

SNUG COVE ACTION PLAN

RESHAPING SNUG COVE: A FRAMEWORK FOR TAKING ACTION

Adopted by Council on July 31, 2006

BACKGROUND

Building upon the completion of the Snug Cove planning process and the subsequent acquisition of 38 acres of the GVRD "Surplus Lands" in 2005, the Bowen Island Council has identified the reshaping of Snug Cove as one its key initiatives in the 2006 Strategic Plan. Specifically Council has determined to focus its attention on three separate but interrelated components:

- ❑ the delivery of civic facilities;
- ❑ the resolution of the ferry marshalling and related issues; and
- ❑ the allocation and cost recovery related to the Surplus Lands.

Finding solutions to these complex issues will certainly be a challenge, and will require much discussion by Council, its advisers, and the community at large. To enable Council to effectively navigate its way through these difficult issues, this framework has been devised. Its intent is to chart a course of action for Council so that Council and the community can make informed decisions on issues that will reshape Snug Cove.

DECISION MAKING FRAMEWORK

The process that Council intends to follow to undertake this Action Plan is generally illustrated in Figure 1. While Council recognizes and understands that all three of these initiatives are interrelated, Council recognizes that the resolution of the ferry marshalling issue is the key determinant in reshaping Snug Cove. With that said, Council's first step will be to initiate a process to resolve that issue, with the recognition that in considering the ferry marshalling issue, it is critical to be aware of its impacts on both the delivery of civic facilities and the ultimate use and / or disposal of the surplus lands.

Three Working Groups, consisting of municipal representatives, advisory committee members, third party representatives, and community members, will be utilized as the primary vehicle to undertake the various work programmes. In order to provide for an integrated set of decisions, each Working Group will be encouraged to have representation from the other Working Groups. The Planning Consultant will work with all three Working Groups and will function as a liaison between the three Groups. Joint Working Group sessions will also be held during the process so that each Working Group is apprised of what each group is involved in. All Working Group meetings will be open to the public to attend in an observer capacity. Consultants will be retained when necessary to assist the Working Group in their respective tasks.

Council will request that all three Working Groups operate within and provide recommendations that are consistent with:

- a) the sustainability context as embodied within the Municipality's Mission Statement; and
- b) the vision and general policy framework as articulated with the recently adopted Snug Cove Village Plan that is a component of the Island wide Official Community Plan.

□ **COMPONENT 1 - Resolution of Ferry Marshalling and Related Issues**

The Snug Cove Plan did not provide definitive direction on this long-standing complex issue. The Plan spoke to both the Government Road and Crippen Regional Park loop road as potential ferry marshalling options, and others in the community have identified the south side of Snug Cove within the Regional Park as a third option, although not supported in the Plan. This Council believes that it is now critical to make a decision on one of these options, as the decision will have a profound impact on reshaping Snug Cove and in working towards achieving the vision set out in the Snug Cove Plan, that being a village within a park – a place to live, a place to work, a place to shop and a place to play, resolution of this issue is critical.

A two-phased approach will be pursued. Phase 1 will specifically address the ferry marshalling issue. Phase 2 will cover related issues such as the preferred size of a new vessel, improvements to transit service on Bowen Island to the ferry terminal and to and from the mainland, and transportation demand management (TDM) initiatives.

To achieve this objective, the following steps will be pursued. For each action, a target date has been suggested.

PHASE 1

- **Prepare Terms of Reference for the formation and role of a Transportation Working Group (TWG) – June 2006**
The TWG will consist of representatives from two members from each of the Ferry Advisory and the Sustainable Community Advisory Committees, two members of Council as liaison members, the Chief Administrative Officer, and the Municipality's Planning Consultant. The mandate of the Group will be to prepare a comprehensive assessment of 3 options based upon existing information. The Group will NOT be required to provide a recommendation.
- **Retain the services of a Transportation Planner to work with the TWG – July 2006**
Municipal staff will provide technical assistance as needed. A transportation planner will be available to provide technical expertise to the Working Group, if required.
- **Instruct the Working Group to undertake its assignment (PHASE 1) – July – September 2006**
During this three month period, the Working Group will consolidate all the past studies that have been undertaken for all three options, and consolidate the information in the form of an assessment matrix that evaluates each option on a consistent basis. The evaluation criteria should include economic, social, and environmental impacts, traffic flow impacts, scheduling and functionality of the ferry

system, and the opportunities that may exist for TDM (Transportation Demand Management), and the impact upon the use of Surplus Lands. The primary mandate of the TWG is to provide a comparative analysis to Council on all three options, and while Council has not required the TWG to provide a recommendation on which option to pursue, the TWG may provide such a recommendation if it chooses to do so. Consultation with the community will NOT be an integral component of this work, however the TWG may invite stakeholder groups to attend their meetings to provide input. Council will conduct community consultation following receipt of the final report.

- **Receive the Working Group's Report – October 2006**
A joint Working Group session in October 2006, perhaps in the format of a workshop, will be held at which the Transportation Group Phase 1 report will be presented to Council and the other Working Groups.
- **Engage in Community Consultation – November 2006**
Council will hold a Public Forum on the report prepared by the Working Group.
- **Make Decision – December 2006 – January 2007**
Following the Public Forum, Council will review the results and then make a decision as to which ferry marshalling option will be pursued.

PHASE 2

- **Instruct the Working Group to undertake its assignment (PHASE 2) – November 2006 – February 2007**
During this two month period, the Working Group will compile information on ferry capacity options including the preparation of an evaluation matrix, proposed improvements to the transit system both on and off Bowen Island, and proposed measures to manage transportation demand. As with Phase 1, consultation with the community and key stakeholders will NOT be an integral component of this work. Council will conduct community consultation following receipt of the report.
- **Receive the Working Group's Report – March 2007**
A joint Working Group session in March 2007, perhaps in the format of a workshop, will be held at which the Transportation Group Phase 2 report will be presented to Council and the other Working Groups.
- **Engage in Community Consultation – April - May 2007**
Council will hold a Public Forum on transportation issues, community facilities and the use of the Surplus Lands as outlined in the reports prepared by the Working Groups.
- **Make Decision – June 2007**
Following the Public Forum, Council will review the results and then make a decision as to how it intends to approach BC Ferries, TransLink, and GVRD regarding various issues.

□ **COMPONENT 2 - Delivery of Civic Facilities**

The Snug Cove Plan speaks to the importance of developing civic facilities within Snug Cove to help facilitate its revitalization. The approach espoused in the Plan was buttressed by the work of the Civic Facilities Task Force in 2005 that examined various options as to how civic facilities could and should be accommodated within Snug Cove. In addition, the Public Works Superintendent has prepared a draft report on the infrastructure requirements for a civic facility. Another report is underway that will examine the Municipal Hall in a long term perspective, and a decision will be made by Council to determine whether incorporating a municipal hall within a community centre complex will be required.

Three potential sites have been identified for community facilities – the lands both to the north and east of Bowen Island Community School (portions of Site 2), and the land adjacent to the RCMP station (portions of Site 3). The land behind BICS is considered the priority site for community, recreational, and arts / culture facilities given its size and location, while the land adjacent to the RCMP station is seen to have potential for community and arts / culture activities. For the purposes of conducting an analysis of the allocation of the Surplus Lands, these sites will be held in a Community Facility Reserve and have been so designated on Figure 2. These three sites have been designated as an interim measure and may be revised upon completion of the Action Plan.

Council would now like to move forward on this matter and continue the process of delivering new civic facilities to the Community, recognizing however that the delivery of such facilities will occur in a phased manner over a number of years. To achieve this objective, the following major steps will be pursued. For each action, a target date has been suggested.

- **Prepare Terms of Reference for the formation and role of a Civic Facilities Working Group (CFWG) – June – July 2006**
The CFWG will consist of representatives from the Municipality (political and administrative), Parks and Recreation Commission, the Arts Council, the School District, and up to 3 community members at large. The mandate of the Group will be to build upon the work undertaken by the Civic Facilities Task Force by providing more detailed recommendations to Council regarding the siting, uses, cost, and conceptual design of civic facilities.
- **Retain the services of an Architect to work with the CFWG – September 2006**
Municipal staff will provide technical assistance as required. An architect will be retained to provide technical expertise to the Working Group.
- **Make Decision Regarding Municipal Hall – September 2006**
Council will decide whether a Municipal Hall will need to be incorporated within the program of a community centre complex.
- **Instruct the Working Group to undertake programming and design options – October 2006 – February 2007**
During this five month period, the Working Group and the architect will examine various location and design options, and will come up with a recommended course of action taking into account the needs of the community, the specific features of the

three sites and their suitability to accommodate community buildings, and financial considerations including both capital and maintenance costs.

The Working Group will be encouraged to identify the required site(s) for community, recreation, and arts and culture facilities as early in the process as possible. If and when the Working Group is in a position to recommend to Council that specific lands designated Community Facility Reserve are no longer required for such uses, providing such a report to Council would be most appreciated.

Consultation with the Community will NOT be an integral component of this work, however the CFWG may invite stakeholder groups to attend their meetings to provide input. Should the CFWG be in a position to recommend a preferred site prior to February 2007, Council will entertain such a recommendation.

➤ **Receive the Working Group's Report – March 2007**

At a meeting in March 2007, a joint Working Group session, perhaps in the format of a workshop, will be held at which the Civic Facilities Working Group report will be presented to Council and the other Working Groups.

➤ **Engage in Community Consultation – April - May 2007**

Council will hold a Public Forum on transportation issues, community facilities and the use of the Surplus Lands as outlined in the reports prepared by the Working Groups.

➤ **Make Decision – June 2007**

Following the Public Forum, Council will review the results and then make a decision as to which parcels of land will be allocated for which community uses.

□ **COMPONENT 3 – Allocation and Cost Recovery Related to the Surplus Lands**

The Snug Cove Plan provides general direction for the use of the Surplus Lands. The lands are designated for a variety of uses including civic facilities, municipal infrastructure, and commercial / residential development. Council's initial thinking is that the first priority for the use of the Surplus Lands will be to accommodate community facilities, and as such portions of the Surplus Lands have been designated Community Facility Reserve on Figure 2. However Council is requesting the Surplus Lands Working Group to commence the examination of these lands for the purpose of this analysis, as portions of these lands may ultimately not be required for community facilities as a result of the work being conducted by the Civic Facilities Working Group. The Civic Facilities Working Group will be asked to narrow down their options early in the process, and Council may provide further direction to the Surplus Lands Working Group depending upon the recommendations from the Civic Facilities Working Group.

The disposal of portions of the Surplus Lands is considered essential by Council as a means to raise revenue to pay off the loan that was used to purchase the Surplus Lands, and to finance the construction of community facilities and municipal infrastructure. Opportunities that need to be explored include pre-zoning of lands to increase their value, requiring that certain lands be developed for or incorporate an "affordable housing" component, and considering a range of possible uses for the

Mount Gardiner Surplus Lands (triangular parcel) which are in fact considered Village peripheral lands in the Snug Cove Plan. Council has also expressed an interest in exploring the possibility of maintaining a land bank for future community uses.

To achieve these objectives, the following steps will be pursued. For each action, a target date has been suggested.

- **Consolidate and update existing land appraisals – July 2006**
The appraisals that were prepared, as part of the GVRD negotiations will be reviewed and a summary of land values will be provided. If necessary the appraisals will be updated.
- **Prepare Terms of Reference for the formation and role of a Surplus Lands Working Group (SLWG) – June – July 2006**
The SLWG will consist of representatives from the Municipality (political and administrative), Advisory Planning Commission, and up to 5 members of the Community at large. The mandate of the Group will be to provide recommendations to Council regarding the use and disposal of the Surplus Lands that are not required for community facilities. The Group need not engage in community consultation, but it is to utilize their expertise and professional judgement in coming up with their recommendations. Council will conduct community consultation following receipt of the report.
- **Retain the services of Land Development Economist to work with the SLWG – September 2006**
Municipal staff will provide technical assistance as required. A development consultant will be retained to provide technical expertise to the Working Group, if required.
- **Instruct the Working Group to undertake its assignment – October 2006 – February 2007**
During this five month period, the Working Group will examine various options for the use and potential ultimate disposal of the Surplus Lands. The assignment will culminate in a report from the Working Group that recommends the ultimate use of the Surplus Lands and a land disposition strategy. Consultation with the community will NOT be an integral component of this work, however the SLWG may invite stakeholder groups to attend their meetings. Council will conduct community consultation following receipt of the report.
- **Receive the Working Group's Report – March 2007**
At a meeting in March 2007, a joint Working Group session will be held at which the Civic Facilities Working Group report will be presented to Council.
- **Engage in Community Consultation – April - May 2007**
Council will hold a Public Forum on transportation issues, community facilities and the use of the Surplus Lands as outlined in the reports prepared by the Working Groups.
- **Make Decision – June 2007**
Following the Public Forum, Council will review the results and then make a decision as to how it will proceed with the allocation and cost recovery of the Surplus Lands.

MUNICIPAL RESOURCES

Considerable municipal resources will be required to participate in the implementation of the Snug Cove Action Plan, both in terms of staff time and consultant expenses. Isabell Hadford, the Chief Administrative Officer, will be responsible for overseeing and coordinating this Action Plan, and she will assign municipal staff to undertake various tasks as may be necessary. Michael Rosen, the Municipality's Planning Consultant, will function as the planner on this project and will work closely with all three Working Groups. Brad Hawthorn, the Public Works Superintendent, will also play a prominent role in preparing this Action Plan.

FINANCIAL CONSIDERATIONS

Implementing the various initiatives related to reshaping Snug Cove will have significant financial implications. Each Working Group will be addressing this matter in the preparation of their respective reports.

Municipal staff and its Planning Consultant will undertake most of the work related to this Action Plan. Outside expertise will be utilized where required, and a budget of \$30,000 – \$40,000 has been allocated for consultant services in 2006. Additional funding will be provided for in the 2007 budget.

COMMUNITY CONSULTATION

Community consultation will occur throughout the process in the form of community members at large and Advisory Committee members participating on the Working Groups, and the general public having the opportunity to attend all Council meetings and all Working Group meetings.

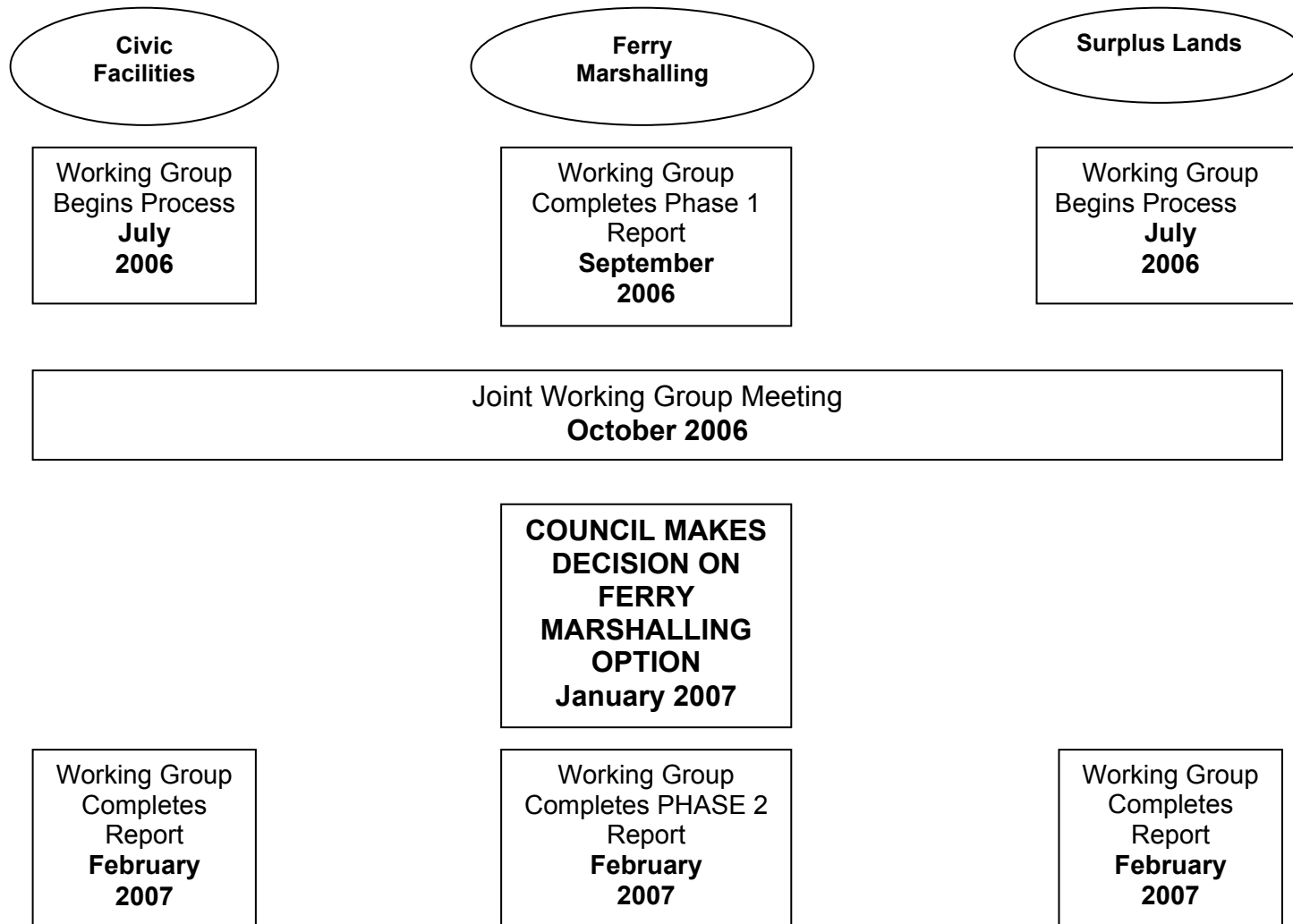
This framework provides opportunities for Council to conduct formalized community consultation once the technical reports from all the Working Groups have been submitted.

CONCLUSION

For the reshaping of Snug Cove to be successful, an integrated Action Plan is required. The approach that has been outlined in the framework document attempts to provide for a decision making model that links the various initiatives. By utilizing the expertise and resources of Bowen Islanders, augmented by professional consultants when required, Council will be provided with the tools to make sound and rational decisions that will benefit Bowen Island long into the future.

FIGURE 1: SNUG COVE ACTION PLAN

RESHAPING SNUG COVE: A FRAMEWORK FOR TAKING ACTION



Joint Working Group Meeting
March 2007

COMMUNITY CONSULTATION
April – May 2007

DECISIONS BY COUNCIL
June 2007

FIGURE 2: SNUG COVE ACTION PLAN

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COMMUNITY FACILITY RESERVE MAP