THE CONSULTANTS INTERVIEWED REPRESENTATIVES FROM the communities bordering North Cowichan and the organizations that might have an interest in partnering with the District in the development of parks and recreation facilities. The consultants were interested in the future plans that these groups have, and their interest in cooperating with North Cowichan in the development of parks, recreation and cultural facilities.

3.1 DUNCAN

The City of Duncan will add a spray pool to Centennial Park in 2009. They also plan to develop a trail system in Centennial Park in partnership with the District of North Cowichan similar to the trails in Ladysmith and redevelop the playground equipment in 2009. Duncan also plans to develop the trail along the old railway corridor from Duncan to North Cowichan (Cowichan Commons Shopping Centre) in the fall of 2009.

The City of Duncan has plans to improve the field lighting at McAdam Park but does not have funding in place at this time and therefore no timeframe is in place.

Funding for these projects is coming from a combination of taxation, grants and fundraising events.

The railway corridor project will be done in cooperation with North Cowichan while the City park projects will be Duncan projects.

Duncan would like to see, and would be willing to share in the funding for a survey to poll the Electoral Area residents in particular about their feelings toward sharing in the costs of providing services in the Cowichan Valley Regional District.

3.2 LADYSMITH

As noted in the previous chapter, Ladysmith is not considering any new recreation facilities or any major expansion of existing facilities at the present time. There has however, been discussions in recent years, regarding the possibility of "cost sharing" with North Cowichan on the construction or operation of a new arena. At the very least, the Town would be interested in further discussions related to this matter.

The Town is considering sportsfield development adjacent to the community centre, or in other locations in the community, including Aggie Park, which could result in the installation of an artificial turf field. Other discussions have included upgrades to the fields adjacent to the community centre. These fields are owned by the Nanaimo School District, but there is no willingness, at present, to provide any capital costs toward improvements.

At the present time, the Town is focusing on maintaining and developing internal trail networks, but always with a view toward connecting with trail networks to the north (the City of Nanaimo, and to the south (the District of North Cowichan).

Other park improvements are under consideration as well, including the installation of a new concession at Transfer Beach, and upgrades to aging playgrounds around town. The first priority is the artificial turf field at Aggie Park, and in this regard, the Town has applied for a Town of Tomorrow grant which is currently under review.

There are always issues related to the lack of participation in planning or appropriate financial contributions from adjacent Electoral Areas, toward Ladysmith's recreation facilities. In the past, the Town has proceeded on its own, but appreciates the understanding with North Cowichan on an unofficial reciprocal use of facilities between the two communities and looks forward to continuing cooperation.

3.3 ELECTORAL AREA G – SALTAIR

Electoral Area G is about to open Stocking Creek Park which is a linear park approximately 1 kilometre long, joining properties at either end.

Princess Diana Park is an 80 acre park with trails currently being extended through a well treed park.

Centennial Park includes a tennis court, a sport court, 2 ball diamonds and a children's playground.

Lagoon Bridge Beach access is a planned project on the border of North Cowichan and Saltair that has not been funded at this time.

Funding for projects in Electoral Area G is generally through taxation and any grants that are available.

3.4 COWICHAN VALLEY REGIONAL DISTRICT

The Cowichan Valley Regional District has plans for a number of indoor facility upgrades as well as park plans that have some funding in place.

The indoor facility upgrades include renovations to the Lake Cowichan Arena where a referendum was approved in November 2008 for \$7.5 million to increase the dressing rooms size, and add an activity room and improved office space. This project will begin in 2009.

A referendum is currently being considered to request funding to repair and refurbish the Kerry Park Recreation Centre and add an Aquatic Centre.

Other facility improvements are dependent on funding being secured. The Aquannis Centre has been replaced by the new aquatic facility and will be decommissioned and locked up, at least for the time being. Plans to convert that space into some other indoor facility have been discussed but no decisions have been made at this time. There is no funding available for the project at the present time.

LOCAL JURISDICTIONS

There are plans for the Island Savings Centre Arena to change the main entrance to the north end facing what will be the Vancouver Island University and the new Cowichan High School. The plans also call for additional seating in the existing facility. This project does not have funding in place at this time.

With reference to parks and trails, CVRD residents recently approved a bylaw to collect Regional District taxes for the acquisition of park land. The other Regional District Park project is the upgrade of the Kinsol Trestle. This project has senior level government funding in place but is still in the process of securing the remaining necessary funds.

The District of North Cowichan would like to suggest that the Regional District make the Trans Canada Trail work a priority in their on-going annual work plan.

The Regional District is currently completing 4 park Master Plans, 2 of which - Cobble Hill and Cowichan Bay - are close to North Cowichan.

There are no plans for additional skate parks at the present time, however, consideration is being given to the development of tot lots and community trails in the Cowichan Bay and Cobble Hill areas. Neighbourhood parks in the Cobble Hill area, is also under consideration.

In addition, the Regional District is providing technical support to Duncan and North Cowichan related to a Duncan / North Cowichan "rails to trails" initiative, and has applied for a grant from the Provincial Government for funds to assist with Regional Trails. Notification regarding the application is expected shortly.

Regional District funding generally comes from local taxation and senior levels of government grants.

3.5 COWICHAN TRIBES

The Cowichan Valley Regional District has experienced a sound relationship with the City of Duncan, the District Municipality of North Cowichan and the Cowichan Tribes.

The Cowichan Tribes received legacy funds from the recent North American Indigenous Games which they are planning to use to upgrade their youth drop-in centre. In addition, the funds will be used to develop and deliver programs in the upgraded youth centre, as well as a newly developed program to be delivered in the existing gymnasium.

The project is scheduled to begin in April 2009 with the program component being develop at the same time. The legacy funds will sustain the project for 3 years, and during that period the planning must include funding to continue the programs into the future. Future funding will be from fundraising, grants as well as the possible assistance from Cowichan Tribe funds.

The Cowichan Tribe negotiated a formula with North Cowichan for their annual contribution to the new Cowichan Aquatic Centre. Their relationship with the City of Duncan and the District of North Cowichan has a long history of cooperation. With a

Cowichan Tribe member now on both North Cowichan and City of Duncan Councils the opportunity for ongoing communication is better than ever.

3.6 COWICHAN SPORTSPLEX

The Sportsplex property was purchased from the Province by the District of North Cowichan to initially develop a Track and Field Facility.

The District has received a Provincial Government grant for the purchase of outdoor exercise equipment designed specifically for seniors which will be installed at the Sportsplex facility. Another project with funding in place is to complete the landscaping surrounding the athletic and recreational components of the facility. This work will be undertaken in 2009.

There are 3 other projects that the Sportsplex Board of Directors has planned, but do not have funding in place at this time. These projects include replacing the maintenance shop and the club house with more appropriate facilities than the current old sheds. The third project still requires funding to replace the natural grass sports field inside the running track with an artificial turf field.

In addition to rental fees, funding for the operation of the Cowichan Sportsplex comes from the City of Duncan, the District of North Cowichan and the School District by invoice for facility use. The Regional District also provides funding by way of a grant.

4. IMPORTANT TRENDS

THIS CHAPTER ADDRESSES DEMOGRAPHIC TRENDS in the study area, as well as trends related to recreation facilities and services. The presentation of this information is intended to provide the District with information that will be of assistance in determining the types of amenities that will likely be required over the next 10 to 20 years.

4.1 DEMOGRAPHIC TRENDS

A brief review of the demographics of North Cowichan has been included to assist in understanding the community composition and the kinds of programs and facilities that are important. The estimated population figures were provided by Canada Census, BCStats and the District of North Cowichan.

4.1.1 STUDY AREA 2006 CENSUS POPULATIONS

FIGURE ONE provides 2006 Census population information for North Cowichan and its neighbouring jurisdictions and the changes since the 2001 Census count.

FIGURE ONE
2006 CENSUS POPULATION FIGURES

Area	2006	2001	% change
North Cowichan	27,557	26,138	5.4
Ladysmith	7,538	6,811	10.7
Duncan	4,986	4,699	6.1
Area E - Cowichan Station/Sahtlam/Glenora	3,878	3,785	2.5
Area G – Saltair/Gulf Islands	2,249	2,199	2.3
Cowichan Valley Regional District	76,929	71,998	6.8
British Columbia	4,113,487	3,907,738	5.3

It should be noted that all the areas included have shown significant growth, especially in Ladysmith. The electoral Areas have shown the least increase however in the 2001 Census they both experienced a decrease in population. The total growth of the study area as shown above is 5.9%.

4.1.2 2006 CENSUS AGE GROUP BREAKDOWN

FIGURE TWO provides the breakdown by age group in the study area.

**FIGURE TWO
AGE DISTRIBUTION BY PERCENTAGE IN 2006 CENSUS**

AREA	0-14	15-24	25-44	45-64	65+
North Cowichan	16.5	12.9	21.8	31.1	17.8
Ladysmith	16.5	10.4	21.6	30.7	20.8
Duncan	15.0	10.3	21.2	24.7	28.8
Area E – Cowichan Station/Sahtlam/Glenora	17.7	13.4	23.7	33.6	11.6
Area G – Saltair/Gulf Islands	10.3	10.3	16.8	40.1	22.5
Cowichan Valley Regional District	16.8	12.2	21.9	31.3	17.8
British Columbia	16.5	13.1	27.4	28.4	14.6

The age group breakdown indicates that relative to the respective provincial age group, the study area is comparable up to age 24, is lower from age 25 to 44, slightly higher from age 45 to 64 and higher for ages 65 and over. These figures assist in making future program and facility decisions.

4.1.3 SCHOOL DISTRICT #79 ENROLMENT PROJECTIONS

FIGURE THREE shows the School District # 79 enrolment projections from 2004 through 2016.

**FIGURE THREE
SCHOOL DISTRICT #79 ENROLMENT PROJECTS THROUGH 2016**

School Year	Kindergarten	Percent Change	Elementary	Percent Change	Secondary	Percent Change	Total	Percent Change
2004-2005	525		4,698		4,425		9,683	
2005-2006	535	1.9	4,609	-1.9	4,344	-1.8	9,488	-1.7
2006-2007	490	-8.4	4,428	-3.7	4,198	-3.4	9,154	-3.5
2007-2008	481	-1.8	4,286	-3.4	4,091	-2.5	8,858	-3.2
2008-2009	513	6.6	4,145	-3.3	3,950	-3.4	8,608	-2.8
2009-2010	518	1.0	4,082	-1.5	3,850	-2.5	8,450	-1.8
2010-2011	536	3.5	4,050	0.8	3,791	-1.5	8,377	-0.9
2011-2012	544	1.5	4,087	0.9	3,768	-0.6	8,399	0.3
2012-2013	560	2.9	4,137	1.2	3,745	-0.6	8,442	0.8
2013-2014	572	2.1	4,171	0.8	3,701	-1.2	8,444	0.0
2014-2015	587	2.6	4,232	1.5	3,665	-1.0	8,484	0.5
2015-2016	594	1.2	4,304	1.7	3,582	-2.3	8,480	-0.1

IMPORTANT TRENDS

The school enrolment figures help the decision-making process in the provision of programs and facilities for the community. As FIGURE FOUR indicates, there is virtually no growth in school age children through 2016, and therefore the need for programs for this age group must be carefully considered.

4.2 PARKS, RECREATION AND CULTURAL TRENDS

This section provides an overview of a number of trends that are affecting leisure lifestyles, and parks, recreation and cultural services across Canada.

Trends are observable patterns of change, some obvious and others more subtle, in areas as diverse as demographics, consumer preferences, economics, organizations and the environment. In this section, the trends are grouped under the following categories and sub-sections: demographic, behavioural, organizational, workplace, infrastructure and environmental.

4.2.1 NATIONAL DEMOGRAPHIC TRENDS

- **An Aging Population:** The most significant shift in the Canadian population as a whole is that it is aging. Every five years, the median age of the Canadian population increases by approximately 2.1 years. Some provinces age faster than others, depending largely on the out or in-migration of young people and their families. Alberta is the youngest Canadian province because of strong job growth and relatively affordable housing. The three territories are younger still; the birth rates remain higher there and in Nunavut, for example, 45% of the population is under the age of 15. **Figure Four** shows the projected shifts of age group proportions in BC from 2006 to 2031 as the fertility rate remains stable and the population ages.

FIGURE FOUR
CANADIAN AGE GROUP DISTRIBUTION BY PERCENTAGE

Age Groups	2006 Census	2016 Projected	2031 Projected
0-14	16.5	14.2	13.1
15-24	13.1	11.1	9.8
25-44	27.4	28.1	25.3
45-64	28.2	29.2	27.4
65+	14.6	17.5	24.1

Almost a quarter of BC residents will be 65+ in 2031 and the number of those who are 80+ will increase from 4.0% in 2001 to 6.7% in 2031. The median age in the province has moved from 30.6 years in 1981 to 40.8 in 2006. These new "seniors", however, may be quite different than preceding older generations in their leisure choices. They will be more active and will likely stay in mainstream facilities rather than designated seniors centres.

- **The Changing Family:** In Canada, the mix of family types shifted between 2001 and 2006. The number of married-couple families grew by only 3.5%, lone-parent families went up by 7.8%, while common-law-couple families shot up by 18.9%. Other Canadian trends were an increase of one-person households, and more young adults living with their parents. In 2006, 43.5% of young people aged 20-29 still lived at home, in contrast to 41.1% in 2001 and 32.1% in 1986.
- **Increasing Diversity:** Communities are becoming increasingly ethnically diverse. In 2001, 26.1% of BC residents were foreign born, a percentage that continues to grow. Just over 50% of these immigrants came from Asia, another 35% from Europe, and the remaining 15 from other regions of the World. The proportion of visible minorities also continued to grow, moving from 17.9% in 1996 to 21.6% in 2001 as BC's population has become more diverse. By contrast, the proportion for Canada was 13.1%. While many of these individuals were Canadian born, immigration has played a significant role in the increase.
- **Personal Economics – Growing Gaps between Haves and Have-Nots:** There has been a general shift in North America to a growing gap between the haves and the have-nots from a personal economic perspective. Young families with children are now twice as likely to live in poverty as defined by the Low Income Cut-off (LICO). Fee rates, however, still generally favour older adults more than young families. There is a need to re-examine accessibility and pricing policies, and to implement measures that support all individuals with low income, but especially young families and their children.

4.3 BEHAVIOURAL TRENDS

- **Toward Informal and Individual Activities:** There has been a clear shift from formal and organized activities to more individualized and informal. People are increasingly choosing activities that can be done individually or in small groups, at a time of the individual's choosing, and often near or at the individual's home. This is reflected in the top five favourite physical activities for adults and youth in Canada as identified in the Canadian Community Health Survey. For adults, favourite activities tend to be walking, gardening, home exercise, swimming and cycling; while for youth, favoured activities include walking, cycling, swimming, running/jogging and basketball.

With the exception of swimming, these activities can be done close to or at home. They can all be carried out at a personally convenient time and are generally unstructured. The only team sport found in either list is basketball; however, its inclusion is largely based on informal play rather than on formal organized team activity. In fact, registered sport participation levels fell to 34% in 1998 from 45% in 1992. In the case of swimming, most aquatic activity is drop-in water play or lap swimming.

- **Changing Preference and Expectations:** Another clear trend is the shift toward the experiential aspect of activities. People are seeking personal growth and meaning in the activities they choose. For example, the two fastest growth areas

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in tourism are cultural learning and ecotourism. Registration in classes has increased as people seek lifestyle skills. People not only have high expectations for achieving personal benefits, but also that there will be a high quality of service in terms of quality of instruction, customer service, and facility cleanliness and appearance.

As the Baby Boomers age, they continue to have an interest and commitment to being active, but will turn away from more strenuous activities such as tennis and jogging to more moderate activities such as walking and yoga. Boomers are also showing an increased interest in culture, both in terms of attending performances and cultural venues, and in actual participation in art activities.

- **Time Segmentation:** Geoff Godbey, a former Professor Emeritus at the Pennsylvania State University, and an author of numerous books related to leisure behaviour, has noted the general feeling that many people feel rushed, and that their discretionary time is available in smaller chunks. This is reflected not only in the shift to more individual activities, but also to shorter periods of activity that involve “time deepening” where people multi-task during both work and leisure activities, (e.g. reading a report while on a treadmill). While many individuals report that they value their leisure time more than work, they may still be challenged to integrate leisure into their lifestyles by finding or creating time.
- **Volunteerism:** Canada lost a million volunteers between 1997 and 2000, going from 7.5 to 6.5 million (Stats Canada). The greatest drop-off in volunteerism was found for the 35-49 age group; these individuals are perhaps most affected by time segmentation and having to juggle work and family obligations with leisure and volunteerism. As Baby Boomers begin to retire, they may create an excellent pool of skilled volunteers. They will likely have to be actively recruited to become a volunteer in the community. Because of time pressures, individuals will more likely be willing to volunteer for shorter-term projects and tasks, as opposed to long-term commitments. Examples of short-term projects are trail building and invasive species removal days in parks, and special event planning in recreation. This trend is termed “episodic volunteering”.
- **Wellness and Chronic Disease:** People are increasingly aware of the health benefits of activity and nutrition. This interest in personal wellness is reflected in the proportion of Canadian adults who are active enough to achieve health benefits. BC is the most active province in Canada with 58% of the population active enough to receive health benefits (2003 / 04 Canadian Community Health Survey). The proportion for Canada has risen from 24% in 1981 to the current 49%. While Canadian adults are generally more active, they are also becoming more overweight; approximately 15% of the adult population is now obese. A lack of activity, coupled with fast foods and trans-fats intake, are responsible; community wellness initiatives will need to include a healthy eating component along with physical activity.

Older adults are becoming increasingly active, but activity levels still go down as people age. There is also a 15% discrepancy between older men and women in terms of activity levels with men being more active. The male-female gap is very small for mid-age adults, so the current discrepancy may disappear as the Baby

Boomers age. There is also the “fourth generation”. These are individuals who are impacted by chronic diseases such as Type 2 Diabetes as they age. Activity, however limited, will be an integral part of chronic disease management for these individuals.

- **Children and Youth Activity:** Inactivity levels for children and youth are considered to be a greater problem. Obesity rates tripled for children between 1981 and 1996, and children’s overweight levels grew from 15% for both genders to 29.2% for girls and 35.4% for boys. Children now spend 3-5 hours daily in front of a television and less time playing outside. This challenge will require a coordinated effort by recreation, health, education and parents. There is also a 16% gap between male and female teens in activity levels. Inactivity and obesity levels in children and youth are resulting in the increasing early diagnosis of chronic diseases in the young, potentially resulting in a lower life expectancy than the current levels.

4.4 INFRASTRUCTURE TRENDS

- **Aging Infrastructure:** Many of Canada’s facilities are aging. The 2005 BCRPA Community Infrastructure Report - Phase 1 identified that almost 75% of ice arenas in BC are 25 years or older, along with 82% of curling rinks and 91% of outdoor pools. Just over half of BC’s indoor pools were 25 years of age or more in 2004. Many early facilities were built as Centennial projects in 1967, while others were built in a second wave of facility construction in the 1980’s.

Many older facilities are deteriorating more rapidly than necessary because of limited preventative maintenance programs. These facilities now have envelope, code, mechanical, and slab problems. The multi-purpose recreation centres built in the 1980’s are in better shape, but need work, particularly in the pool component.

- **Infrastructure Funding Programs:** Many provinces had their own community facility infrastructure funds in the 1980’s and 1990’s that provided either a half or third of a project’s capital cost. As a result, a large number of new facilities were built and others renovated. Most of these funds were discontinued in the mid to late 90’s, with the funding generally being redirected to health.

The Canada Infrastructure Program was not as accessible for community facilities, and it is unclear whether its successor programs will be more supportive through the New Deal for Communities. BC recently signed a Memorandum of Understanding with the Federal government for the Municipal Rural Infrastructure Fund. The new gas tax rebate will positively impact on recreation through active transportation projects and perhaps indirectly by freeing up other municipal funds. It is highly likely that a number of new provincial infrastructure funds will be re-established in the coming 5 years across Canada to address the infrastructure deficit that has been built up.

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Recent announcements regarding the Federal Budget suggests that there will be a new infrastructure program in place to support the construction of new recreation facilities. While the details of this initiative are not yet available, North Cowichan could be in a position to take advantage of these funds, particularly if a new arena is considered, as well as a new community centre in Chemainus.

- **Historical Facility Shifts:** A large number of community recreation facilities were built across Canada at the time of the 1967 Centennial. Many of those facilities were stand alone arenas and curling rinks that catered to children and youth. The second wave of recreation facility construction in the 1980's saw a shift to multi-purpose, multi-generational facilities that combined a number of uses. There was also a shift to constructing free-form leisure pools to complement traditional rectangular pools within these complexes beginning in the mid to late '80s.
- **Senior and Youth Oriented Facilities:** A more recent shift has been a trend to including both senior and youth related spaces within multi-generational facilities rather than as stand-alone buildings. Individuals now entering their 60s are more likely to remain within mainstream facilities than to join designated seniors centres. If they do join, it is often to take advantage of program discounts rather than to become a social member.
- **Expanded Facility Roles:** Community leisure facilities are taking on a greater role in attracting tourism and in economic development. In particular, games and tournaments, cultural events, and heritage and agricultural activities are regarded as a means for economic growth and development. In fact, larger events have the benefit of providing the impetus and funding for facility construction and renovation. A growing trend will be the inclusion of partners from other fields in combined facilities. This may include public health units, libraries and social services.
- **Climate Change and Sustainability:** Climate change issues are demanding that local government set directions and initiate action that will help mitigate climate change. This concern suggests that the communities should work with other agencies to ensure that policies, plans, practices and operations are addressing the issue of sustainability.
- **Increased Dog Ownership:** In recent years, there appears to be an increase in dog ownership that has resulted in an expectation of outdoor opportunities for people and their pets. This has created a demand for off-leash parks, facilities for dogs within other parks, and an increase in maintenance functions to accommodate this trend. However, it also has the potential to provide value-added opportunities for the city, such as doggy day-care centres and pet product sponsorships.
- **Changing Interests:** There has been a noticeable shift in park user preferences in many communities toward informal and individualized passive recreation activities, particularly among youth and adults. This translates into increased pressure on passive recreation spaces and in particular, pedestrian

and pathway cycling systems. Existing infrastructure will require increased attention.

- **Energy and Water Management:** Fossil fuel costs will continue to increase and systems to reduce consumption need to be considered based on payback. These include solar roof panels, heat recovery systems and motion sensitive lighting. Buildings and surrounding landscapes and features should be planned with appropriate LEED principles and supplementary energy sources such as solar and geothermal. Water use needs to be reduced in shower, toilet, swimming pool and grounds / landscaping applications.

It should be noted that trends will change over a period of time, and that there have been numerous suggestions regarding the potential popularity of various recreation activities and facilities in recent years.

Certainly, the provision of new and improved facilities requires careful examination of emerging activities, as well as those that might be decreasing in participation, but considerable care should be given to the specific needs of all potential user groups as decisions are made regarding their construction or replacement.

5. FUTURE FACILITY DEVELOPMENT

THIS CHAPTER DEALS WITH FUTURE facility development the consultants have determined to be most important as a result of their work. There are several facilities that were mentioned during the research phase of the project and the consultants have included those that were most often suggested.

5.1 SPORTS FIELDS

Sports fields are a priority in many communities throughout the Province and the District of North Cowichan is no exception. The growth in outdoor sports has been significant with soccer participant numbers for youth and adults as well as for males and females showing large gains. The demand for sport fields has become a major issue as well as higher standards related to the quality of the facility and its maintenance has also risen dramatically. The development of multi-sport artificial fields in order to increase usage and accommodate groups in all weather conditions has also experienced significant growth.

The District of North Cowichan's plan to develop the Somenos Sports Fields Complex and the upgrades to Sherman Soccer Complex will make a significant contribution to meeting the area's sports field requirement. The Somenos Sports Fields Complex will include 7 ball diamonds and 2 multi-sports fields. The upgrades to the Sherman Soccer Complex involve changing the mini soccer field area into a multi-sport artificial turf field. The Cowichan Sportsplex facility continues to develop and provides another superior facility to the North Cowichan area.

Ladysmith is currently working on the development of an artificial field which would provide the area with an additional quality facility.

RECOMMENDATION #1

It is recommended that the District of North Cowichan develop the Somenos Sports Field Complex at their earliest opportunity. The Sherman Soccer Complex changes should also be completed at the District's earliest opportunity.

The consultants agree with the inclusion and configuration of fields in each of these sports field complexes as current plans indicate.

5.2 COMMUNITY CENTRE

A community centre has been discussed as an essential addition to the District of North Cowichan for some time. The consultants agree that a community centre should be a priority when considering future facilities in the North Cowichan area. There is a need for activity and meeting space for the general public. It is the consultant's opinion that a well designed community centre could include all of these amenities and provide a broad range of opportunities for all residents.

The Community of Chemainus has been mentioned as a possible location for such a facility. A centre including all the elements mentioned above would require adequate space for the construction of such a facility.

A study addressing the community centre issue is currently under way and will be a great resource in the decision making process for this type of building.

RECOMMENDATION #2

It is recommended that the District of North Cowichan continue in its process of evaluating plans for a community centre to include versatile activity spaces for all residents in the community of Chemainus .

5.3 ARENA

The District of North Cowichan's Fuller Lake Arena and the Islands Savings Centre Arena, which the District is a partner in, currently provides ice opportunities adequate for the needs of District residents. The residents of neighbouring communities also use the Fuller Lake Arena which adds pressure to provide everyone with reasonable ice time. A second sheet of ice will be necessary in order to continue to meet the requirements for current as well as new users in the Cowichan Valley. In 1997 Professional Environmental Recreation Consultants concluded that "an additional ice surface should likely be built within the next 5 years". A summary of the compelling reasons for this conclusion include;

- Demand for ice time is increasing
- Current facilities, for the most part, are full to capacity
- Population growth is steadily increasing
- The benefits of recreation programs and facilities are well documented

PERC went on to say "that because location and cost sharing are important issues, they should be resolved in discussions involving each of the communities and Electoral Areas prior to initiating planning and design. The consultant's position on this issue has not changed.

The consultants also suggest that the District of North Cowichan pursue discussions with the Town of Ladysmith and Electoral Areas G and H regarding the establishment of a fair and equitable partnership in the operation of the Fuller Lake Arena

The Fuller Lake Arena site would be an appropriate location for a second arena, by connecting it to the existing facility and taking advantage of the economic opportunities 2 arenas together offer.

RECOMMENDATION #3

It is recommended that consideration be given to the construction of a second sheet of ice in the Cowichan Valley Regional District and that the Cowichan Valley Regional District take responsibility to ensure that the location and cost sharing issues be resolved in discussions including all the communities and Electoral Areas in the Cowichan Valley Regional District prior to initiating planning and design.

5.4 TRAIL SYSTEM

Trail systems, which allow people to move about their community to do errands, visit friends and simply enjoy exercise in a natural environment is near the top of virtually every survey conducted throughout Canada.

The District of North Cowichan has a well developed trail system which it continues to expand. The neighbouring communities are also developing similar systems. The Cowichan Valley Regional District's trail system crosses through all the communities within the Cowichan Valley Regional District and links up with larger systems such as the Trans Canada Trail. The District of North Cowichan is a significant supporter of the Regional Parks system including the Trans Canada Trail which should be the responsibility of the Regional District Parks Department representing all members of the Region.

The opportunity to link trail systems with communities sharing borders would be well worth pursuing. This could include Duncan, Ladysmith, Saltair and other opportunities for all residents to travel to community amenities and services by way of the trail system.

RECOMMENDATION #4

It is recommended that the District of North Cowichan continue to support the Regional District Parks Department in their responsibility for the Trans Canada Trail and continue to develop District trails that can connect with the Trans Canada Trail and neighbouring community trail systems with funding support from the use of DDC's.

5.5 CROFTON WATERFRONT

Crofton has begun developing a trail walk along the shoreline from the central focal point of the community. Plans are to continue the trail to the north and south from the central park. The area is currently popular with boaters using the boat launching facilities as well

as the amenities provided within the park facilities. Any enhancement to this area will add to an already beautiful park and trail.

RECOMMENDATION #5

It is recommended that the District of North Cowichan continue to develop the waterfront in Crofton to ensure an interesting and vibrant area for a range of uses (boat ramp, trails, beach access etc)

5.6 SKATE PARK

During the consultants discussions there was only mention of the need of a skate park in the Chemainus area. The facility should be designed with skate boarders and BMX bike riders in mind. There are skate parks in the south end of the Region as well as in Crofton that are well used. The District of North Cowichan has installed sport courts in several areas as well which are also well used.

RECOMMENDATION #6

It is recommended that a skate park be developed in the community of Chemainus to accommodate skate boarders and BMX bikes in a suitable location that will be easily accessed by participants.

5.7 OUTDOOR MOTORSPORTS PARK

In 2002 a feasibility study was completed for the development of an outdoor recreation park which would have catered primarily to motor sports. The project has not moved forward at this time for a number of reasons mostly related to noise and environmental issues. It was intended to be a self sufficient operation by the various motor sport organizations.

The consultants believe that this project should be a Cowichan Valley Regional District project with a full consultation process including all Cowichan Valley Regional District Jurisdictions.

RECOMMENDATION #7

It is recommended that the development of an outdoor recreation park for motor sports be a Cowichan Valley Regional District project to ensure Regional participation.

5.8 AQUANNIS CENTRE

FUTURE FACILITY DEVELOPMENT

The Aquannis Centre swimming pool has been closed since the opening of the new Cowichan Aquatic Centre in the summer of 2008. A facility feasibility study should be completed with full Cowichan Valley Regional District participation to determine what this valuable space should be used for. This process should be initiated as soon as possible as the Aquannis Centre space is extremely valuable to the provision of recreation services in the Cowichan Valley.

There are a number of options to be considered for that space that would greatly enhance the recreation services provided in the Cowichan Valley. Some suggestions include an indoor artificial turf field, a fitness facility, activity rooms and many more that will surely be suggested when the time to proceed with this project receives the necessary funding.

RECOMMENDATION # 8

It is recommended that the District of North Cowichan engage the entire Regional District in a process to determine the best kind of facility to be developed in the space previously occupied by the Aquannis Centre while working toward securing the necessary funding.

6. IMPLEMENTATION

THIS CHAPTER INCLUDES A LIST OF the recommendations from the previous section of the report, along with potential capital costs and a proposed timeline for the initiation of detailed planning for each facility.

6.1 A GUIDE TO READING THE FINANCIAL TABLE

The following is intended to assist the reader in reviewing the information on the following page.

- **Recommendations** The report includes 9 recommendations addressing the need for new recreation facilities, including sports fields, a community centre, a new arena, expansion of the existing trail system, the Crofton waterfront, a skate park / youth park, an Outdoor Motorsports Park and the future use of the Aquannis Centre.
- **Capital Cost** The report refers to the cost in 2008 dollars for construction related to each of the recommended facilities.
- **Timeline** There are three periods of time in which each of the recommendations should be implemented: short term (year one to year three); mid term (year four to year 7); long term (8 years and beyond)

6.2 FUNDING SOURCES

It is recognized that significant funds will need to be accessed in order to implement the various recommendations presented in this document. It would be unrealistic to suggest that local taxpayers be expected to bear the entire cost, and it is suggested that several approaches be utilized. Examples include:

- **Amenity Agreements:** Amenity Agreements are funds provided by a developer through an agreement between the municipality and the developer to be used by the municipality at their discretion. As is the case with DCC's residents that would use the services provided by these funds be involved in determining specific priorities.
- **Five Percent (5%) Park Land Dedication:** Upon subdivision, provincial legislation requires that a parkland dedication be made to municipalities of either 5% of the total site area, or money in lieu equal to the 5% of the market value of the land. For sites with significant open space features, such as mature

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vegetation, water courses, ravines and other landscaping or heritage values worthy of preservation, approval can be a gross density zone of one acre, ½ acre or normal singly family subdivisions. The gross density zone requires a minimum of 15% of the site to be preserved as open space while retaining the same lot yield for the site through subdivision into smaller lots.

- **General Levy:** This refers to the general property tax levy made by District Council each year, and applied to the assessed value of an owner's land and/or improvements. The tax rate levy is determined by the estimated operating budget needs of the District to provide various municipal services.
- **Referendum:** The Local Government Act spells out the conditions, requirements and topics on which a referendum can be held. District Council must determine how a question or group of questions can be put to the public allowing voters to say "yes" or "no" to specific issues as was done by the Cowichan Valley Regional District for parks services. Often, these issues are of major significance, where Council feels that voters should have a direct say in the decision through the ballot box. Examples include questions related to major capital initiatives, parkland dedication, and other property-related issues.
- **Extraordinary District Earnings (Reserves):** These funds arise from non-profit tax revenue sources such as investment earnings, professional fees for services and permit fees. Over the years, a municipality may have diverted such earnings toward the funding of capital and other one-time special projects. This source of revenue has been significant for parks and recreation services in many communities.
- **Partnerships:** These can take various forms, including the development of a major recreation facility such as the SportsPlex, to a cooperative venture with a local service club, and cost sharing agreements with the local School Board. It is likely that each case will be somewhat different from others, and requires effective negotiation on the District's part.
- **Grants from Senior Levels of Government:** There always seems to be one or more grant programs available from the Provincial and/or Federal government. As an example, the Federal government announced a grant program that would provide substantial funding to Canadian municipalities to direct toward recreation infrastructure.
- **Private Donations:** In many communities, individuals or families have donated land or assets to the District for parks and recreation purposes to benefit the community. Such donations provide significant opportunities for the District, and contribute to a variety of unique amenities.
- **Donations from Clubs, Associations and Foundations:** Various service clubs, societies, Foundations, community associations, and ratepayers associations donate volunteer time and money toward specific projects.

- **Corporate Sponsorships:** Corporate sponsorships involve the solicitation of funds from corporations to support specific initiatives and specific events, and to support funding for improvements and facilities.
- **Development Cost Charges:** DCC's are funds levied upon subdivision or development application approval and are set by bylaws. Many communities use park DCC's to offset the cost of providing new facilities needed due to increased population growth. North Cowichan does not currently have Park DCC's. To establish Development Cost Charges for parks requires an assessment of the land acquisition that is necessary to accommodate future growth and the cost to developing basic facilities. To ensure that expenditures meet the actual needs of the community, it is important that future residents be involved in determining priorities. As a general guideline, DCC's are not intended to provide financial assistance for indoor recreation facilities.

During the data collection phase of the study, the consultants were asked to contact a number of communities regarding their use of Development Cost Charges for municipal park purposes. Several communities were contacted in this regard, including Coquitlam, Richmond, Surrey, Mission and Burnaby.

Each of these communities indicated that while Section 933 (2) (b) of the Local Government Act mentions "providing" and "improving" parkland, Sections 935 (3) (b) and 936 provide some clarification to the conditions that make parkland acquisition and improvement eligible for a parkland DCC program.

In this regard, **parkland acquisition**, the land must have:

- A location and character acceptable to local government
- A market value that is at least equal to the amount of the charge (Section 936 -2)

With reference to **parkland improvements**, works are limited to the following:

- Fencing
- Landscaping
- Drainage and irrigation
- Trails
- Restrooms
- Changing rooms
- Playground equipment
- Playing field equipment *Section 935 (3) (b) (ii)

Each of the communities listed above indicated that they follow the legislation very closely, and thus use the DCC funding only for those items listed in Section 935 (3) (b) which are listed above. The only flexibility that was suggested is related to Section 936 (6), which indicates that interest from DCC's can be used for the same items in any park in the community.

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It was also mentioned (by two communities) that “a fairly broad definition” of playground equipment had been used in the past (e.g. soccer goals, skateboard parks) and fencing (e.g. backstops were included) however, municipal solicitors advised that this was not appropriate, and suggested that the interpretation should not be stretched. In all cases, it seems clear that spending is strictly in accordance with the information included in the Local Government Act.

Finally, it should be noted that a parkland acquisition program is required before parkland DCC’s can be calculated. Like other municipal projects, a strong relationship exists between the DCC bylaw and other municipal documents such as the Official Community Plan. Guidance for compiling a parkland acquisition/improvement program can come from the OCP, a Parks Master Plan, and/or other provisions found in the Local Government Act. The OCP broadly specifies park, recreation and open space objectives, and on occasion, describes certain park sites. Standards or guidelines for the provision of parks and open space are usually defined in a Parks Master Plan or similar document.

RECOMMENDATION #9

That the Municipality establish a Parks DCC fund (using this report along with the 1998 Lanarc Study and revisions to the OCP) to offset land acquisition and development costs (as permitted by legislation) for facilities outlined in this report.

6.3 SAMPLE RECOMMENDATION

As an example of the above, the consultants have recommended that the Cowichan Valley Regional District take responsibility for the consideration of a second sheet of ice in the District. Information regarding this recommendation follows:

- **Recommendation** Consider the construction of a second ice sheet by the Cowichan Valley Regional District with the cooperation of all the municipalities and Electoral Areas in the District.
- **Capital Cost** \$6,000,000 to \$8,000,000
- **Timeline** Mid Term

This information is presented in FIGURE FIVE.

6.4 IMPLEMENTATION / COSTING

The capital costs shown in the tables below do not include land costs and are determined by researching other similar recent projects and information collected by the District of North Cowichan. The capital cost figures are in 2009 dollars.

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6.4.1 FACILITIES

Figure Five lists the facilities that will accommodate organized and unorganized sport activity including indoor and outdoor participation.

**FIGURE FIVE
SUMMARY OF RECOMMENDATIONS FOR FACILITIES**

	Recommendation	Total Footprint	Capital Cost	Timeline
1	Develop the Somenos Sportsfield Complex	18 acres	\$6.1 million	Short Term
2	Develop the Sherman Soccer Complex	9 acres	\$1.6 million	Mid Term
3	Plan and build new community centre	23,800 sq. ft.	\$4million	Mid Term
4	Construct new arena	52,500 sq. ft.	\$8million	Mid-Term
5	Develop Crofton Waterfront			Short Term
6	Consider development of a youth park (Feasibility)			Mid-Term
7	Develop an Outdoor Motorsports Park			Long Term
8	Initiate public process to redevelop the Aquannis Centre			Short Term

It should be noted that several of the funding sources described on page 26-28 could be utilized for the projects listed in Figure Five; however, it is likely that general levies, a referendum, government grants, and partnerships and donations will provide the greatest source of financial resources. Some of the projects, such as the skate park and the boat launch, will depend on the overall size of each facility. The funding of the motorsport park will be the responsibility of the interested motorsport organizations to partner with corporate sponsors to develop the facility.

The planning and public process related to the Aquannis Centre could be undertaken by District staff at no direct cost, or the District could retain the services of a consultant at a cost of approximately \$15,000.

6.4.2 TRAILS

Figure Six lists the trails that will provide opportunities for exercise, enjoying nature and commuting to services in the area. The trails will generally be urban, rural or waterfront and of various lengths. Where possible these will connect to other trails to add variety, nature walks of different lengths, as well as to assist those using the trail system to get to the community services they require. The

trails will be developed to a standard suitable to the area and for the purpose intended. Many trails can be provided as part of the land development process. There are key trail networks where this will not be possible and where the municipality will have to take the initiative. Given the range of trail types and locations, it is recommended that DCC's be used to help fund these trails.

For a more detailed list of the trails proposed for the District of North Cowichan for which DCC's would assist please refer to appendix A.

1. Rural Trail
 - Natural soil
 - Designed for hikers
 - Width of .5 to 2 metres
 - Cost \$35 to \$45 per metre
2. Suburban Trail
 - Crushed or aggregate surface
 - Designed for hikers, cyclists
 - Width of 2 to 3 metres
 - Cost \$40 to \$50 per metre
3. Urban Trail
 - Paved surface
 - Designed for commuter traffic (walk, cycle, stroller)
 - Width of 2 to 3 metres
 - Cost \$55 to \$65 per metre
4. Waterfront Seawalk Trail
 - Crushed or aggregate surface
 - Designed for foot traffic
 - Width of 2 to 3 metres
 - Cost \$2,000 per metre

Figure Six lists the primary trails that are proposed by the District of North Cowichan and includes new trails as well as the continuation of existing trails.

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**FIGURE SIX
SUMMARY OF RECOMMENDATIONS FOR TRAILS**

	Recommendation	Trail Length	Trail Standard	Capital Cost	Time line
1	Chemainus River Trails	8.2 km	Rural	\$35-\$44 per metre	Mid Term
2	MFR	14 km	Rural	\$35-\$44 per metre	Mid Term
3	Quamichan Lake Loop	2.6 km	Suburban	\$40-\$50 per metre	Long Term
4	Crofton to Chemainus Estuary	5 km	Rural	\$35-\$44 per metre	Long term
5	Crofton Seawalk	188 metres	Waterfront	\$400,000	Mid Term
6	Crofton Lake Loop	4.7 km	Rural	\$35-\$44 per metre	Long Term
7	Peterson Road to Maple Mountain	1.5 km	Suburban	\$40-\$50 per metre	Mid term
8	Chemainus Greenway	5.5 km	Suburban/ Urban	\$40-\$50 per metre \$55-\$65 per metre	Long Term
9	Chemainus Seawalk 470 metres	470 metre	Waterfront	\$2000 per metre	Mid Term
10	Chemainus water access points	minimal	None	minimal	Short Term
11	Cowichan Valley Trail (South End to Crofton)	15.3 km	Rural	\$35-\$44 per metre	Mid Term
12	Cowichan Valley Trail (Eves Park to Crofton)	5km	Rural	\$35-\$44 per metre	Long Term
13	Cowichan Valley Trail (Chemainus)	5 km	Urban	\$55-\$65 per metre	Short Term
14	Somenos Marsh Loop to Downtown	9.5 km	Suburban	\$40-\$50 per metre	Mid Term
15	Duncan – Cowichan Commons	3.3 km	Urban	\$55-\$65 per metre	Short Term
16	Cowichan River Access: Catalyst Route	1.2 km	Rural	\$35-\$44 per metre	Short Term
17	Stamps – Bazett	1 km	Suburban	\$40-\$50 per metre	Long Term
18	Fuller Lake Trails System	3 km	Rural	\$35-\$44 per metre	Short Term
19	Providence Farm Trails System	unknown	Rural	\$35-\$44 per metre	Long Term
20	Neighbourhood Connections	8 km	Urban	\$55-\$65 per metre	Long Term

Most of the funding sources described on page 26-28 could be utilized for trail development, however, it is likely development cost charges, general levies, partnerships and donations will provide the greatest source of resources.

6.4.3 PARKS

The consultants reviewed the **"PARKS AND OPEN SPACE STRATEGY FOR THE DISTRICT OF NORTH COWICHAN"** completed by Lanarc Consultants Ltd. in February 1998. In the opinion of the consultants the document is well done, continues to be valid and provides a basis for the development of facilities and trails that are included in the recommendations listed in section 5 of this report and in support of the Parks and Open Space Strategy.

20 Year Trail System Planned for Revised OCP / DCC Calculation

No.	Location	Source	Ownership		Length	Comment on Land Acquisition	Primary Costs	Trail Standard
			Public	Private				
1	Chemainus River Trails	Lanarc Feb. 98	85%	15%	8.2 km	1.2 km from bridge west is private, balance in MFR	Construction and Easements	
2	MFR	Forestry Department	100%		14 km	Primarily Maple Mtn. Unknown on Mt. Tzouhalem/ Provost	Construction Upgrades	
3	Quamichan Lake Loop	OCP		100%	2.6 total:	2 km Trumpeter Point - Indian Rd.: .6 km Indian - Moose Road	May use future Road R/W...assume acquisition of 30% of length	
4	Crofton - Chemainus Estuary	Crofton Residents	80%	20%	5 km	Primarily along road R/W DU controls Estuary Lands which comprise the 20%. No public land purchase anticipated	Construction	
5	Crofton Seawalk - Phase 3	Residents / DNC	Water		188 m	Riparian rights 90% obtained	Construction \$400,000 approx.	
6	Crofton Lake Loop	Crofton Residents	95%	5%	4.7 km	Public land is MFR	Construction	
7	Peterson Road to Maple Mountain	OCP / Staff Review	95%	5%	1.5 km	Easement, R/W over private if necessary	Construction	
8	Chemainus Greenway	Municipal Report	50%	50%	5.5 km (including links)	Some of private acquisition will be through land development approvals	Potentially assume acquisition for 30% of length. Construction Costs for 100%	
9	Chemainus Seawalk	OCP & Imagine Chemainus	50%	50%	470 m	Condition of Development and purchase R/W's	Construction costs for 30% and R/W acquisition for 15%	
10	Chemainus Water Access Points	OCP Potential for 2 or 3 additional		100%	Minimal	Condition of Development	Typically stairway construction cost to beach	
11	Cowichan Valley Trail (South End-Crofton)	OCP / CVRD	5%	95%	15.3 km	Eves Park and public r/w only public portions	Construction costs and payment to Catalyst (Regional function)	
12	Cowichan Valley Trail (Eves Park to Crofton)	OCP & Trails/Cycling Network Plan	25%	75%	4.5 - 5 km	Private land owner may be willing to cooperate (based on past conversation) Public land is MFR	Construction costs over old rail route	
13	Cowichan Valley Trail (Chemainus)	OCP & Trails/Cycling Network Plan	100%	Rail Foundation	5 km from golf course to northerly limit of district	Rail Foundation owns, CVRD to coordinate	Construction Costs (Regional function) with Service Club support	
14	Somenos Marsh Loop to Downtown	SMWS and Others	95%	5%	9.5 km	Predominantly on Public, NGO property. Some minor R/W acquisitions	Construction Costs Will need to be elevated in locations (5%)	
15	Duncan - Cowichan Commons	Trails/Cycling Network Plan	100%	Corridor Foundation	3.3 km (part of above project)	Corridor Foundation	Construction Costs	
16	Cowichan River Access: Catalyst Route (CVT to River)	Trails/Cycling Network Plan		100%	1.2 km	0.5 km is Catalyst. Balance is private or Cowichan Tribes	Easements and construction costs	
17	Stamps - Bazett	Trails/Cycling Network Plan	100%		1 km	Road R/W	Construction Costs	
18	Fuller Lake Trails System	Trails/Cycling Network Plan	100%		3 km		Construction Costs	
19	Providence Farm - Stone	Staff		100%	Undetermined Km	Likely to be have acquisition as part of , Assume 2 Development Approval	Some construction costs	
20	Neighbourhood Connections	Varied		100%	8 km (estimate) - including into MFR		Predominantly construction costs	

*DNC District of North Cowichan
 *OCP Official Community Plan
 *CVRD Cowichan Valley Regional District
 *MFR Municipal Forest Reserve
 *SMWS Somenos Marsh Wildlife Society
 *NGO's Non Government Organization (i.e. Ducks Unlimited, BC Forest Discovery Centre)
 *CTV Cowichan Valley Trail