



**VILLAGE OF SAYWARD  
REGULAR COUNCIL MEETING AGENDA  
April 14, 2026 - 7:00 PM  
COUNCIL CHAMBERS**

*The Village of Sayward respectfully acknowledges that the land we gather on is on the unceded territory of the K'ómoks First Nation, the traditional keepers of this land.*

**1. Call to Order**

**2. Public Input (Maximum of 2 minutes per speaker, 15 minutes total)**

**Mayor:** “Public input is for the purpose of permitting people in the gallery to provide feedback and shall be no longer than 15 minutes unless approved by majority vote of Council; each speaker may provide respectful comment on any topic they deem appropriate and not necessarily on the topics on the agenda of the meeting. Each speaker may not speak for longer than 2 minutes but may have a second opportunity if time permits. Each speaker must not be allowed to speak regarding a bylaw in respect of which a public hearing has been held. For the record, please state your name and address.”

**3. Introduction of Late Items**

**4. Approval of Agenda**

Recommended Resolution:

THAT the agenda for the Regular Meeting of Council for **April 14, 2026**, be approved [as presented **or** as amended].

**5. Minutes of Previous Meetings**

Recommended Resolutions:

- a) THAT the minutes from the **Committee of the Whole Meeting** held on **March 31, 2026**, be adopted [as presented **or** as amended].

**6. Petitions and Delegations – None**

## 7. Correspondence

- a) Heritage Conservation Act Transformation Project- Technical Policy Paper for Review, dated March 26, 2026
- b) Ministry of Housing and Municipal Affairs Circular RE Parental Leaves and Code of Conduct dated April 2, 2026
- c) Union of BC Municipalities RE New legislation targets standard Code of Conduct for local officials, dated April 8, 2026
- d) Federation of Canadian Municipalities – Funding Announcement dated April 4, 2026
- e) Local Basic First Aid Training – May 8, 2026

## 8. Council Reports – None

## 9. Reports of Committees – None

## 10. Mayor’s Report

- a) Kelsey Centre Regional Recreational Study
  - i. Kelsey Centre Recreation Service Study report – presented to Strathcona Regional District (SRD) Board on March 16, 2026
  - ii. Kelsey Centre Presentation to SRD Board on March 16, 2026

Potential Resolution/s for Council Consideration:

1. **THAT Council** consider the Kelsey Centre Recreation Service Study report that was presented to the Strathcona Regional District Board on March 16, 2026.
2. **THAT Council** supports the Village of Sayward and the Strathcona Regional District jointly supporting a non-binding referendum in conjunction with the General Elections taking place in October 2026 with the purpose of determining public support in the Village of Sayward and in the Sayward Valley within Electoral Area “A” of the Strathcona Regional District for providing long-term financial support to operate the Kelsey Recreation Centre and recreation programs in it.

## 11. Unfinished Business – None

## 12. Staff Reports

- a) Village of Sayward Five Year Financial Plan 2026-2030
  - i. Five Year Financial Plan Bylaw No. 522, 2026 - Report
  - ii. Five Year Financial Plan Bylaw No. 522, 2026

Recommended Resolution/s

1. THAT Council receives the Five-Year Financial Plan Bylaw No. 522, 2026 staff report for information and discussion.
2. THAT Council gives first, second, and third readings to Five Year Financial Plan Bylaw No. 522, 2026.

b) Village of Sayward Municipal Property Tax Rates 2026

- i. Municipal Property Tax Rates for 2026 – Report
- ii. Tax Rates Bylaw No. 523, 2026

Recommended Resolution/s

1. THAT Council considers the distribution of municipal property taxation among property classes for 2026; and,
2. THAT Council considers approving ...
  - a. the municipal property tax multiples for 2026 for the Village of Sayward as described in this report which, if approved, will be used in the municipality's 2026 Tax Bylaw;

OR,

- b. a set of different municipal property tax multiples for 2026 for the Village of Sayward as determined by Council which will be used in the municipality's 2026 Tax Bylaw.

Subject to the Above considerations:

3. THAT Council gives first, second, and third readings to Tax Rates Bylaw No. 523, 2026.

c) Village of Sayward Fees and Charges Bylaw

- i. Proposed Updates to Bylaw No. 451, 2019 Fees and Charges – Report
- ii. Bylaw 524, Fees and Charges Amendment Bylaw
- iii. Bylaw No 451, Fees and Charges Bylaw – Consolidated Version

Recommended Resolution/s

1. THAT Council receives the Proposed Updates to Bylaw No. 451 – Village of Sayward Fees and Charges Bylaw, 2019 report for information and discussion.
2. THAT Council endorses the proposed amendments to the Villages' Fees and Charges Bylaw presented in this report; and,

3. THAT Council gives first, second, and third reading to Bylaw 524, Fees & Charges Amendment Bylaw (as presented, or as amended).

d) Official Community Plan Amendments

- i. Official Community Amendments - Housing Needs Amendments Report
- ii. Housing Needs Report & Analysis Village of Sayward – OCP Recommendations from the Housing Needs Report
- iii. Proposed Village of Sayward Official Community Plan Amendment Bylaw No. 520, 2026 – Housing Needs Amendments
- iv. Copies of referral letters circulated
- v. Response received from the BC Ministry of Transportation and Transit

Recommended Resolution/s

1. THAT Council gives second reading to Village of Sayward Official Community Plan Amendment Bylaw No. 520,2026; and,
2. THAT Council directs staff to schedule a public hearing for Village of Sayward Official Community Plan Amendment Bylaw No. 520, 2026 for May 12, 2026, and to give notice of the public hearing in accordance with the Local Government Act and the Village’s public notice procedures.

**13. Emergency Services/Public Works/Recreation Department Reports – None**

**14. Bylaws – None**

**15. New Business – None**

**16. Public Question Period (maximum 15 minutes)**

**Mayor:** “The purpose of the public question period is to enable citizens to ask questions of Council about issues that are important to the citizen asking the question. Speakers are asked to limit their questions to one each and, if time permits after everyone has had an opportunity to ask questions, speakers may ask a second question. Citizens will be asked to state their name and address.”

**17. In Camera – None**

**18. Adjournment**

- a) **THAT the Village of Sayward Council adjourns its April 14, 2026 Regular Meeting.**

**Time:** \_\_\_\_\_ .



**VILLAGE OF SAYWARD  
COMMITTEE OF THE WHOLE MEETING MINUTES  
March 31, 2026  
COUNCIL CHAMBERS**

*The Village of Sayward respectfully acknowledges that the land we gather on is on the unceded territory of the K'ómoks First Nation, the traditional keepers of this land.*

**Present:** Mayor Mark Baker  
Councillor Scott Burchett  
Councillor Debbie Coates  
Councillor Jason Johnson  
Councillor Sue Poulsen

**In Attendance:** Andrew Young, CAO/CO  
Jennifer Redshaw, Office Administrator  
Jeannie Bradburne, Financial Consultant

**1. Call to Order**

The meeting was called to order at 6:00 pm.

**2. Public Input - None**

**3. Introduction of Late Items - None**

**4. Approval of Agenda**

**MOTION C26/15**

**MOVED AND SECONDED**

THAT the agenda for the Committee of the Whole Meeting of Council for March 31, 2026, be approved as presented.

**5. Petitions and Delegation – None**

**6. Correspondence – None**

**7. Council Reports – None**

**8. Reports of Committees – None**

**9. Mayor's Report – None**

**10. Unfinished Business – None**

## 11. Staff Reports

### a) Draft Financial Plan 2026-2030 – Version 3

#### **MOTION C26/16**

#### **MOVED, NO SECOND**

THAT BrightHR software be removed from the budget in 2027

**Opposed Mayor Baker, Cllr Coates, Cllr Johson**

**DEFEATED**

#### **MOTION C26/17**

#### **MOVED AND SECONDED**

THAT the legal budget be reduced by \$100,000 to save the constituents of Sayward 10% in taxes in 2026.

Cllr Poulsen and Cllr Burchett left the meeting at 6:37pm, prior to the vote being taken.

**Opposed Mayor Baker, Cllr Coates, Cllr Johson**

**DEFEATED**

#### **MOTION C26/18**

#### **MOVED AND SECONDED**

THAT staff conduct an ROI (return on investment) analysis and liability for adding a fob system to the weightroom and report back to council.

**CARRIED**

#### **MOTION C26/19**

#### **MOVED AND SECONDED**

THAT Council receives the updated Draft Financial Plan 2026–2030 for information, discussion, and input.

**CARRIED**

## 12. New Business - None

## 13. Public Question Period

- a) Melissa Holmes of 611 MacMillan Drive believes that HR programs are beneficial, and she wished there was one in place when she was a village employee.
- b) Neil MacDougall of 611 Macmillan Drive provided some background about his experience and his dedication to providing youth programs. He reported how well attended the local youth group is, and how critical these programs are. Mr. MacDougall then urged Council to stop the bleed of money for legal fees and to think of local youth. He also encouraged Council to thank the youth volunteer group for the recent work they did to improve the Working Waterfront Trail.

## 14. In Camera – None

**15. Adjournment**

**MOTION C26/20**

**MOVED AND SECONDED**

THAT the Village of Sayward Council adjourns its March 17, 2026 Committee of the Whole Meeting.

**CARRIED**

**Time: 7:08pm.**

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Mayor

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Corporate Officer

**From:** [Engage HCA FOR:EX](#)  
**Subject:** Heritage Conservation Act Transformation Project – Technical Policy Paper for Review  
**Date:** Thursday, March 26, 2026 2:38:36 PM  
**Attachments:** [image001.png](#)

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Hello,

As part of the next stage of the Heritage Conservation Act Transformation Project (HCATP), the Province is sharing a Technical Policy Paper. This paper outlines how proposed reforms to the *Heritage Conservation Act* (HCA) have evolved and incorporated feedback received through engagement with First Nations, local governments, stakeholders, and the public, and provides further detail on the full suite of proposed policy changes.

**The Technical Policy Paper is available for review on our public-facing website:**

<https://engage.gov.bc.ca/heritageconservationact/technical-policy-paper/>

Feedback on the Technical Policy Paper is welcomed until April 23, 2026, through written submissions sent to [EngageHCA@gov.bc.ca](mailto:EngageHCA@gov.bc.ca). Responses to the Technical Policy Paper will inform provincial government direction on a Request for Legislation, which is the next step before legislative drafting will begin.

The Union of BC Municipalities (UBCM) is hosting a webinar with Ministry of Forests staff from the Heritage Conservation Act Transformation Project on April 2, 2026, to update UBCM members on proposed legislative changes to the *Heritage Conservation Act*. Details and registration information can be found on the [UBCM website](#).

We appreciate your continued interest and participation in this important work and look forward to your feedback. Our team is happy to meet with you if you have further questions.

Sincerely,



## **HCA Transformation Project Team**

Ministry of Forests

Email: [EngageHCA@gov.bc.ca](mailto:EngageHCA@gov.bc.ca)

Project Website: [HCATP Webpage](#)

### Collection Notice

Your personal information is collected under section 26(c) and (e) of the Freedom of Information and Protection of

Privacy Act for the purposes of contacting you and collecting information for the Heritage Conservation Act Transformation Project (HCATP). If you have any questions about the collection of your information, please contact HCATP Team Staff at [EngageHCA@gov.bc.ca](mailto:EngageHCA@gov.bc.ca).



April 2, 2026

CLIFF: 190646

To: All Chief Administrative Officers and Corporate Officers:

Re: Bill 17 Housing and Municipal Affairs Statutes (Codes of Conduct) Amendment Act, 2026, and Bill 18 Housing and Municipal Affairs Statutes (Parental Leave) Amendment Act, 2026

On April 2, Bill 17 and Bill 18 were introduced in the Legislature. These Bills propose to amend various sections in the *Community Charter*, *Local Government Act*, and the *Vancouver Charter*, with consequential amendments to the *Islands Trust Act* and *Cultus Lake Park Board Act*.

The purpose of this circular is to provide an overview of the changes made to legislation regarding codes of conduct and parental leave for local elected officials. Some of the amendments come into effect right away, while others will come into effect after the 2026 general local elections.

We encourage local governments to review the amendments and consider how they may incorporate the changes into training and orientation materials for new councils and boards following the 2026 general local elections. Further guidance to help you prepare for these changes will be made available in summer and early fall of 2026.

**Code of Conduct Key Changes:**

- Authority for the province to prescribe a code of conduct by regulation that applies to all local governments in B.C.
- Requirement for all local elected officials to comply with a Provincial code of conduct established by regulation.
- Establishes a code complaint, investigation and sanction process in legislation.
- Requirement that code of conduct complaints be referred to an investigator.
- Authorities of investigators on receiving a code complaint is prescribed in legislation.
- Sanctions that may be recommended by an investigator for a code breach.

- If an investigator report recommends sanctions, the report is considered at a closed meeting.
- If a council or board decides to not impose the recommended sanctions, they must provide reasons for its decision that are included in a public summary.
- Public reporting requirements for code complaints to support transparency and accountability.

**Parental Leave Key Changes:**

- Provides 26 consecutive weeks of parental leave for local elected officials due to the birth or adoption of a council or board member's child or children.
- Allows local elected officials to start their leave as early as 4 weeks ahead of the expected birth or adoption.
- Entitles local elected officials to full remuneration during their parental leave but provides the option to decline remuneration, if they wish to do so.
- Ensures local elected officials are not disqualified for missing council or board meetings during their parental leave.
- Provides that local elected officials on parental leave continue to hold office but cannot exercise any power or duty as an elected official while on leave, meaning they cannot participate in local government decision making while on leave. They will still be able to participate in community events or similar activities allowing them to stay connected within their communities.
- Allows the minister to take certain actions to ensure that quorum can still be met while an elected official is on parental leave.
- Establishes that parental leave ends after 26 consecutive weeks or the end of the term; whichever is earlier.
- Retains local governments' ability to establish their own parental leave policies that go beyond the provincial minimum entitlement.

If you have questions regarding the amendments related to the local government legislation, please contact our Governance and Structure Branch by phone at: 250-387-4020 or by email at [LGGovernance@gov.bc.ca](mailto:LGGovernance@gov.bc.ca).

This circular is provided for information only and should not be considered legal advice or be a substitute for legal advice.

I will provide another update when further guidance and resources for local governments are available on our website beginning in summer 2026.

Yours truly,

A handwritten signature in cursive script, appearing to read "Tara Faganello". The signature is written in black ink and is positioned below the "Yours truly," text.

Tara Faganello  
Assistant Deputy Minister  
Local Government Division  
Ministry of Housing and Municipal Affairs



## New legislation targets standard Code of Conduct for local elected officials

**Publishing Date:** April 8, 2026

The Province has **introduced legislation** that would establish a standard Code of Conduct for elected officials in BC. UBCM members have endorsed several resolutions calling for additional resources to support responsible conduct, including a mandatory Code of Conduct. The legislation also sets out a standard process for handling Code of Conduct complaints and strengthens the sanctions available to local governments.

The Ministry of Housing and Municipal Affairs worked with UBCM and local governments as it developed the consultation process leading to the legislation. If Bill 17 is passed into law, the Ministry will follow a similar process to consult on the regulation that will establish the specific terms of a standard Code of Conduct. The Ministry's aim is to have the new Code of Conduct in effect for implementation immediately following the local government general election this fall.

The legislation includes provisions concerning who may file a complaint; the powers of investigators; grounds for dismissal; standards for mutual resolutions; the content of investigation reports; directions to Councils and Boards for

handling recommendations provided by and investigator; confidentiality; and reporting.

Sanctions that may be recommended by an investigator include:

- a letter of reprimand
- a requirement that the respondent issue a letter of apology
- a requirement that the respondent complete a training program
- the suspension or rescission of the appointment of the respondent, in the respondent's capacity as council member, to a committee, commission or other body
- if the respondent is a mayor, the suspension from any of the responsibilities described in section 116 (2) [responsibilities of mayor]
- a reduction of remuneration in an amount calculated in the prescribed manner and for up to 90 days
- a suspension of remuneration for up to 90 days
- a suspension, without remuneration, from duties on council for up to 90 days
- a prescribed sanction

UBCM explored the potential of a standard, mandatory Code of Conduct in a [discussion paper](#) co-authored with the Local Government Management Association in 2024.

## Tags

[Legislation](#)

[Responsible Conduct](#)

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> [New legislation targets standard Code of Conduct for local elected officials](#)

## CAO Sayward

**From:** FCM Communique <communique@fcm.ca>  
**Sent:** Tuesday, April 7, 2026 1:13 PM  
**To:** CAO Sayward  
**Subject:** Advocacy update: Federal government launches the Build Communities Strong Fund

[Click here to view this email in your browser.](#)



April 7, 2026



Dear FCM members,

Today, the federal government announced the official launch of the Build Communities Strong Fund (BCSF) and confirmed initial approved projects under the Direct Delivery Stream with the goal of accelerating infrastructure delivery this construction season.

[Read FCM's full news release](#)

### About the Build Communities Strong Fund

The BCSF is a \$51 billion federal infrastructure fund comprised of three distinct streams:

- **Community Stream (\$27.8 billion over 10 years):** Formerly the Canada Community-Building Fund (CCBF), this stream maintains existing CCBF agreements and continues predictable, direct federal infrastructure investments to

municipalities. This stream remains the strongest and most cost-effective program, trusted by municipalities of all sizes. Funding can be applied across 19 categories of public infrastructure, including water and wastewater systems, roads and bridges, public transit, and community facilities.

- **Provincial and Territorial Stream (\$17.2 billion over 10 years, which includes \$5 billion dedicated to health-care facilities over 3 years):** Funding is delivered through provinces and territories and requires regional cost-matching. This stream supports a range of priorities such as housing-enabling infrastructure, post-secondary education and health-care infrastructure. In provinces with high "development charges" (also known as development cost charges or off-site levies), provincial governments must commit to work with municipalities reduce these charges in order to reduce the cost of housing construction and stimulate development.
- **Direct Delivery Stream (\$6 billion over 10 years):** Direct delivery aligns with what municipalities have called for—funding that moves fast and reflects local priorities. Through an intake process, funding will flow directly to municipalities and supports investments such as community infrastructure, climate-resilient infrastructure, large building retrofits, as well as larger, regional projects that can leverage private-sector investment.

[Read FCM's backgrounder](#)

### FCM advocacy and key considerations for municipalities

FCM's advocacy efforts have led to meaningful wins for municipalities in today's announcement:

- Continued predictable, direct funding through the Community Stream (formerly known as CCBF or the Gas Tax Fund).
- Direct Delivery Stream investments that will flow straight to municipalities.
- Broad eligibility for a wide range of municipal infrastructure projects across the three funding streams.
- A regional approach to development charges that reflects local realities, as well as a federal commitment to fully offset the financial impact of development charge reductions on multi-unit residential buildings.
- A 20% carve out for rural, northern and Indigenous infrastructure projects under the Provincial and Territorial Stream.

At the same time, important challenges remain:

- **Rural and northern communities:** While the government has announced funding for projects in smaller communities through the Direct Delivery Stream as well as the Provincial and Territorial Stream carve out for rural, northern and Indigenous communities, BCSF has not been designed to consistently or equitably meet the needs of rural, northern and smaller municipalities, which often face higher costs and capacity constraints.
- **Competition with health and education infrastructure:** Under the Provincial and Territorial Stream, municipalities will now have to compete against post-secondary and healthcare infrastructure projects.
- **Scale of investment relative to need:** More broadly, the overall BCSF funding envelope does not yet match the scale of investment required relative to the federal government's housing construction targets, federal trade and economic growth goals, the need to renew existing municipal infrastructure, or the impacts of climate change.

## What's next

FCM will continue pressing the federal government ahead of the Spring Economic Update to accelerate infrastructure investments so local governments can fully leverage upcoming construction seasons. Looking toward Budget 2026, FCM is looking to co-develop a long-term infrastructure plan that matches the government's stated ambitions on housing, trade, economic growth and defence. FCM will continue to call for the Community Stream to be increased and linked to economic growth, as well as for dedicated rural and northern infrastructure funding. FCM's advocacy will focus on pace, scale and equitable access for communities of all sizes. We will continue to keep you informed as this work advances.

## Want to learn more?

For more details on project eligibility under the three BCSF streams see the government's website here: [Housing, Infrastructure and Communities Canada - Build Communities Strong Fund](#)

An expression of interest intake is currently open under the Direct Delivery stream for shovel-ready projects with a simple email address intake. See here for more information: [Housing, Infrastructure and Communities Canada - Build Communities Strong Fund Direct Delivery stream](#)

*- Your FCM team*



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Free course!

# SAYWARD BASIC EMERGENCY FIRST AID

with CPR/AED Level C

*If you've ever wanted to learn about*

- Preparing to respond
- Airway emergencies
- Breathing & Circulation Emergencies
- First Aid for respiratory & cardiac arrest
- CPR & AED use
- Wound Care
- Opioid poisoning

*...then this course is for you!*

**When:** Friday, May 8<sup>th</sup>, 9am - 6pm

**Where:** Kelsey Centre, 652 H'Kusam Way

**Certifications:**

- 3-year certification in Emergency (Basic) First Aid and CPR/AED Level C

**Completion:**

- Successfully demonstrate skills and critical steps
- Achieve a 75% mark (minimum) for written knowledge evaluation
- Attend and participate in 100% of the course

**READY TO REGISTER?**

Contact Shaun Koopman,  
Manager of Emergency  
Services, at  
**250-830-6702** or  
[skoopman@srd.ca](mailto:skoopman@srd.ca)



## STAFF REPORT

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**DATE:** March 16, 2026

**FILE:**

**TO:** Chair and Directors,  
Regional Board

**FROM:** David Leitch  
Chief Administrative Officer

**RE:** KELSEY CENTRE – RECREATION SERVICE STUDY

### **PURPOSE/PROBLEM**

To consider the results of the Kelsey Centre recreation study including options for funding participation between the Village of Sayward and Electoral Area A.

### **EXECUTIVE SUMMARY**

At its November 27, 2024 meeting the Regional Board considered the attached report and passed the following resolution:

Colborne/Sinnott: SRD 1000/24

THAT the Kelsey Centre be included in the additional participation report for Electoral Area A and the Village of Sayward, including the submissions from the new committee.

In 2024 the Strathcona Regional District completed a Regional Recreation Services feasibility study which concluded that recreation services within the SRD are best structured at a sub-regional level, with service boundaries aligned with functional access and benefit rather than applied on a region-wide basis.

The study identified the Kelsey Centre in the Village of Sayward as a facility warranting further consideration to determine whether it is reasonable for persons beyond the Village boundaries to financially contribute to the facility's operations. A subsequent analysis was undertaken to evaluate whether broader participation in supporting the facility may be appropriate based on:

- patterns of usage
- direct and indirect community benefit
- functional access and travel considerations
- regional precedent for sub-regional recreation service models

An earlier review conducted by the Village of Sayward found that the Kelsey Centre provides recreation opportunities that benefit residents from not only the Village of Sayward but also from across the Sayward Valley. In fact, the survey concluded that a majority of users were located beyond the Village boundaries. However, the facility is currently being funded solely by Village ratepayers which has resulted in a limited taxation base supporting a facility used by residents from a much wider area.

The Kelsey Centre is owned and operated by the Village of Sayward, therefore any commitment to provide financial support beyond the Village boundaries would likely require consideration of a change in governance and operational agreements between the Village and the Strathcona Regional District. The analysis indicates that residents within the Sayward Valley, primarily

properties within the Community Hall service area, have functional access to the Kelsey Centre and represent the most appropriate area to consider for service participation.

The Kelsey Centre is over 50 years old, has not had a major capital investment in the facility since it was built, and is likely facing significant infrastructure and capital reinvestment in the upcoming years. Updated technical assessments would be required to determine the long-term viability of sustaining aquatics and recreation services at the facility and to better define the scale and scope of any future capital investment.

Before proceeding with exploration of service models that may include financial contributions and/or participation from Electoral Area A, consideration should be given to the level of interest by the current owner (Village of Sayward) in creating a partnership model with the SRD. Depending on the feedback from the Village of Sayward, an opportunity to establish a funding service in Electoral Area A may be considered by the SRD Board. Any formal arrangement involving ongoing taxation or regional participation would require elector approval under the *Local Government Act*.

**ALTERNATIVES**

Option A – THAT the Village of Sayward be requested to confirm whether it is interested in sharing ownership, governance and/or financial support with the SRD for the Kelsey Centre.

Option B – THAT the Regional District take no further action with respect to SRD participation in the Kelsey Centre at this time.

**RECOMMENDATION**

THAT the report from the Chief Administrative Officer be received.

Respectfully:



\_\_\_\_\_  
David Leitch  
Chief Administrative Officer

**BACKGROUND/HISTORY**

The 2024 Regional Recreation Services feasibility study concluded that no single recreation facility within the Strathcona Regional District warrants full region-wide funding. However, the study identified that sub-regional service models may be appropriate where functional access and benefit can be recognized. The study identified the Kelsey Centre in Sayward as a facility warranting further consideration to determine whether it was appropriate for the neighbouring area of Electoral Area A to provide financial contributions in support of the facility.

The Kelsey Centre is located within the Village of Sayward and was constructed in 1974 to support community recreation and quality of life. The facility includes a four-lane pool, gymnasium, weight room, kitchen and multipurpose spaces, co-located with several other community amenities including the municipal hall, library, and school. The facility is currently owned and operated by the Village of Sayward with operating costs funded through municipal property taxation and user fees. Expansion of ownership and operations that includes a financial commitment from Electoral A or some portion of it, would likely require a change to the current governance structure.

The Village of Sayward currently funds the facility entirely through municipal taxation and user fees. With a population of approximately 334 residents, the Village faces structural challenges in sustaining both the operating costs and long-term capital renewal needs of the facility. Recent financial analysis suggests that a full year-round operating model would result in an annual operating deficit that exceeds \$270,000.

2024 operating levels represent the highest level of service in recent years, with approximately 40 weeks of operation for the Kelsey Centre (77% of the year) and 36 weeks for the pool (69% of the year)—the facility already reflects an annual operating subsidy of approximately \$270,000. Extending to a full 12-month operating model would be expected to increase overall operating costs, particularly given the fixed and semi-fixed nature of many expenses. This level of subsidy represents a significant burden given the Village’s relatively small tax base.

An analysis of facility users indicates that residents from across the Sayward Valley participate in programming and represent the majority of the population utilizing the facility. While these residents currently contribute by way of user fees the revenue from all such fees account for between 15-20% of the actual facility costs. The review considered whether expansion of participation in the service to include a portion of Electoral Area A would better align the funding model with the benefitting population.

An analysis undertaken as part of the study indicates that approximately 56% of Electoral Area A residents live within a 45-minute drive of Sayward village. This travel time is commonly used as a reasonable threshold for defining a recreation catchment area for facilities intended for regular public use. Based on this analysis, the Sayward Valley Community Hall service area boundary was identified as a reasonable area for consideration, reflecting both functional access and community of interest. Including the entirety of Electoral Area A in funding participation is not recommended, as residents outside this boundary would travel well beyond a practical distance and would not reasonably be expected to access the facility on a routine basis or receive meaningful benefit.

#### **FINANCIAL IMPLICATIONS**

It is common for recreation facilities offering swimming and ice-related activities to recover a portion of their costs through user fees, with the remainder funded through tax-supported subsidies. Typically, facilities recover approximately 15–20% of total operating costs through admissions and programming revenues.

The Kelsey Recreation Centre has not operated at full 12-month capacity since the pandemic. 2024 represents the highest level of operation in recent years, with approximately 40 weeks of operation for the Kelsey Centre (77% of the year) and 36 weeks for the pool (69% of the year). Based on 2024 operating levels, the facility generated approximately \$49,800 in admissions revenue against annual expenditures of approximately \$318,000, resulting in a net operating subsidy of approximately 84%. As the facility has not operated at full year-round capacity post-pandemic, sufficient data is not available to reliably project the financial performance of a 12-month operating model.

Expansion of participation in funding and supporting the facility to include a portion of Electoral Area A would distribute both operating and future capital costs across a larger area, resulting in balanced distribution of costs among those who derive benefit from the facility.

The facility is also likely facing capital reinvestment in the coming years if aquatics services are to remain operational. Preliminary planning assumptions suggest that a minimal capital investment of approximately \$2M would likely be required to maintain operations and safety requirements in the short to medium term. Costs could vary significantly depending on the results of a facility condition assessment that should be undertaken in the near future. Consideration for

a minimum capital investment has been included in the recreation report that would require annual debt servicing of approximately \$180,000/year over a 30-year borrowing time frame.

Should participation in a recreation service be expanded to include residents within the Sayward Valley, both operating and capital costs could be distributed across a larger number of properties. This would reduce the per-household financial contribution and improve the long-term financial sustainability of the facility. More detailed study would be needed to determine the cost per household of such an arrangement.

#### **LEGAL IMPLICATIONS**

The Kelsey Recreation Centre is owned and operated by the Village of Sayward and is not managed by the Strathcona Regional District. The Regional District therefore does not have current authority to requisition funding specific to the Kelsey centre other than possibly to provide operational grants. Establishment of a service involving properties located outside of the Village boundaries would require consideration of governance arrangements between the Village of Sayward and the Regional District, including potential service establishment bylaws and/or service agreements.

Should the Board wish to explore broader participation in supporting the facility, a non-binding opinion referendum could be undertaken to determine whether residents within the proposed participating area support participation in a recreation service associated with the Kelsey Recreation Centre. An opinion referendum would provide direction to the Board regarding community support before making a decision on whether establishing a service is appropriate. If support for participation is confirmed, additional analysis and consultation would be required to determine the appropriate governance and service delivery model. Establishment of a sub-regional service under the *Local Government Act* would require elector approval through one of the statutory approval mechanisms available at that time.

#### **INTERGOVERNMENTAL/REGIONAL IMPLICATIONS**

Exploration of a broader recreation service model would involve collaboration between the Strathcona Regional District and the Village of Sayward. Unlike other recreation facilities that are owned and operated by the Regional District, the Kelsey Centre is currently owned and operated by the Village of Sayward. As a result, expansion of participation beyond municipal boundaries would require consideration of governance and operational arrangements between the Village and the Regional District.

Potential governance models could include continued Village ownership and operation with regional funding participation, a Regional District service arrangement, or other partnership approaches that may be identified through further analysis.

#### **CITIZEN/PUBLIC RELATIONS IMPLICATIONS**

Discussion regarding the future of the Kelsey Recreation Centre may generate public interest and debate, particularly related to:

- cost-of-living pressures
- taxation impacts
- long-term viability of aquatic programs and services
- equity of financial contributions between Village and Valley residents

The aforementioned review indicated that residents from across the Sayward Valley utilize the facility and benefit from its services, but financial responsibility currently rests solely with Village taxpayers. Expansion of participation in a recreation service could improve alignment between the benefitting population and those supporting facility operations through property taxation.

Further community engagement would be required to confirm willingness to support a broader service model and potential taxation impacts.

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS**

Financial Services, in collaboration with the Village of Sayward, would confirm the taxation modelling associated with any potential service participation or expansion.

Corporate Services would be responsible for preparing the necessary procedural documentation and coordinating the legislative processes associated with conducting an opinion referendum or pursuing elector approval, should the Board decide that this is the preferred approach.

***Prepared by:*** Sheena Fisher - Manager, Strategic Initiatives

Attachments: Kelsey Centre Report (RC Strategies)  
20241121-Kelsey-Centre-Recreation-Facility

**KELSEY RECREATION**

Strathcona Regional District  
**Kelsey Recreation Centre  
Funding Models Review**

March 2026

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# 1. Introduction

## 1.1. Facility Background and Community Context

The Kelsey Centre is located in the Village of Sayward and was constructed in 1974 by the forestry industry to support resident attraction, retention, and quality of life. The facility includes a four-lane pool, gymnasium, weight room, kitchen, and multi-purpose room. The Kelsey Centre is also co-located with the Village Municipal Hall and adjacent or in the immediate vicinity to several other public amenities, including the Sayward School, Library, tennis courts, and emergency services.

The last Statistics Canada Census of the Population in 2021 counted 334 residents, representing a 7.4% increase (23 residents) over the previous count in 2016. The Village of Sayward is located in Strathcona Regional District's (SRD) Electoral Area A which encompasses an additional 864 residents.

The table below provides an overview of key population and demographic characteristics in the Village of Sayward and SRD Electoral Area A in comparison to broader regional and provincial figures. Notably, the Village and Electoral Area A have an older population and a higher proportion of residents with lower or fixed incomes compared to broader regional and provincial benchmarks. These factors suggest a greater need for financially accessible, locally based recreation and leisure opportunities in comparison to broader regional and provincial benchmarks.

**Table 1. Overview of Key Population and Demographics Characteristics**

	Village of Sayward	SRD Electoral Area A	Strathcona Regional District	Provincial Average
Population	334	864	48,150	5,000,879
Median Age	60.4 years	52.8 years	49.6 years	42.8 years
% Ages 0 - 14	9.0%	12.7%	14.2%	14.3%
% Ages 15 to 64	52.2%	60.1%	59.1%	65.3%
% Ages 65 and Older	38.8%	27.2%	26.7%	20.3%
% Prevalence Residents Meeting Low-income measure, after tax (LIM-AT) Guidelines	19.0%	18.8%	11.5%	10.8%

## 1.2. Purpose of this Review

The Kelsey Centre has been a highly valued and central part of the community's identity and quality of life for decades – however, the facility is aging and likely requires significant re-investment or replacement. Challenges with aging infrastructure and the costs associated with these repairs have resulted in service disruptions in recent years, including a shutdown of the facility for programming in early 2025. Some limited rental availability continues at the facility (as per the Village of Sayward website).

In 2024, the SRD completed a Regional Recreation Services Feasibility Study. The study was conducted to provide an initial point of reference that could direct expanded collaboration and inform future funding discussions related to regional recreation service delivery. The study identified the Kelsey Centre as one of two facilities (the Strathcona Gardens Recreation Complex being the other) that may warrant further exploration for expanded recreation funding. This recommendation for future sub-regional funding exploration was based on considerations that included resident proximity to facilities (e.g. defining a potential catchment area) as well as a review of facilities with amenity characteristics that suggest they may provide a significant benefit beyond their current funding areas.

The SRD Board passed the following Board motion to complete this Review in order to inform future decision making and potential next steps.

*THAT the Kelsey Centre be included in the additional participation report for Electoral Area A and the Village of Sayward, including the submissions from the new committee. (SRD 1000/24)*

# 2. The Benefits of Recreation Services

## Purpose of this Section

The following section of this Review document is intended to frame the broader benefits of providing publicly supported recreation (and related) services and introduce some key concepts and rationale that will be applicable to the recommendations provided in Section 4.

## 2.1. The Benefits Context

Public providers of recreation services, including the SRD and local municipalities, must continually attempt to define and delineate “need” from “demand”. While there is not one, universal way to do this, a commonly used approach is to focus in on the degree of community benefits provided by services. This concept attempts to create a distinction between:

- **Direct Benefits:** Accrued primarily by the program participant / facility user.
- **Indirect Benefits:** Accrued by all residents in a community regardless of whether they are direct participants.

While participation in recreation provides numerous direct benefits (e.g. improved health and wellbeing of the participant), **the indirect benefits of recreation services provide the most significant return on investment and significant outcomes**, including:

- Community connectedness and pride
- Enhanced ability to attract and retain residents with key skill sets that support other critical services
- Enhanced ability to attract a wider array of demographic cohorts that can support community growth and provide critical mass for services
- Reduced social spending
- Improved safety
- A vibrant volunteer sector
- Economic generation (through non-local visitation and associated spending)

The following two sub-sections provide some key insights from available research sources which further expand on the broad-based benefits of recreation.

## 2.2. Insights from Research and National Policy

The benefits of recreation beyond individual wellbeing are highly recognized, with 98% of Canadians agreeing that parks and recreation benefit community and are an essential service.<sup>1</sup> The connection between quality recreation provision and social wellbeing, mental and physical health, societal productivity, and community vibrancy are becoming better understood and supported by research. The price of physical inactivity in Canada is estimated at \$3.9 billion (2022) with the total cost of providing health care in Canada accounting for 12.2% of the total GDP.<sup>2</sup> Even incremental improvements in societal wellbeing provide an opportunity to reduce burden on the health system. A recent study concluded that a 15% relative increase in physical activity amongst adults in Canada could reduce the economic burdens of treating and managing non-communicable diseases, depression and absenteeism; accruing a cost savings of almost \$1 billion.<sup>3</sup>

While the benefits of recreation are well established, many Canadians are not active enough to accrue these benefits. Half of Canadian adults (51%) and a staggering 72% of children not being active enough to meet recommended physical activity guidelines.

Another excellent source to gauge national health and wellness insights on an ongoing basis is the annual ParticipACTION Report Cards on Physical Activity. The Report Cards source data from several government and academic sources to assess activity levels and provide recommendations on how to improve the current situation. Summarized on the following page are key highlights from the most recent children and youth (2024) and adult (2025) report cards.

The Benefits of Parks and Recreational Catalogue (1992) is a foundational source for the recreation sector which has helped shape conversation around the societal benefit of recreation. The Catalogue coalesced available research to support eight overarching and wide-ranging benefits provided by public parks and recreation services:

- Recreation is essential to personal health;
- Recreation is key to balanced human development;
- Recreation is essential to quality of life;
- Recreation reduces self-destructive and anti-social behaviour;
- Recreation builds strong families and healthy communities;
- Recreation reduces health care, social service, and police / justice costs;
- Recreation and parks are significant economic generators in the community; and
- Parks, open space and natural areas are essential to ecological survival.

1 Harper, 2009, as cited in *A Framework for Recreation in Canada 2015: Pathways to Wellbeing*.

2 *The Price of Inactivity: Measuring Impact (2022)*. Retrieved from: <https://measuring-impact.ca/wp-content/uploads/2023/11/CFLRI-CPRA-Price-Inactivity-Full-Report-EN-FINAL.pdf>

3 2024 Physical Activity and Sport Survey, CFLRI. Custom analysis.

## ParticipACTION Report Card on Physical Activity – Children and Youth (2024)

- 39% of children and youth (five to 17 years of age) in Canada met the recommendation of 60 minutes of moderate- to vigorous-intensity physical activity per day.<sup>4</sup>
- 22% of children and youth five to 17 years of age accumulated more than two hours per day of total time engaged in indoor and outdoor unstructured play.<sup>5</sup>
- 68% of children and youth five to 17 years of age participated in organized sport in the past year. However, reiterating the importance of affordable activity provision, significant discrepancies exist based on socio-economics. Children from high-income households were 31% more likely to participate in organized sport compared to children from low-income households.<sup>6</sup>
- Just over half (55%) of parents reported facilitating physical activity and sport opportunities for their children and youth often or very often. As with other findings, socio-economics were a significant indicator of parent facilitated activity.<sup>7</sup>

## ParticipACTION Report Card on Physical Activity – Adult (2025)

- 46% of adults met the recommendation of doing at least 150 minutes of MVPA per week, with 32% taking 7,500 steps per day (minimal physical activity lifestyle category).<sup>8</sup>
- Age and gender remain significant factors that influence participation. In general, women across most age cohorts have lower activity levels than men with activity also decreasing as individuals age.
- 27% of adults reported that they participated in sport within the past 12 months.<sup>9</sup>

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#### 4 Data sources:

- 2021 Canadian Community Health Survey, Statistics Canada. Custom Analysis.
  - Colley RC, Saunders TJ. The ongoing impact of the COVID-19 pandemic on physical activity and screen time among Canadian youth. *Health Reports*. 2023 Oct 18;34(10):3-12.
  - 2018-19 Canadian Health Measures Survey Cycle 6, Statistics Canada. Custom Analysis.
  - 2022-2023 Cohort Study for Obesity, Marijuana Use, Physical Activity, Alcohol Use, Smoking and Sedentary Behaviour [COMPASS], University of Waterloo. Custom Analysis.
  - 2021 ParticipACTION COVID-19 Survey [Wave 3]. Custom Analysis.
- 5 2022 Parent Survey on Physical Activity and Sport (PSPAS), Canadian Fitness and Lifestyle Research Institute (CFLRI). Custom Analysis.
- 6 2022 Parent Survey on Physical Activity and Sport (PSPAS), Canadian Fitness and Lifestyle Research Institute (CFLRI). Custom Analysis.
- 7 2022 Parent Survey on Physical Activity and Sport (PSPAS), Canadian Fitness and Lifestyle Research Institute (CFLRI). Custom Analysis.
- 8 2022-24 Canadian Health Measures Survey Cycle 7, Statistics Canada Custom analysis.
- 9 2024 Physical Activity and Sport Survey, CFLRI. Custom analysis.

## 2.3. Social Impacts of Recreation and Active Living

International research provides useful context on the broader societal value of recreation and physical activity infrastructure. Summarized as follows is recent research undertaken in the United Kingdom by State of Life, Sheffield Hallam University, and Manchester Metropolitan University and Sport England around the societal return on investment accrued through sport. Key findings included:

- The total annual value of sport and physical activity in England was £107.2 billion in 2022/23 (equivalent to ~\$ 196 billion CAD).
- The social cost of inequity in adult physical activity levels is £15.6 billion (equivalent to ~\$28.5 billion CAD).

A related study in the UK also found that for every dollar invested in sport and physical activity, the Social Return on Investment was as high as 3.5 times the return for every unit of currency investment.<sup>10</sup>

Recreation additionally provides a mechanism to reduce social isolation and its associated negative impacts. The 2017 Annual Report of the Chief Medical Officer of Health of Ontario<sup>11</sup> reported that individuals who experience social isolation have nearly a 50% risk of dying early. The Report also identified several key population cohorts as being particularly at-risk of experiencing social isolation, including:

- Older adults, especially those living alone;
- Youth (increasingly as a result of screen time); and
- Immigrants and refugees (often as a result of language and cultural barriers).

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10 Davies, L. E., Taylor, P., Ramchandani, G., & Christy, E. (2020). Measuring the Social Return on Investment of community sport and leisure facilities. *Managing Sport and Leisure*, 26(1–2), 93–115. <https://doi.org/10.1080/23750472.2020.1794938>

11 2017 Annual Report of the Chief Medical Officer of Health of Ontario. (2017). Ontario Ministry of Health. Retrieved from: <https://www.ontario.ca/page/2017-annual-report-chief-medical-officer-health-ontario>

# 3. Kelsey Centre Operating Analysis and Future Considerations

## 3.1. Financial Operating Position Overview

This section of the report reviews current operations, recent use, and key move forward considerations for the Kelsey Centre.

Table 2 provides an overview of the Kelsey Centre's annual operating position from 2017 to 2024, prior to partial closure of the facility in early 2025. As reflected by the table, overall cost recovery remained relative similar on a year-to-year basis as a result of both revenues and expenditures increasing.

**Table 2. Revenues and Expenditures**

Year	Revenues	Expenditures	Net	Cost Recovery
2017	\$41,219	\$268,520	(\$227,301)	15%
2018	\$30,589	\$249,591	(\$219,002)	12%
2019	\$26,275	\$207,467	(\$181,192)	13%
2020*	\$8,472	\$154,093	(\$145,621)	5%
2021*	\$24,522	\$176,340	(\$151,818)	14%
2022	\$59,701	\$256,421	(\$196,720)	23%
2023	\$49,031	\$296,679	(\$247,648)	17%
2024	\$49,819	\$318,242	(\$268,423)	16%
2025 (projected)	\$13,757	\$130,267	(\$116,510)	11%

\*Pandemic impacted years.

Notes on the data provided in Table 2:

- In 2022, the Kelsey Centre operated 37 weeks (71% of the year); Pool 15 weeks (29% of the year).
- In 2023, the Kelsey Centre operated 37 weeks (71% of the year); Pool 34 weeks (65% of the year).
- In 2024, the Kelsey Centre operated 40 weeks (77% of the year); Pool 36 weeks (69% of the year)

For additional context, Table 3 provides an overview of revenues and expenditures from aquatics facilities in communities with a similar context (small population and/or resource legacy facility). By comparison, it appears that the Kelsey Centre has done an excellent job generating revenues from a small population and limiting expenditures in an efficient manner. However, given the small population of the community the annual subsidy required per resident is high and further reflects the stress that the facility provides on a limited tax base.

**Table 3. Comparison of Revenues and Expenditures**

Facility	Population (2021 Census)	Revenues	Expenses	Net	Cost Recovery	Annual Subsidy per Resident	Source
Sparwood Recreation Complex Centre Pool (Sparwood, BC)	4,148	\$275,250	\$1,025,999	(\$750,749)	27%	\$180.99	District of Sparwood Recreation Fees and Charges Review Study (2024 numbers used)
Elkford Aquatics Centre (Elkford, BC)	2,749	\$62,650	\$559,890	(\$497,240)	11%	\$180.88	District of Elkford 5-Year Financial Plan (2025 budgeted numbers used)
Anne Fiddick Aquatics Centre (Gold River, BC)	1,246	\$103,000	\$519,000	(\$416,000)	20%	\$333.87	Economic of Pools in British Columbia Report (2019)
Chetwynd & District Recreation Centre (Chetwynd, BC)	2,302	\$303,100	\$1,667,721	(\$1,364,621)	18%	\$592.80	Budget Submitted to the PRRD (2023)
Tumbler Ridge Aquatics Centre (Tumbler Ridge, BC)	2,399	\$37,000	\$427,000	(\$390,000)	9%	\$162.57	Economic of Pools in British Columbia Report (2019)
<b>Kelsey Centre (Sayward, BC)</b>	<b>334</b>	<b>\$49,819</b>	<b>\$318,242</b>	<b>(\$268,423)</b>	<b>16%</b>	<b>\$803.66</b>	<b>Village of Sayward Financials (2024)</b>

## 3.2. Recent Use Overview

The current closure of the pool and limitations of the facility for program-based use has resulted in a significant net loss of recreational opportunity in the community. Table 4 provides an overview of total program-based participation in 2024 (the last mostly full / normal year of operations). While some rental uses of the facility continue, many of the current activities (including all aquatics activities) are not currently available.

**Table 4. Overview of the Kelsey Centre Programming Mix (2024)**

Type of Use	Annual Total Visits	Proportion of Total
Aerobics (Land)	226	5%
Aerobics (Aquatics)	30	1%
School Program	921	21%
Weight Room	324	8%
Parent & Tot Swim	5	0%
Parent and Tot Gym	5	0%
Swim Lessons	101	2%
Pool (General Use)	1796	42%
Carpet Bowling	288	7%
Seniors Social	119	3%
Yoga	5	0%
Teen Night	170	4%
Special Programming	202	5%
Pickleball	32	1%
Floor Hockey	14	0%
Spring Break Camps	79	2%
<b>Total</b>	<b>4,317</b>	<b>100%</b>

Summarized below are additional considerations and metrics pertaining to the 2024 facility programming data.

- In 2024, the facility accommodated approximately 1,932 swim visits. This figure reflects 5.8 swims visits per capita if using the population of the Village of Sayward only and 3.2 swim visits per capita if using the population of the Village plus 50% of Electoral Area A.<sup>12</sup> This level of use can be characterized as “good” based on typical provincial benchmarks.
- In total, the facility received 12.9 visits per capita using the Village of Sayward population and 7.2 visits per capita using the population of the Village plus 50% of Electoral Area A. This also reflects a good level of use.
- The programming mix suggests that facility staff did a good job of ensuring a diversity of recreation and leisure programming opportunities in 2024.

<sup>12</sup> 50% of EA A's population reflects an approximate estimate of residents within a 45 minute drive of Sayward as per the analysis included in the 2024 Regional Recreation Services Feasibility Study.

## 3.3. Capital Considerations and Long-Term Sustainability

In addition to operating pressures, the Kelsey Centre aquatic facility is in need of significant capital reinvestment if aquatics services are to remain part of the service offering. Depending on the preferred approach, this could involve major upgrades, modernization, or full redevelopment of the aquatic centre.

Capital costs are borne by the participants of the service, which currently consists of the Village of Sayward. Should Electoral Area A residents, or a portion thereof, be added to the service, the cost of future repairs, upgrades, or replacement would be distributed across a larger tax base. This would reduce the per-household financial burden and could make long-term capital reinvestment more affordable for the community as a whole.

At this time, the full scope, scale, and desired amenities associated with any renovation or redevelopment option have not been defined, and no condition assessment or design work has been undertaken. However, based on comparable small-scale aquatic facility improvements in British Columbia, it would be reasonable for planning purposes to assume a capital investment in the order of magnitude of \$2 million. Actual costs could vary significantly depending on the scope of work and level of service ultimately identified.

While senior government grant funding may be pursued to offset a portion of capital costs, grant funding is not guaranteed and typically requires a local funding contribution. For every \$2 million borrowed to finance investment, amortized over 30 years at an interest rate of 4%, the annual debt servicing cost would be approximately \$118,424.

Based on earlier taxation estimates:

- Village of Sayward residences would contribute approximately **\$172 per home**, and
- Electoral Area A residences in the Recreation/Community Center Service Area would contribute approximately **\$224 per home**, assuming costs are distributed proportionally through taxation. It should be noted that the above estimates are based on converted assessment values using the Provincial tax allocation ratios, which prescribe how the SRD generally allocates taxation among property classes. Incorporated municipalities have the discretion to adjust these ratios. The Village of Sayward has exercised that authority, and as a result, the actual cost per home will be materially lower than indicated above.

Asset-management best practices, such as the Facility Condition Index, suggest that once a building reaches a certain level of deterioration, continuing to invest in repairs may not be the most effective long-term approach. In these cases, replacement or major renewal may provide better long-term value.

Other communities across the province have faced similar challenges with aging infrastructure that have resulted in facility disruptions and closures. Precedent examples are noted below.

- The ice arena in Port Alice, BC (Doug Bondue Ice Arena) was closed in 2019. The loss of the pulp and paper mill resulted in a significant loss of population and taxation which impacted the ability to viably operate and upkeep the aging facility. The community continues to explore potential retrofit options.
- Another facility in the SRD, the pool located at the Tahsis Recreation Centre has experienced intermittent closures over the past 2-3 years due to failure of the pump system and other infrastructure challenges. The pool was operational for a short period of time in 2025 but is currently closed due to challenges with ventilation and air quality.

## Village Exploration of Future Options

The Village has also explored and modelled out different move forward scenarios and engaged locally to explore resident willingness to incur a tax increase to support future Kelsey Centre operations. Provided below is a synopsis of the analysis provided by the Village.

- The Village estimates the cost savings of decommissioning the pool but sustaining the other dry floor program and rental spaces to be approximately \$70,000 annually.
- The Village estimates the cost savings of decommissioning the entire facility to be approximately \$198,000 (an estimated \$63,000 is required to sustain basic systems, insurance, etc.).

The above cost savings are based generally on recent years operations and do not include major capital repairs required to sustain safety or demolition costs associated with decommissioning.

A survey conducted by the Village in April and May of 2025 garnered 81 responses (31 from Village residents; 48 from Valley residents; 2 from outside the area). The majority of respondents (88%) had used the facility with most identifying as regular users. The survey reflected that residents continue to place a high value on the facility and have some willingness to pay increased taxes to support (54% indicated that they'd support an annual tax increase). However, most of these respondents identified that they'd only be willing to pay a modest increase. While not a statistically representative survey these findings do provide some general insights into community and regional perspectives.

In order to sustain the operations of the Kelsey Centre, significant major capital re-investment is required that is currently beyond the means of the Village. Assessments conducted over the last several years by the Village indicated that staff have done the best job they can with managing aging infrastructure but also reflect a building that is at or nearing end of life.

### Survey Question: How much would you be willing to contribute through property taxes to sustain the Kelsey Centre?

- \$150 - \$249 (28%)
- \$250 - \$349 (16%)
- \$350 - \$449 (1%)
- \$450 - \$550 (9%)
- Not willing to pay (39%)
- No response / alternative amount (6%)

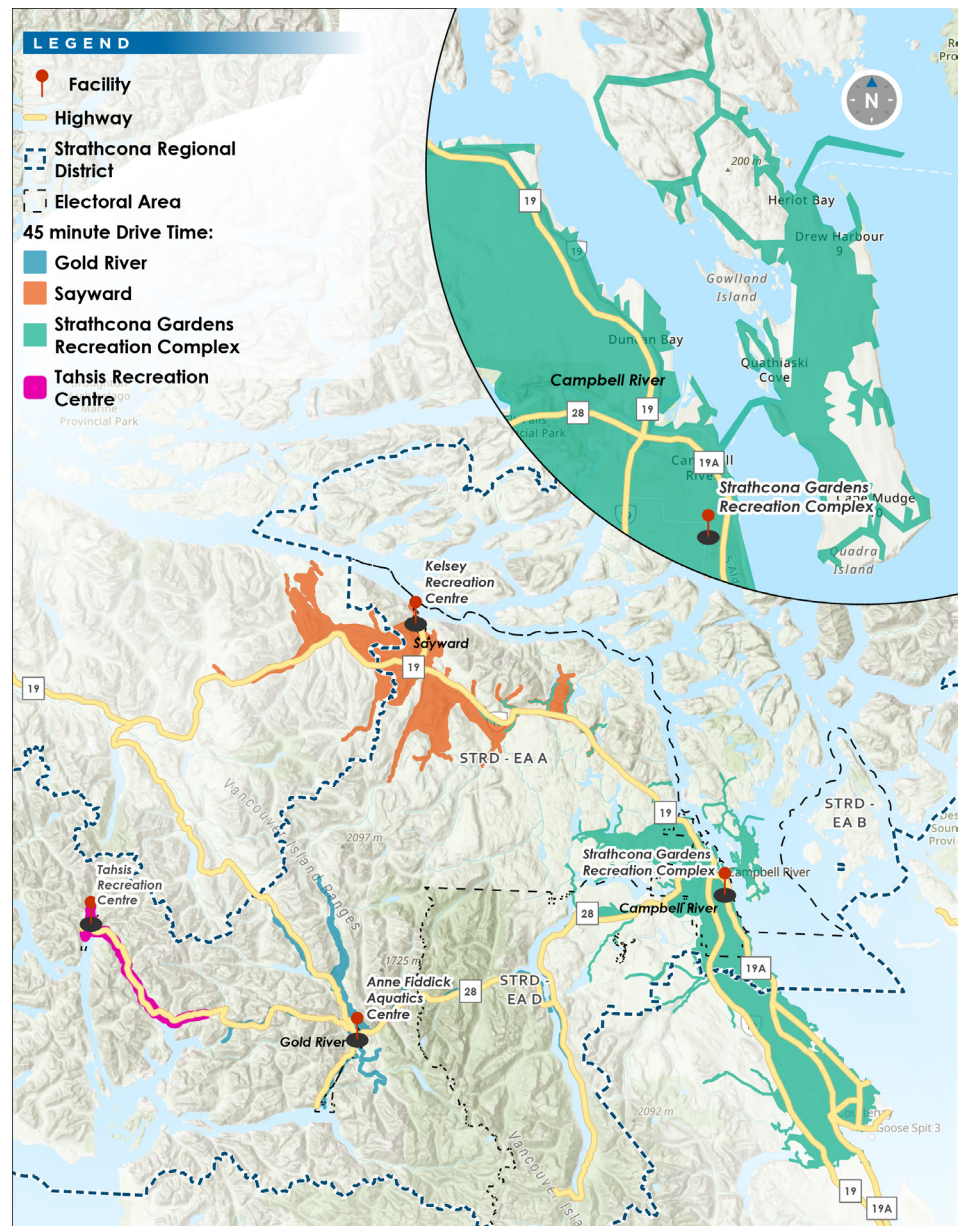
# 3.4. Catchment Area Considerations & Preliminary Financial Modelling

## Catchment Area Rationale

GIS-based spatial analysis completed as part of the SRD's 2024 Regional Recreation Services Feasibility Study indicates that approximately 56% of Electoral Area A residents live within a 45-minute drive of the Village of Sayward. A 45-minute travel time is generally considered a reasonable outer limit for defining a recreation "benefitting area," particularly for facilities intended for routine and repeat use.

Engagement undertaken by the Village also indicates that many facility users and survey participants are primarily from the Sayward Valley and surrounding areas that fall within this travel threshold.

Based on this analysis, it does not appear reasonable or equitable to include the entirety of Electoral Area A within an expanded service area. A significant proportion of Electoral Area A residents (estimated at 40–50%) reside beyond a 45-minute drive and, in some cases, would not have practical or regular access to the facility using a personal vehicle. Including properties outside of a reasonable benefitting area would raise questions of fairness and service equity.



## Preliminary Financial Modelling

The preliminary calculations outlined in Tables 5 and 6 were prepared by the SRD to illustrate potential taxation impacts associated with expanding the Kelsey Centre funding area. The calculations are based on the following capital assumption and operating cost scenarios:

- **Full Facility Operations – Short Term:** Annual operating cost of \$270,000 and capital reinvestment of \$2,000,000 to sustain basic operations for the short-term.
- **Partial Facility Operations - Short Term:** Above operating cost is reduced by 50% to reflect the financial impacts of operating the facility with a reduced level of service. \*The practical viability of operating the facility is scaled back manner requires further analysis. Many operating costs are fixed or semi-fixed (e.g., utilities, chemicals, staffing minimums), and would not decrease proportionally with reduced service levels. As such, the 50% scenario is illustrative only and does not represent a fully validated operating model. Similarly, debt servicing costs are assumed to remain unchanged, as they are based on the total borrowing required for capital reinvestment and are not dependent on the level of facility operations.

It is important to note that the capital reinvestment figures identified above is for the purposes of this preliminary analysis only and will require technical validation through an updated condition assessment and costing exercise.

## Assumption Used for Analysis

\* \$270,000 annual operating was the approximate tax subsidized contribution based on 2024 service levels where the Kelsey Centre operated approximately 40 weeks (77% of the year) & Pool 36 weeks (69% of the year). \$188,424 is the estimated annual cost to fund \$2,000,000 in borrowing over 30 years at 4% interest.

\*\* Based on the existing Heritage Hall funding area (see Section 4) within Electoral Area A

\*\*\* Based on provincial converted assessment ratios. Given the Village does not use the Provincial ratios, actual per home costs within the Village are estimated to be 43% less than what's calculated in this report. (see Section 3.2)

**Table 5. Funding Scenarios Summary at Full Facility Operations (Average Impact Per Home)**

Annual Cost Component*	Shared Service	
	Portion of EA A**	Village***
\$270,000 Operating	\$507	\$391
\$118,424 Debt Servicing	\$222	\$172
<b>TOTAL ANNUAL COST</b>	<b>\$729</b>	<b>\$563</b>

**Table 6. Funding Scenarios Summary – 50% of 2024 Operations (Average Impact per Home)**

Annual Cost Component*	Shared Service	
	Portion of EA A**	Village***
\$135,000 Operating	\$254	\$196
\$118,424 Debt Servicing	\$222	\$172
<b>TOTAL ANNUAL COST</b>	<b>\$476</b>	<b>\$368</b>

# 4. Summary and Recommendations

## 4.1. Summary of Key Findings & Considerations

The key findings and other important considerations from this report are summarized below.

- The benefits of recreation services extend beyond those accrued by direct users. Recreation services are a key factor in attracting and retaining residents (including key skill sets and a wider array of demographics) and supporting overall residents quality of life and community vibrancy.
- Population and demographics indicators support a need for accessible, low barrier recreation in the Sayward Valley. The region is characterized by an older population and a higher-than-average proportion of residents that are likely facing financial barriers to participation (direct costs such as program registration and indirect costs such as travel).
- Sayward Valley residents use and benefit from the Kelsey Centre, but only contribute to the facility through user fees, which are subsidized relative to their actual service provision cost.
- Prior to recent closures / service reductions, the Kelsey Centre has been successful at providing a strong mix of programming and was well used.
- Minimal precedent examples exist of communities or regions with a population as small as the Sayward Valley that are able to support indoor aquatics services. Increasing operational costs and construction escalation are challenges facing the entire recreation sector, especially smaller communities with limited funding areas from which to draw from.
- While the facility is highly valued, previous engagement conducted by the Village suggests that there may be limited willingness amongst residents to incur the level of tax increase that will likely be required to sustain both operations and fund required capital repairs or replacement. However, more exploration may be required to validate the previous engagement.

## 4.2. Consultant Recommendations

The partial closure and service reduction at the Kelsey Centre has resulted in a significant net loss of recreation and active living opportunities for Sayward Valley residents. While some residents have the means to access facilities in other communities (e.g., Campbell River), many do not. Maintaining a baseline level of recreation opportunity within Sayward remains an important community objective.

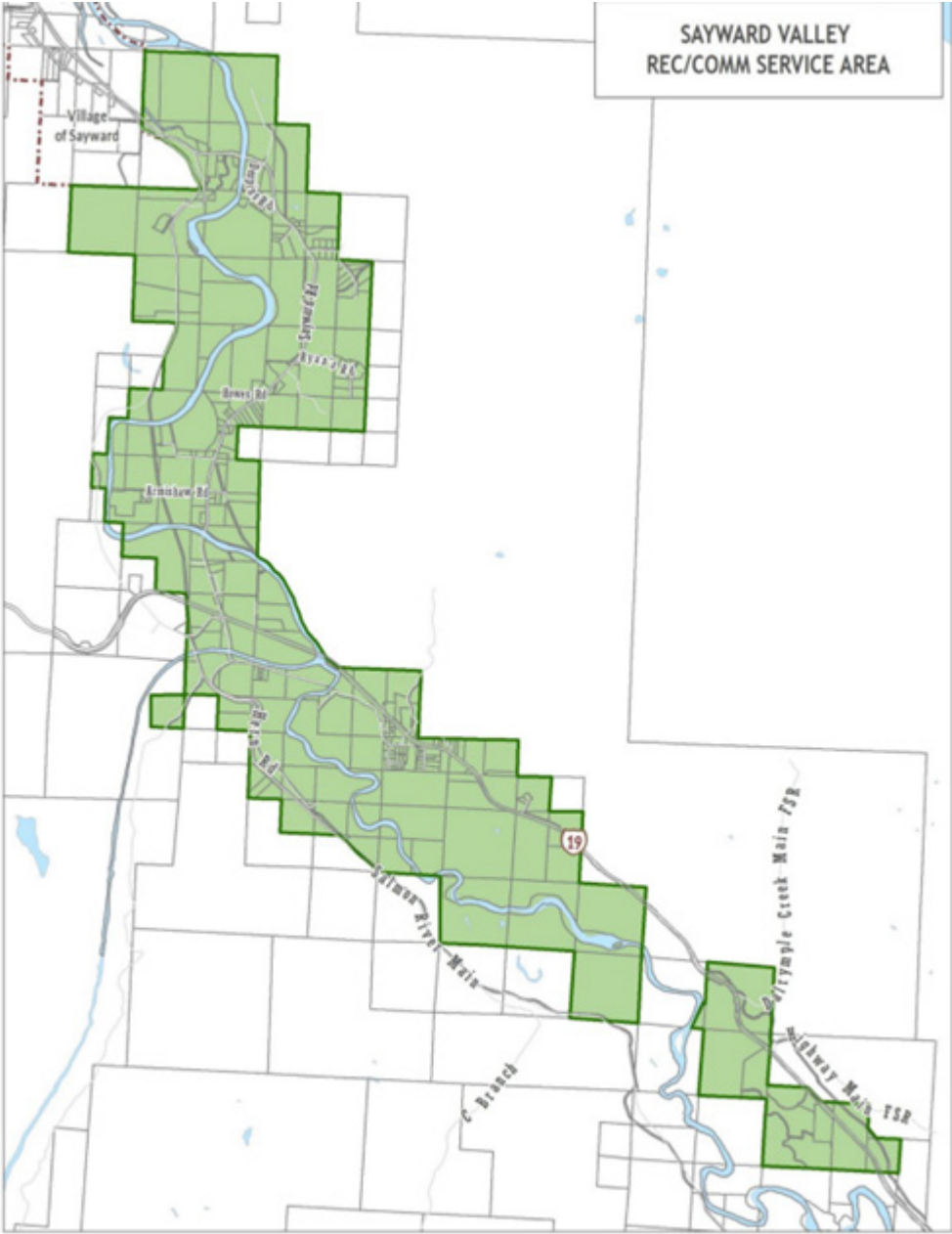
The limited catchment area for the Kelsey Centre presents a structural financial challenge that has been further impacted by a limited funding area. Sayward Valley residents outside of the Village boundaries use the facility but only contribute through user fees. As the cost of providing most amenities and programs occurs at a subsidy, these user fees paid by non-residents are only covering a fraction of the actual costs of service delivery.

Supporting major recreation infrastructure — particularly indoor aquatics — within such a small funding base is inherently difficult given current capital and operating cost pressures. The overall resident willingness to financially support the facility long-term needs to be confirmed. To support informed decision-making, an updated technical assessment of the facility could be undertaken as part of further analysis to ensure resident engagement and updated analysis of the financial impacts are based on current data and assessment of risk.

If service area expansion is explored, it may align with the Sayward Valley / Heritage Hall Service Area, which reflects a reasonable community of interest and access pattern (a map of the Heritage Hall Service Area Boundary is provided in the following page). The financial analysis and taxation modelling presented in this report are based solely on that boundary assumption. If participation were aligned with the Heritage Hall catchment area, the benefitting population is estimated at approximately 760–820 residents (approximately 305 residential folios).

Catchment analysis previously demonstrated that inclusion of all Electoral Area A properties would extend taxation beyond a reasonable benefitting area, as a significant portion of residents are located beyond a practical travel distance. Accordingly, expanding the service to include all of Electoral Area A is not recommended.

# Heritage Hall Service Area Boundary



Source: <https://srd.ca/wp-content/uploads/2025/04/2025-2029-Financial-Plan-Strathcona-Regional-District.pdf>

In summary, the magnitude of the potential capital and operating impacts requires that a structured, multi-staged approach be undertaken. Several interrelated areas of analysis should be considered to support informed decision-making and are described as follows. These actions may occur sequentially or in parallel depending on Board direction and partner readiness.

## Service Area Participation and Alignment

Initial discussion with participating jurisdictions is recommended to confirm whether there is interest in exploring a broader service model aligned with the Sayward Valley / Heritage Hall Service Area. This step would help confirm the potential benefitting area and provide early clarity on governance, partnership interest, and potential funding participation.

If interest exists in pursuing a broader service area, additional analysis and technical review would support further decision-making.

## Updated Technical Assessments and Define Capital Scope

Updated clarity on the costs to sustain the Kelsey Centre is required to ensure further analysis of taxation, potential funding area impacts and options, and support decision making.

The preliminary analysis provided in Section 3.4. uses example figures to calculate a scenario that would see a portion of Electoral Area A included in the funding area (based on the recommended Heritage Hall funding area). However, these figures need to be further validated based on the following key considerations:

- The overall viability of undertaking renovations to the facility, including the risk of renovations not being successful (e.g. finding or creating additional infrastructure issues as capital works are initiated).
- The relative cost of short vs longer-term repairs.

## Service Area Participation and Financial Capacity

Once clarity exists on the costs to sustain the facility at a safe and functional level as well as the associated taxpayer impacts, additional decision making can occur on the potential service area and overall viability of sustaining the amenity opportunities offered at the Kelsey Centre.

Considerations that could be further analyzed and reviewed as part of this step include:

- Modelling taxation impacts under 6-month versus 12-month operating scenarios;
- Evaluating governance and operational responsibility (Village-led, SRD-led, or alternative models);
- Assessing long-term sustainability considerations; and
- Identifying opportunities to optimize service delivery within the available funding framework.

## Board Decision Making

This step supports informed Board decision-making regarding capital financing, debt servicing, operating structure, and long-term governance.

Establishing or amending a service under the Local Government Act is subject to legislative requirements, including elector approval. The Act provides several mechanisms to obtain that approval (e.g., petition, alternative approval process, or assent voting), and the most appropriate approach would be determined by the SRD in consultation with the Village of Sayward. Should assent voting be selected, the October 2026 local government election may provide an efficient opportunity to conduct a referendum.

## Summary

In summary, the recommended approach is:

- **Review potential participating jurisdictions and service area alignment**
- **Complete updated technical assessments and define capital scope**
- **Confirm financial capacity and service delivery options**
- **Undertake Board decision making**

This phased approach ensures that decisions regarding capital investment and facility design are grounded in a clearly defined benefitting area and aligned with the demonstrated financial capacity of participating residents.

Absent confirmation of a sustainable funding model aligned with the benefitting area, the long-term feasibility of continued facility operations may be constrained.





## STAFF REPORT

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**DATE:** November 21, 2024

**FILE:** 0550-04 Board

**TO:** Chair and Directors  
Regional Board

**FROM:** David Leitch  
Chief Administrative Officer

**RE:** KELSEY CENTRE RECREATION FACILITY

### **PURPOSE/PROBLEM**

To consider a recommendation from the Municipal Services Committee that the Kelsey Centre be included in the additional participant report for Electoral Area A and the Village of Sayward.

### **EXECUTIVE SUMMARY**

The attached report was considered at the October 9, 2024 meeting of the Municipal Services Committee at which time the following resolution was passed:

**Dahl/Chapman: MSC 28/24**

**THAT the Kelsey Centre be included in the additional participation report for Electoral Area A and the Village of Sayward.**

The following actions are offered in support of the Committee's recommendation.

### **RECOMMENDATIONS**

1. THAT the report from the Chief Administrative Officer be received.
2. THAT the Kelsey Centre be included in the additional participation report for Electoral Area A and the Village of Sayward.

Respectfully:



---

David Leitch  
Chief Administrative Officer

**Prepared by:** T. Yates, Corporate Services Manager

Attachments: August 15, 2024 report to the Municipal Services Committee



## STAFF REPORT

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**DATE:** August 15, 2024  
**TO:** Chair and Directors  
Regional Board  
**FROM:** David Leitch  
Chief Administrative Officer  
**RE:** REGIONAL RECREATION FEASIBILITY STUDY

**FILE:**

### PURPOSE/PROBLEM

To consider the findings of the Regional Recreation Feasibility Study.

### EXECUTIVE SUMMARY

The attached report was initiated by the Board when the following resolution was passed:

**Moglove/Colborne: SRD 380/21**

**THAT up to \$50,000 be authorized to be spent from the Regional Feasibility Study Reserve to fund a regional recreation services feasibility study.**

Following the Board's resolution the Regional District engaged the services of RC Strategies to explore opportunities for regional collaboration in the delivery of recreation services. As articulated in the attached Regional Recreation Feasibility Study report, recreation services play a vital role in enhancing the vibrancy of the Strathcona Regional District (SRD), improving resident quality of life, fostering community health and wellness, and bolstering the local economy. The study examined in more detail the opportunities that may exist for regional collaboration in provision of recreation services.

In addition to the Strathcona Gardens in Campbell River, member municipalities and electoral areas have valuable recreation infrastructure and programming. The study's research examined usage of these regional assets and engaged with citizens and user groups to better understand the current state of recreation in the region. The study findings include:

- residents within the region have diverse preferences for recreation activities.
- there is a growing expectation among residents for high-quality programming and facilities.
- many residents regularly access recreation services across jurisdictional boundaries.
- the region's recreation infrastructure is aging and will require significant reinvestment.
- there is no single best practice for regional recreation funding approaches.
- recreation services are essential to community development, offering numerous social and economic benefits.
- efforts to decolonize sport and recreation is essential. Recreation activities can play a pivotal role in advancing reconciliation and supporting the Truth and Reconciliation Commission Calls to Action.

The feasibility study also suggests the following initiatives to enhance regional collaboration:

- strengthen existing intergovernmental staff relationships to support further collaborations and joint initiatives, such as marketing, staff and volunteer training, improving accessibility and convenience in recreation programming.

- develop a regional recreation working group with interested organizations including School Districts, First Nations, public health, municipalities and sport organizations.
- further explore regional recreation funding considerations and potential options.

**RECOMMENDATION**

That the report from the Chief Administrative Officer be received.

Respectfully:



\_\_\_\_\_  
David Leitch  
Chief Administrative Officer

**BACKGROUND/HISTORY**

In 2021, the Strathcona Gardens Commission passed a resolution recommending a feasibility study be completed to explore regional recreation synergies throughout the SRD. Acting on this recommendation, the SRD Board approved an allocation from the Regional Feasibility Study Reserve to complete the study. A Request for Proposals was issued and in July 2022 RC Strategies was awarded the contract with project work beginning in the fall. Due to capacity constraints and leadership turnover within member municipalities and other organizations, engagement extended into 2023.

The study began with a focus on research and community engagement to achieve several key objectives: understanding public recreation activity preferences, examining local, regional and national trends in recreation, identifying perceived gaps and community needs, and gathering perspectives on the opportunities and limitations of regional recreation collaboration. The study also assessed existing infrastructure assets. Outdoor parks and trails were not included in the evaluation.

In June 2023, the SRD board passed the following resolution:

**Rice/Sinnott SRD 572/23**

**THAT a report be prepared that explores options for additional participation in the Strathcona Gardens by Electoral Areas A, B and C and the Village of Sayward.**

To obtain high-level information on recreation participation and funding models the SRD requested that RC Strategies expand the scope of the study to include these aspects.

By integrating the research, analysis and option identification, the feasibility study offers valuable information and data to support future discussions with partners and decision makers.

The engagement process involved participation from residents across the region and included stakeholder discussions with 23 different organizations. The data gathered on preferences, program opportunities, and barriers to participation will help inform future programming.

Additionally, data on the utilization of community facilities and funding models from across Vancouver Island and British Columbia can support future decision making.

**FINANCIAL IMPLICATIONS**

The development of a regional recreation working group would incur minimal costs associated with gathering interested parties together and developing terms of reference for the group.

**INTERGOVERNMENTAL/REGIONAL IMPLICATIONS**

During the engagement portion of the study there was interest in fostering further collaboration among the SRD, member municipalities, First Nations, school districts and Vancouver Island Health. This interest reflects a recognition of the synergies between recreation, physical literacy and public health. Building intergovernmental collaboration in recreation can lead to shared resources and joint initiatives, ultimately enhancing the quality of life for residents across the region. Staff resource capacity within each organization may impact their ability to participate.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS**

The high level of community engagement in this study, demonstrated by the 1,033 responses received from a public survey, underscores the strong interest and widespread support for recreation services across the region. The survey results reveal that citizens are eager to see enhancements in recreational opportunities, reflecting a collective recognition of the value these services bring to their quality of life.

In addition to the survey, twenty-three non-profit, local government and public organizations participated in meetings to discuss current recreation, future opportunities to get more people active, potential limitations and opportunities for regional collaboration and the roles in which programming and facilities are currently being delivered.

***Prepared by: Renée LaBoucane, Manager, Strategic Initiatives.***

Attachment: Regional Recreation Services Feasibility Study



Strathcona Regional District

# Regional Recreation Services Feasibility Study

August 2024

**Strathcona**  
REGIONAL DISTRICT





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# 1.0 Introduction

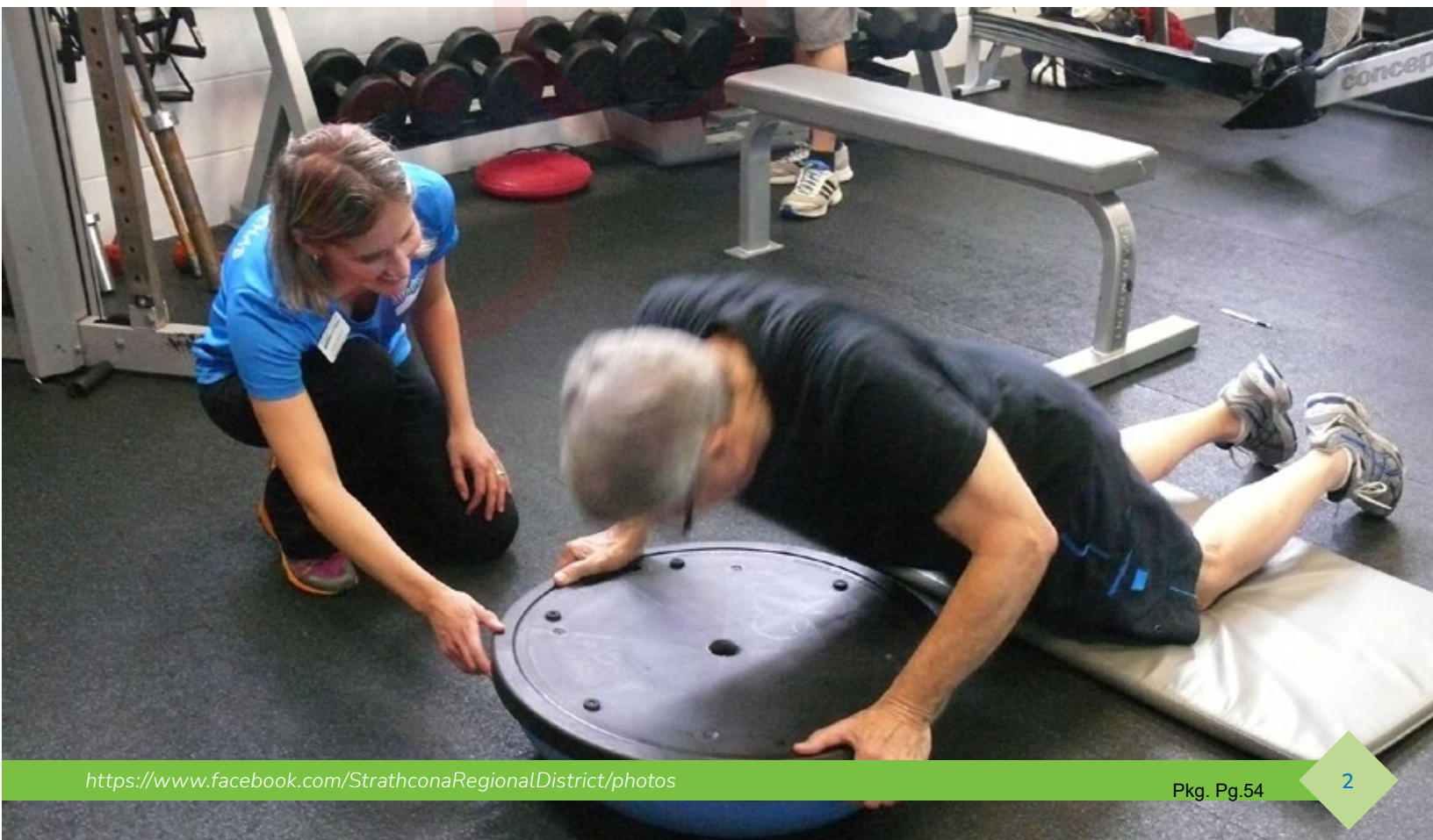


## 1.1. Study Purpose

The Strathcona Regional District (SRD) has a mission *“to provide the citizens with a healthy environment and social well being that leads to a vibrant quality of life through responsible economic development and effective delivery of service.”* Recreation contributes significantly to regional vibrancy, resident quality of life, wellness, and the economy - helping the SRD achieve its mission and support future growth and prosperity.

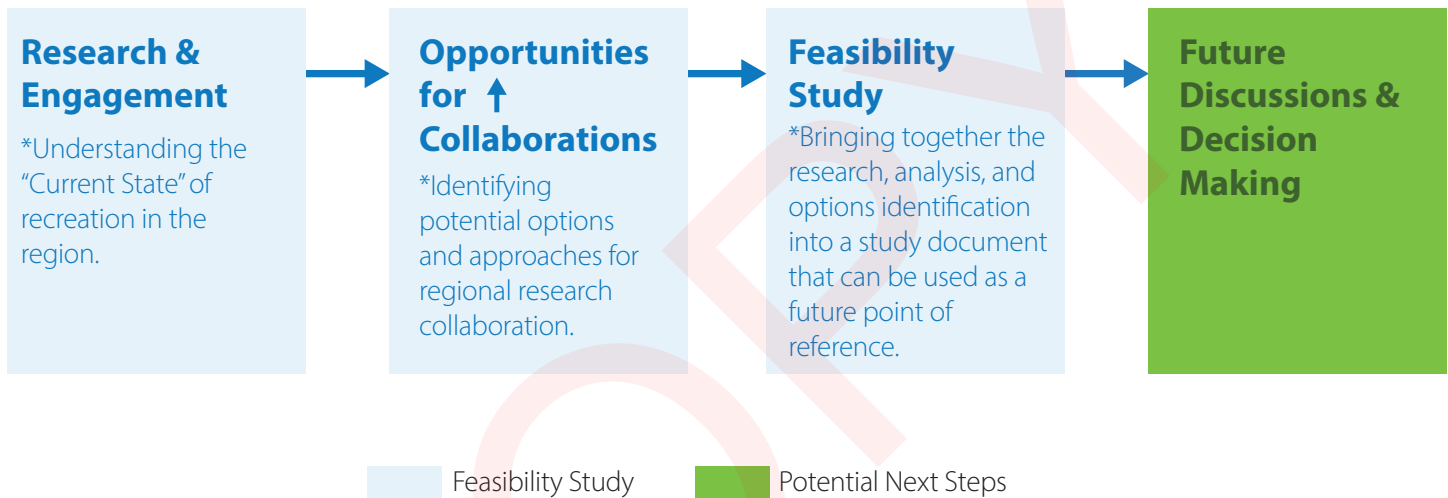
The SRD operates the major recreation complex in the area, the Strathcona Gardens, which consists of an aquatics facility, twin ice arena, fitness facilities, and other program spaces. The SRD also contributes some funding support for other recreation and community facilities located in communities throughout the SRD. As a relatively new Regional District (established in 2008) the SRD does not currently have a regional recreation service or established funding model.

The SRD undertook the development of this feasibility study to explore opportunities to increase regional collaborations in the delivery of recreation services (facilities and programming). **This study document will provide an important point of reference that helps inform future discussions and decision making on regional recreation.**



## 1.2. Study Process (How was the feasibility study developed?)

The following graphic illustrates the process used to develop the study.



As reflected by the graphic an important initial step for the study involved undertaking research and engagement to better understand the current state of recreation in the region, helping the project team identify a range of potential options and approaches for future regional collaboration. The key insights garnered through the research and engagement included:

- Resident activity preferences.
- Trends and changes.
- Perceived gaps and needs.
- Desired priorities for facilities and programming.
- Perspectives on the opportunities and limitations associated with regional recreation collaboration.

# 2.0 Recreation in the SRD – Overview of Current Assets



The provision of recreation services in the SRD relies on a multitude of local and regional government providers and not for profit organizations. The following tables provides an overview of current infrastructure assets located within the SRD.

## Major Recreation Infrastructure Summary



**Total Indoor Recreation Sites**  
 (Community Halls / Recreation Centres / Community Centres)  
 \*Not including schools



# 11 facilities



**11 Locations**

- 1 Anne Fiddick Aquatics Centre (Gold River)
- 2 Campbell River Sportsplex (Campbell River)
- 3 Campbell River Community Centre (Campbell River)
- 4 Gerry Morgan Memorial Centre
- 5 Kelsey Recreation Centre Pool (Sayward)
- 6 Sayward Community Hall
- 7 Strathcona Gardens (Campbell River)
- 8 Tahsis Recreation Centre (Tahsis)
- 9 Thunderbird Hall (Wei Wai Kum First Nation)
- 10 Quadra Island Community Centre (Quadra Island)
- 11 Zeballos Community Hall (Zeballos)



## Recreation Infrastructure by Community

Geographic Area / Jurisdiction	Current Facilities	Summary of Use and Programming Insights
Campbell River	<p>Operated by the SRD</p> <ul style="list-style-type: none"> <li>• Strathcona Gardens (pool, arenas, fitness facilities, program rooms)</li> </ul> <p>Operated by the City</p> <ul style="list-style-type: none"> <li>• Campbell River Sportsplex (weight room, racquetball and squash courts, gymnasium)</li> <li>• Community Centre (gymnasium, seniors centre, multi-purpose rooms and studios)</li> <li>• Centennial Outdoor Pool</li> <li>• Ball diamonds and sports fields (throughout the City)</li> <li>• School gymnasiums (throughout the City)</li> </ul> <p>Other</p> <ul style="list-style-type: none"> <li>• Campbell River Curling Club (4 sheets)</li> </ul>	<ul style="list-style-type: none"> <li>• COVID-19 had varying levels of impacts on organized sport programs, with some groups seeing a decrease while others had minimal impacts.</li> <li>• Strong demand for aquatics programming, lessons, and leisure swimming.</li> <li>• City of Campbell River programming – key insights:               <ul style="list-style-type: none"> <li>» 164,993 total recreation visits in 2019</li> <li>» 32,450 child, youth and program visits in 2019</li> <li>» 13,863 outdoor pool visits in 2019</li> <li>» 65,091 fitness and weight room visits in 2019</li> </ul> </li> <li>• In general, program and facility visits in Campbell River were consistent on a year to year basis prior to the COVID-19 pandemic.</li> </ul>
Village of Gold River	<p>Gerry Morgan Memorial Centre (arena, curling rink, community hall)</p> <p>Anne Fiddick Aquatics Centre</p> <p>Ball Diamonds and Sports Fields</p>	<ul style="list-style-type: none"> <li>• Programming offered is dependent on ability to recruit programming staff.</li> <li>• Current minor hockey, figure skating, and men’s hockey programs at the area.</li> </ul>
Village of Tahsis	<p>Tahsis Recreation Centre (swimming pool, fitness room, bowling alley, gymnasium / community hall, meeting and program rooms)</p> <p>Sports Fields and Ball Diamonds</p> <p>School Gymnasium</p> <p>Community Parks and Amenities</p>	<ul style="list-style-type: none"> <li>• Population decline in the Village has impacted facility and program use.</li> <li>• Availability of aquatics staff limit programming that can be provided.</li> <li>• Growing interest in outdoor recreation.</li> </ul>
Village of Zeballos	<p>Zeballos Community Hall</p> <p>Zeballos Ball Park</p> <p>School Gymnasium</p> <p>Community Parks and Amenities</p>	<ul style="list-style-type: none"> <li>• School has provided space for some gymnasium programs (pickleball, volleyball, etc.).</li> </ul>

Geographic Area / Jurisdiction	Current Facilities	Summary of Use and Programming Insights
Village of Sayward	<p>Kelsey Recreation Centre (swimming pool, weight room, gymnasium, program rooms)</p> <p>Community Hall</p> <p>Ball Diamonds</p> <p>Soccer Field</p> <p>Tennis Courts</p> <p>Outdoor Fitness Park</p> <p>School gymnasium</p> <p>Community Parks and Amenities</p>	<ul style="list-style-type: none"> <li>• Variety of programming offered at the Kelsey Recreation Centre.</li> <li>• Programming uptake is variable.</li> <li>• Tennis courts received minimal utilization.</li> <li>• Size of kindergarten class suggests that children and youth population needs will grow.</li> <li>• Try a variety of programming based on resources and ideas brought forward by residents.</li> </ul>
Electoral Area A	Community Parks and Amenities	
Electoral Area B	<p>Cortes Skate Park and Basketball Court</p> <p>Community Parks and Amenities</p>	
Electoral Area C	<p>Quadra Island Community Centre (and surrounding amenities)</p> <ul style="list-style-type: none"> <li>• Main hall / program space</li> <li>• Program and meeting rooms</li> <li>• Skate park</li> <li>• Tennis court</li> <li>• Outdoor court</li> <li>• Ball diamond</li> <li>• Playground</li> <li>• Riding ring</li> </ul> <p>Community Parks and Amenities</p>	<ul style="list-style-type: none"> <li>• Quadra Recreation Society delivered over 182 activity opportunities in 2019/2020 (pre-pandemic)</li> <li>• Recreation programming at the Quadra Island Community Centre includes recreation, arts and culture, and skill development for children, youth, adults and older adults.</li> </ul>
Electoral Area D	Community Parks and Amenities	
First Nations Communities	<p>Thunderbird Hall (Wei Wai Kum First Nation)</p> <p>Gymnasium, outdoor fitness equipment, playground, basketball court and field</p> <p>Many band administration offices and school facilities are also used for recreation, culture, and leisure activities</p>	

# 3.0 Engagement Findings



# 3.1. Engagement Overview

Engagement with residents and stakeholders was important to better understanding the current state of recreation in the region and identifying potential opportunities for future regional collaboration. The following graphic summarizes the project engagement.



**Public Survey**  
1,033 responses



**Stakeholder Discussion Sessions**  
23 participating organizations / interests

Findings from the engagement are provided as follows in this section.



<https://www.facebook.com/StrathconaRegionalDistrict/photos>

## 3.2. Public Survey Findings

### Overview and Key Respondent Characteristics

The public survey was made available from early October to early November through the SRD's website. The survey was promoted through a variety of media platforms and a prize draw was included to encourage participation. In total, 1,033 responses were provided.

The following tables provide an overview of key survey respondent characteristics.

Household Composition	Survey Respondents	Statistics Canada Census Profile 2021
Age 0 – 4 Years	10%	4%
Age 5 – 9 Years	11%	5%
Age 10 – 19 Years	11%	10%
Age 20 – 29 Years	10%	9%
Age 30 – 39 Years	11%	11%
Age 40 – 49 Years	11%	12%
Age 50 – 59 Years	10%	14%
Age 60 – 69 Years	10%	18%
Age 70 – 79 Years	9%	13%
Age 80+ Years	7%	5%

Community / Jurisdiction	Survey Respondents	Statistics Canada Census Profile 2021 Percentage of SRD Population
Campbell River	47%	74%
Sayward	11%	1%
Electoral Area C (Discovery Islands-Mainland Inlets)	8%	9%
Electoral Area A (Kyuquot/Nootka-Sayward)	7%	9%
Electoral Area B (Cortes Island)	6%	6%
Electoral Area D (Oyster Bay-Buttle Lake)	6%	2%
Gold River	5%	3%
Tahsis	3%	2%
Kyuquot	3%	1%
Zeballos	3%	0.3%
Other	1%	N/A
First Nations Community	0%	11% <sup>1</sup>

<sup>1</sup> Figure from the SRD website.

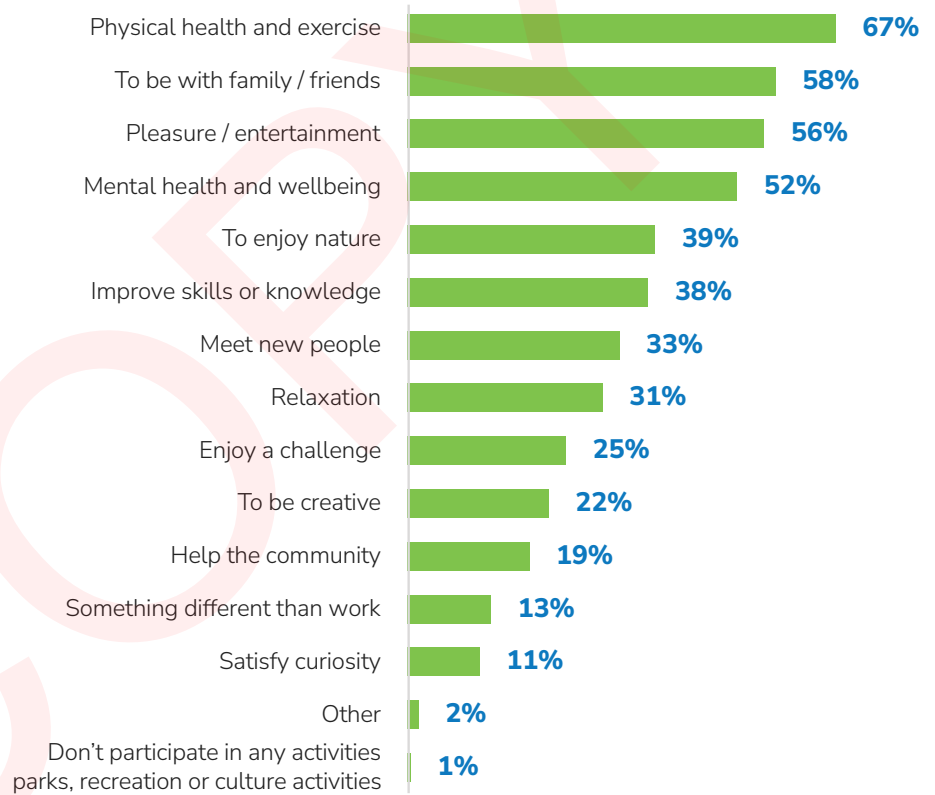
## Household Activity Preferences

The survey began by asking respondents what motivates them to participate in recreation and related activities. The most popular motivators were physical health and exercise (67%), to be with family/friends (58%) and for pleasure and entertainment (56%). Notably, only 1% of respondents stated they do not participate in any recreation, arts, or cultural activities.

### Sub-Segment Findings:

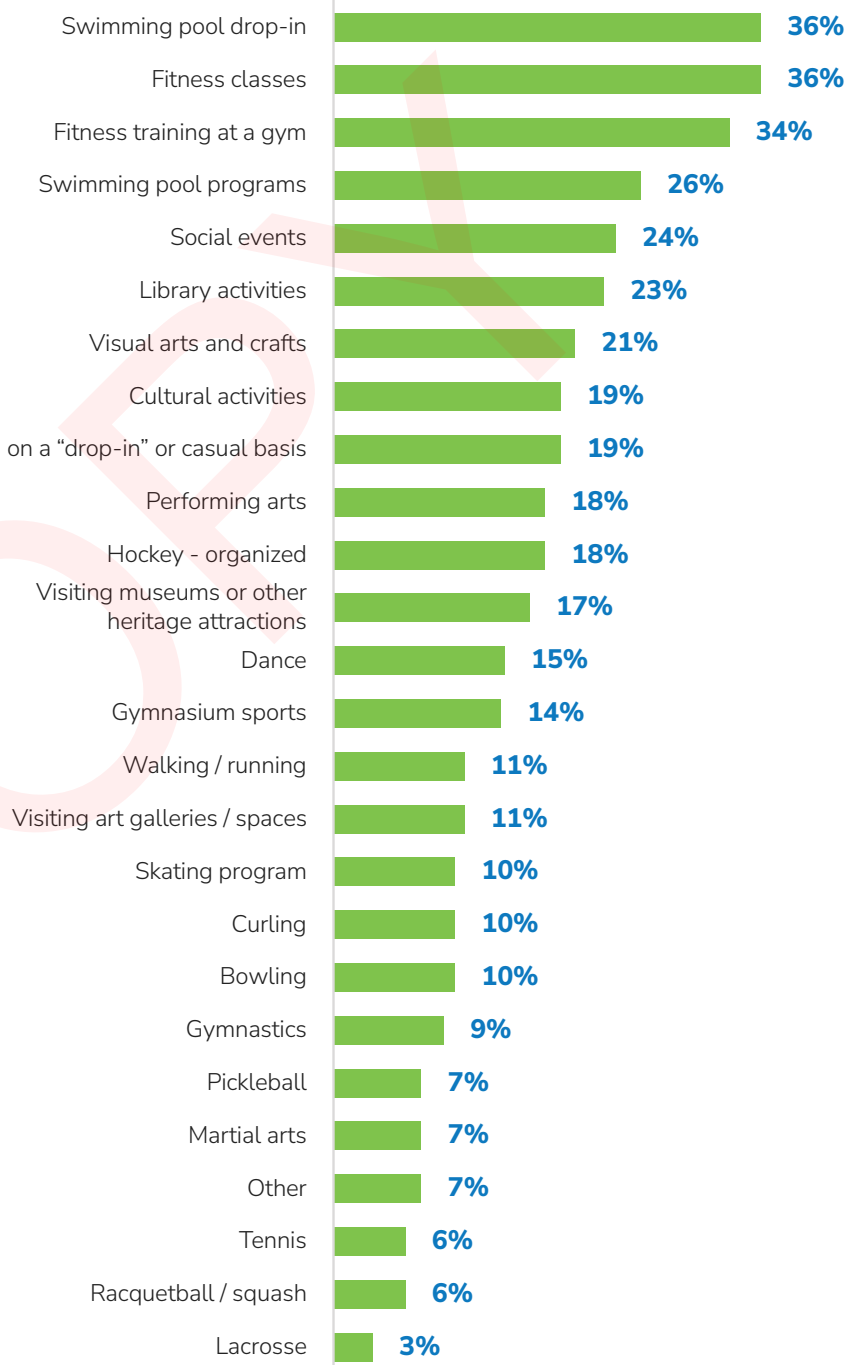
27% of residents who indicated that they live outside of Campbell River highlighted creativity and helping the community as motivators for recreation participation.

## Household Motivation to Participate in Recreation Activities



Next, respondents were asked to indicate indoor activities that they or members of their household participate in on a regular basis (approximately 2 or more times per month) during the normal season of availability. The responses highlight the importance of both structured (program-based) and unstructured (spontaneous, casual, drop in) pursuits and preference. Fitness classes (36%), swimming pool drop-in (36%) and fitness training at a gym (34%) were the top responses. Respondents were given an opportunity to list any other activities that they participate in on a regular basis. The most popular written responses included soccer and indoor rock climbing.

## Top Indoor Activities



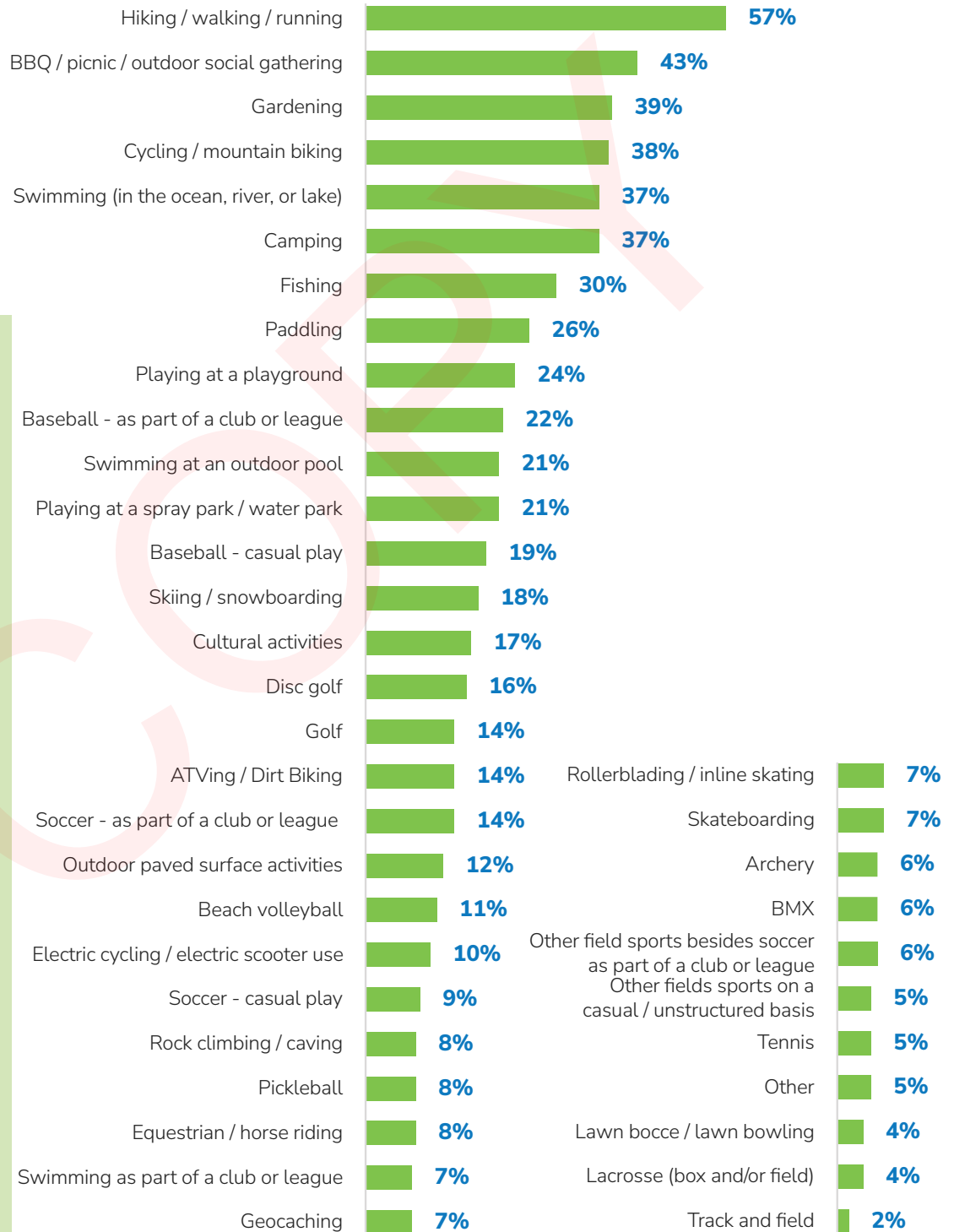
Regarding outdoor activity participation, over 50% of respondents stated they participate in walking / hiking / running at least 2 times per month. "Other" activities not identified in the list but highlighted through survey comments included hunting and dog walking.

### Sub-Segment Findings:

When comparing sub-segment participation trends, only 14% of residents outside of Campbell River participate in swimming programs, compared to 38% of respondents from Campbell River.

Conversely, 4% of Campbell River respondents participate in beach volleyball, while the other communities see a 16% participation rate.

## Top Outdoor Activities



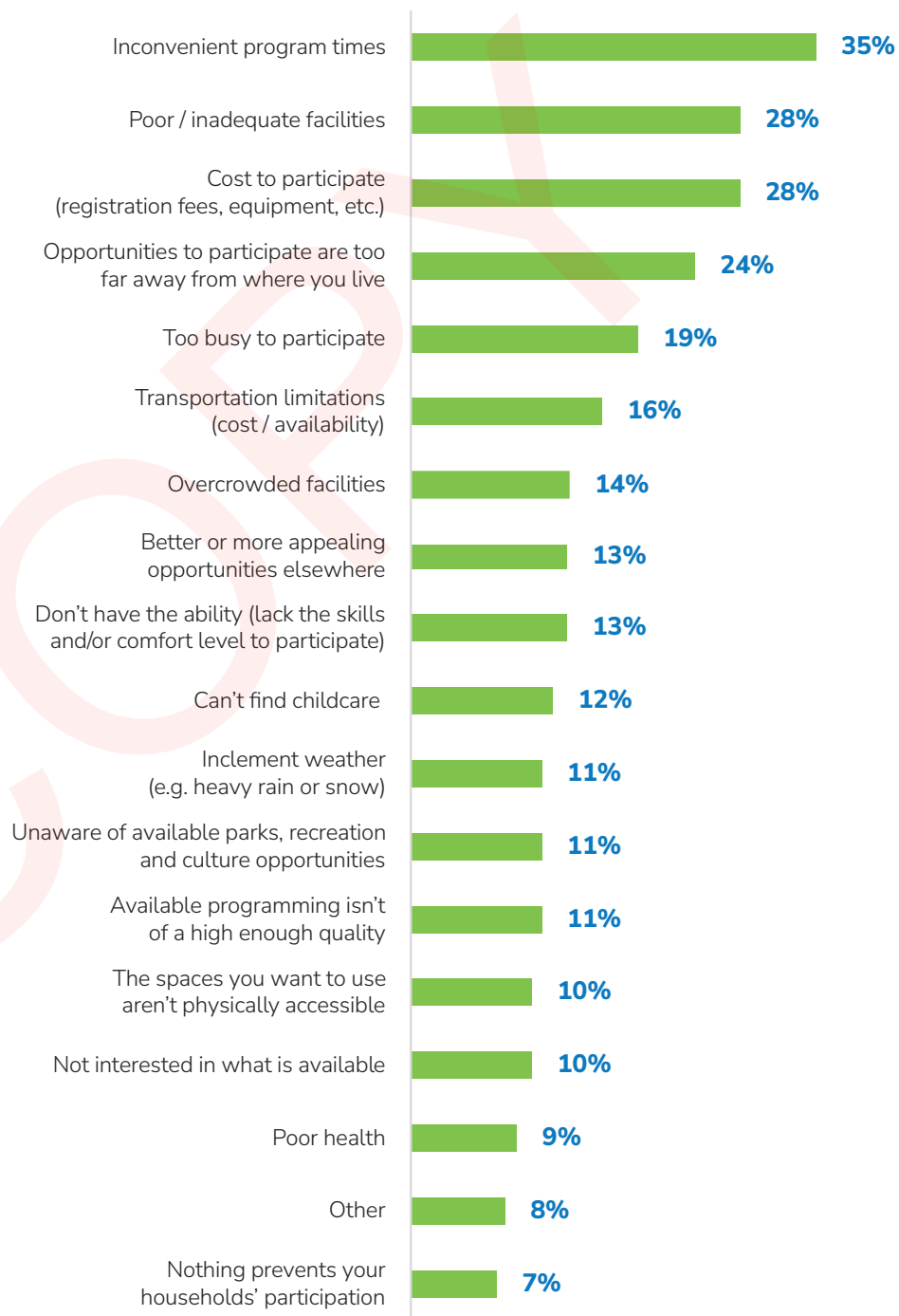
## Barriers to Participation

Survey respondents were asked to identify any potential barriers that prevents them or members of their household in participating in recreation and related opportunities. The main barriers identified included inconvenient program times (35%), poor/ inadequate facilities (28%) and cost to participated (28%). Over 90% of respondents identified at least one barrier to participating in recreational or cultural activities. Common themes found within comments related to other barriers included lack of opportunities, programs, facilities, and staffing challenges. Many respondents also commented on programs filling up quickly with no additional opportunities for those on waitlists (e.g., swimming programs).

### Sub-Segment Findings:

The largest barrier to participation for respondents living outside of Campbell River is the distance. 35% of those residents indicated that opportunities to participate are too far away from where they live.

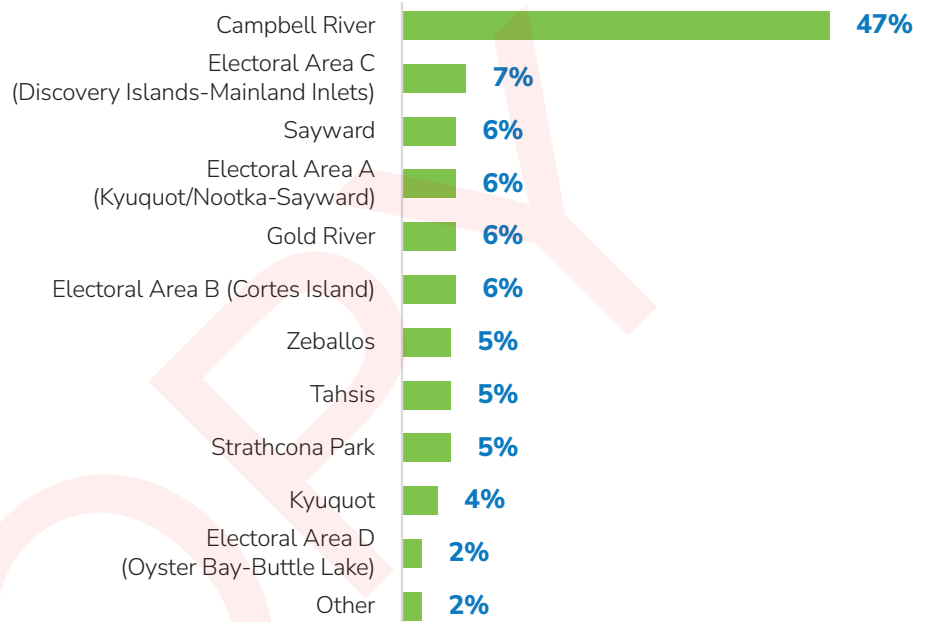
## Barriers to Household Participation in Recreation and Related Opportunities



## Facility Utilization

In exploring facility usage patterns, just under half of the respondents indicated that most of their recreation activities take place in Campbell River.

## Where do most of your recreation and related activities take place?



Next, respondents were asked to indicate how far they would be willing to travel for different program offerings. As reflected in the table below, willingness to travel varies for different types of activities and tends to drop-off after approximately 30 minutes of travel time.

Willingness to travel for...	Less than 10 minutes	10 – 20 minutes	20 - 30 minutes	30 – 60 minutes	60+ minutes
Organized child/youth sport programming members of your household participate in	11%	40%	28%	14%	7%
Organized adult sport programming that yourself or others in your household participate in	9%	35%	35%	15%	7%
Fitness classes	18%	36%	26%	17%	3%
“Drop-in” facility time (e.g., open gym time)	19%	34%	27%	14%	5%
Aquatics programming (swim lessons, aqua-fit, etc.)	15%	38%	27%	16%	5%
Arts and cultural classes and activities	13%	39%	30%	13%	4%
Special events and festivals	6%	24%	35%	22%	13%

### Sub-Segment Findings:

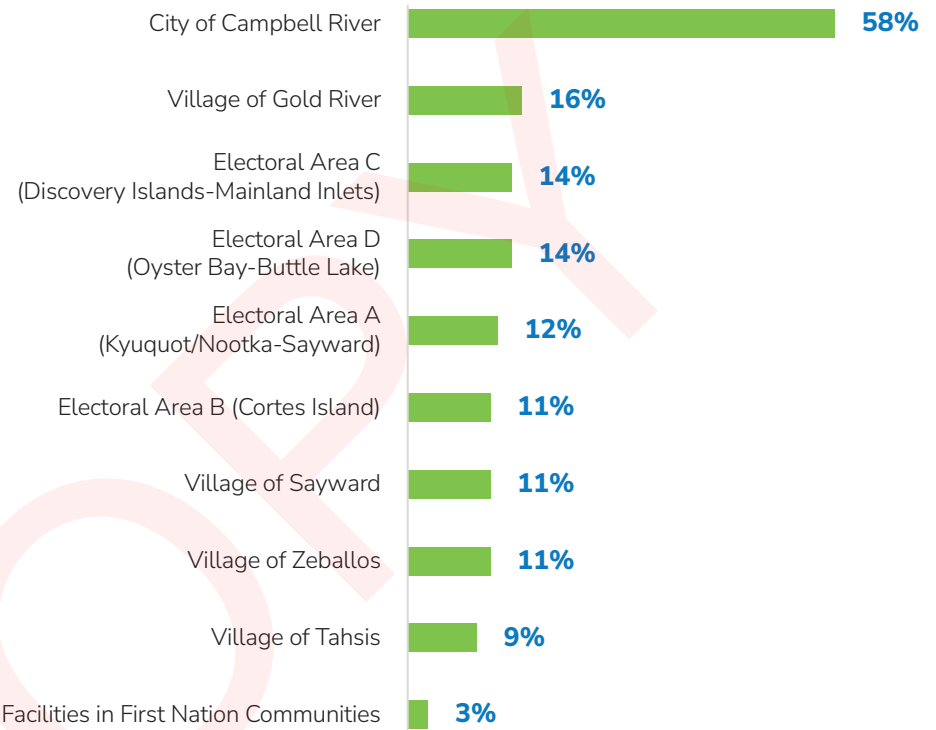
Campbell River respondents are less willing to travel more than 30 minutes for programs compared to respondents in the other communities.

Respondents were asked to indicate the communities that their household visits to utilize recreation facilities and spaces. Campbell River (58%) was the most popular location indicated, followed by the Village of Gold River (16%) and Electoral Areas C and D (14%).

Based on their response to the previous question, respondents were asked to indicate how frequently members of their household visit specific facilities and spaces within each community. If the respondent did not indicate visiting a community for recreation, they were not asked about the spaces within that community.

The tables below describe how often respondents visit recreation spaces in Campbell River, First Nation Communities, the Village of Gold River, the Village of Tahsis, the Village of Zeballos, the Village of Sayward, Electoral Area B (Cortes Island), Electoral Area A (Kyuquot/Nootka-Sayward), Electoral Area D (Oyster Bay-Buttle Lake), and Electoral Area C (Discovery Islands-Mainland Inlets).

### Which communities does your household visit to use recreation facilities and spaces?



## Campbell River Facility Utilization

A high proportion of respondents indicated that they visit trails (60%), outdoor parks and amenities (44%), and the Strathcona Garden Recreation Complex pool (40%) on a regular basis (daily or weekly). Visitation to community centres tends to be less frequent but still relatively high – suggesting that most of this visitation occurs for events or special functions.

Frequency of households visit to the following recreation and related fitness facilities in Campbell River	Daily or Almost Daily (5 or more visits per week)	Weekly (1 or 2 times per week)	Monthly (1 or 2 visits per month)	A few times per year	Never
Trails in Campbell River	24%	38%	20%	15%	3%
Outdoor Parks and Amenities in Campbell River (e.g. playgrounds, picnic areas, skate and bike parks, splash park, etc.)	12%	32%	21%	24%	12%
Strathcona Garden Recreation Complex – Pool	9%	31%	18%	28%	14%
Strathcona Garden Recreation Complex – Arenas	12%	21%	10%	32%	25%
Centennial Outdoor Pool	4%	15%	13%	28%	41%
Ball Diamonds and Sports Fields in Campbell River	5%	22%	11%	20%	42%
Campbell River Sportsplex Gymnasium	2%	11%	11%	29%	47%
Community Centre – Gymnasium	1%	8%	8%	29%	54%
Community Centre – Other (e.g. multi-purpose program rooms, arts studios, etc.)	1%	5%	6%	33%	56%
Strathcona Garden Recreation Complex – Fitness and Wellness (e.g. weight room, program rooms, etc.)	4%	8%	4%	23%	62%
School Gymnasiums (after hours for non-school based programs and activities)	2%	7%	7%	17%	67%
Campbell River Sportsplex – Weight Room	4%	9%	6%	14%	68%
Campbell River Sportsplex - Racquetball and Squash Courts	1%	4%	4%	14%	77%
Community Centre – Seniors Centre	1%	3%	3%	7%	87%
Community Centre – Temporary Weight Room	1%	3%	4%	3%	89%

## Gold River Facility Utilization

The facility with the most visitation indicated in Gold River is the Gerry Morgan Memorial Centre Arena with 71% of respondents indicating that they visit the facilities at least monthly, with 16% indicating that they visit it daily or almost daily. The Anne Fiddick Aquatic Centre (68%) was the next most frequently visited facility on a monthly or weekly basis, followed by outdoor parks and amenities in Gold River (67%).

Frequency of household visits to the following recreation and related fitness facilities in Gold River	Daily or Almost Daily (5 or more visits per week)	Weekly (1 or 2 times per week)	Monthly (1 or 2 visits per month)	A few times per year	Never
Outdoor Parks and Amenities in Gold River	7%	24%	36%	24%	9%
Gerry Morgan Memorial Centre – Arena	16%	29%	26%	17%	13%
Anne Fiddick Aquatic Centre	7%	27%	35%	18%	14%
Trails in Gold River	9%	27%	27%	20%	18%
Ball Diamonds and Sports Fields in Gold River	9%	22%	27%	22%	19%
School Gymnasiums (after hours for non-school based programs and activities)	12%	25%	22%	21%	21%
Gerry Morgan Memorial Centre – Curling Rink	11%	28%	23%	11%	27%



## Tahsis Facility Utilization

Almost 60% of respondents indicated that they visit the Tahsis Recreation Centre Pool, 47% indicated that they use ball diamonds or sports fields and 40% indicated that they use outdoor parks and amenities at least weekly.

Frequency of household visits to the following recreation and related fitness facilities in Tahsis	Daily or Almost Daily (5 or more visits per week)	Weekly (1 or 2 times per week)	Monthly (1 or 2 visits per month)	A few times per year	Never
Outdoor Parks and Amenities in Tahsis	19%	21%	37%	21%	1%
Tahsis Recreation Centre – Swimming Pool	11%	48%	35%	4%	3%
Trails in Tahsis	24%	14%	42%	14%	5%
Tahsis Recreation Centre – Bowling Alley	8%	27%	41%	14%	9%
Tahsis Recreation Centre – Meeting and Program Rooms	1%	32%	35%	19%	12%
Ball Diamonds and Sports Fields in Tahsis	11%	36%	23%	18%	12%
Tahsis Recreation Centre – Fitness Room	18%	32%	31%	5%	14%
School Gymnasiums (after hours for non-school based programs and activities)	11%	21%	33%	21%	15%
Tahsis Recreation Centre – Gymnasium	8%	35%	14%	25%	18%



## Zeballos Facility Utilization

The school gymnasium and outdoor parks are important facilities for recreation use in Zeballos for weekly and monthly participation. 48% of respondents use the school gymnasium, 47% use trails, and 39% use outdoor parks and amenities at least weekly.

Frequency of household visits to the following recreation and related fitness facilities in Zeballos	Daily or Almost Daily (5 or more visits per week)	Weekly (1 or 2 times per week)	Monthly (1 or 2 visits per month)	A few times per year	Never
Ball Diamonds and Sports Fields in Zeballos	10%	15%	40%	34%	2%
Trails in Zeballos	6%	41%	20%	31%	2%
School Gymnasiums (after hours for non-school based programs and activities)	6%	42%	40%	9%	3%
Zeballos Community Hall	1%	31%	47%	17%	4%
Outdoor Parks and Amenities in the Zeballos (e.g. playgrounds, picnic areas, skate and bike parks, splash park, etc.)	2%	37%	35%	22%	5%



## Sayward Facility Utilization

The Kelsey Recreation Centre Pool (48%) and gymnasium (46%) and weight room (41%) were the most visited indoor facilities on a weekly or daily basis. Outdoor activity spaces such as trails (46%), and outdoor parks and amenities (44%) were also popular spaces visited weekly or daily.

Frequency of household visits to the following recreation and related fitness facilities in Sayward	Daily or Almost Daily (5 or more visits per week)	Weekly (1 or 2 times per week)	Monthly (1 or 2 visits per month)	A few times per year	Never
Trails in Sayward	15%	31%	28%	24%	2%
Outdoor Parks and Amenities in Sayward (e.g. playgrounds, picnic areas, skate and bike parks, splash park, etc.)	11%	33%	25%	27%	4%
Kelsey Recreation Centre - Swimming Pool	10%	38%	32%	8%	13%
Ball Diamonds and Sports Fields in Sayward	7%	31%	31%	18%	14%
Sayward Community Hall	4%	18%	49%	15%	14%
Kelsey Recreation Centre - Gymnasium	10%	36%	19%	20%	15%
Kelsey Recreation Centre - Multipurpose Room	15%	24%	24%	15%	21%
Kelsey Recreation Centre - Weight Room	17%	24%	21%	16%	22%
School Gymnasiums (after hours for non-school based programs and activities)	2%	31%	31%	10%	27%



## Electoral Area A Facility Utilization

Community Halls are the most visited indoor facility type in Area A (64% of respondents visit a Community Centre a minimum of once a month). Trails (73%) and ball diamonds and sports fields (71%) were indicated as having the most monthly use of facilities in the community.

Frequency of household visits to the following recreation and related fitness facilities in Electoral Area A (Kyuquot/Nootka-Sayward)	Daily or Almost Daily (5 or more visits per week)	Weekly (1 or 2 times per week)	Monthly (1 or 2 visits per month)	A few times per year	Never
Trails in Area A	8%	21%	44%	15%	11%
Community Halls in Area A	6%	30%	28%	23%	13%
Outdoor Parks and Amenities in Area A	8%	21%	25%	27%	18%
School Gymnasiums (after hours for non-school based programs and activities)	8%	25%	32%	16%	19%
Ball Diamonds and Sports Fields in Area A	7%	22%	42%	10%	19%

## Electoral Area B Facility Utilization

Outdoor parks and amenities are the most visited recreation amenities in Area B with 71% of respondents indicating that they visit a minimum of once a month. School gymnasiums are visited by 67% of respondents at least once a month, making them the most frequently visited indoor space.

Frequency of household visits to the following recreation and related fitness facilities in Electoral Area B (Cortes Island)	Daily or Almost Daily (5 or more visits per week)	Weekly (1 or 2 times per week)	Monthly (1 or 2 visits per month)	A few times per year	Never
Trails in Area B	16%	24%	26%	26%	8%
Community Halls in Area B	10%	18%	37%	26%	10%
Outdoor Parks and Amenities in Area B	14%	24%	34%	19%	10%
School Gymnasium (after hours for non-school based programs and activities)	12%	26%	29%	14%	20%
Ball Diamonds and Sports Fields in Area B	11%	12%	28%	24%	25%

## Electoral Area C Facility Utilization

Trails are the most frequently visited recreation amenity in Area C with 53% of respondents indicating that they visit them at least weekly.

Frequency of household visits to the following recreation and related fitness facilities in Electoral Area C (Discovery Islands - Mainland Inlets)	Daily or Almost Daily (5 or more visits per week)	Weekly (1 or 2 times per week)	Monthly (1 or 2 visits per month)	A few times per year	Never
Trails in Area C	24%	29%	17%	24%	6%
Outdoor Parks and Amenities in Area C	13%	26%	24%	29%	7%
Community Halls in Area C	5%	29%	38%	13%	17%
Ball Diamonds and Sports Fields in Area C	2%	4%	27%	35%	32%
School Gymnasiums (after hours for non-school based programs and activities)	4%	19%	20%	18%	40%

## Electoral Area D Facility Utilization

Similar to the other electoral areas trails are an important part of the community with 35% of respondents indicating that they visit them at least weekly. School gymnasiums had the least amount of reported use with 67% of respondents indicating that they never visit them.

Frequency of household visits to the following recreation and related fitness facilities in Electoral Area D (Oyster Bay-Butte Lake)	Daily or Almost Daily (5 or more visits per week)	Weekly (1 or 2 times per week)	Monthly (1 or 2 visits per month)	A few times per year	Never
Trails in Area D	12%	23%	30%	31%	5%
Outdoor Parks and Amenities in Area D (e.g. playgrounds, picnic areas, skate and bike parks, splash park, etc.)	4%	19%	35%	32%	11%
Ball Diamonds and Sports Fields in Area D	2%	3%	19%	27%	50%
School Gymnasiums (after hours for non-school based programs and activities)	0%	6%	9%	19%	67%

## First Nations Communities Facility Utilization

Respondents indicated high levels of use for most types of facilities. The community hall/centre/band office is the most frequently visited indoor space with 31% of respondents indicating that they visit this facility at least weekly.

Frequency of household visits to the following recreation and related fitness facilities in First Nations Communities	Daily or Almost Daily (5 or more visits per week)	Weekly (1 or 2 times per week)	Monthly (1 or 2 visits per month)	A few times per year	Never
Trails in or near First Nation's Communities	9%	17%	26%	37%	11%
Community Hall/Centre/Band Office	14%	17%	17%	33%	19%
Ball Diamond and Sports field	0%	27%	21%	27%	27%
School Gymnasium (after hours for non-school based programs and activities)	0%	22%	14%	33%	31%

## Importance of Recreation & Current Satisfaction Levels

Respondents were asked to indicate how important recreation and related opportunities are to their household and broader community. As reflected in the table, respondents place a high value on recreation both at a personal and community-wide level.

How important are recreation and related opportunities (parks, culture, the arts, etc.) to...	Very Important	Somewhat Important	Not Important	Unsure / No Opinion
...you and your household's quality of life	57%	30%	11%	2%
...the quality of life for all individuals in your community	59%	23%	15%	3%
...the appeal and attractiveness of your community for current and prospective residents	53%	30%	11%	6%
School Gymnasium (after hours for non-school based programs and activities)	0%	22%	14%	33%

## Satisfaction with Recreation Services

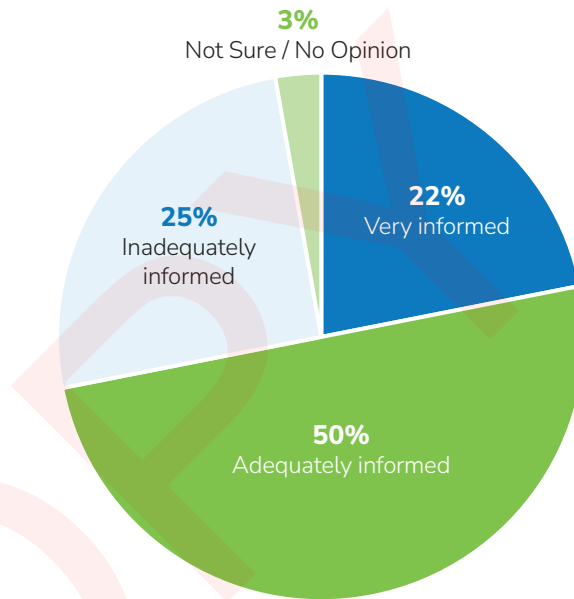
Respondents were asked to rank how satisfied they are with specific aspects of recreation services within their community. Respondents were most satisfied with their household's ability to access affordable recreation and active living opportunities (62%), followed by the quality of appealing recreation facilities within 60 minutes of travel time (61%), and within 30 minutes of travel time (60%). Respondents expressed the highest level of dissatisfaction with the availability of quality and appealing recreation facilities in their immediate community with 37% indicated that they are dissatisfied.

How satisfied are you with the following aspects of recreation services?	Very Satisfied	Somewhat Satisfied	Dissatisfied	Not Sure / No Opinion	Not Applicable to Your Community
The availability of quality and appealing recreation facilities that you can access in under a <b>60-minute travel time</b> .	17%	44%	27%	9%	4%
Your household's overall ability to access affordable recreation and active living opportunities.	17%	45%	28%	7%	3%
The availability of quality and appealing recreation facilities that you can access in under a 30-minute travel time.	16%	44%	27%	9%	3%
The availability of quality and appealing recreation and related (e.g. arts and culture) programming within a 30 minute drive of where you live.	12%	47%	22%	15%	4%
The availability of quality and appealing recreation and related (e.g. arts and culture) programming in your immediate community.	11%	45%	29%	13%	2%
The availability of quality and appealing <b>recreation facilities</b> in your <b>immediate community</b> .	10%	44%	37%	6%	3%

## Communication

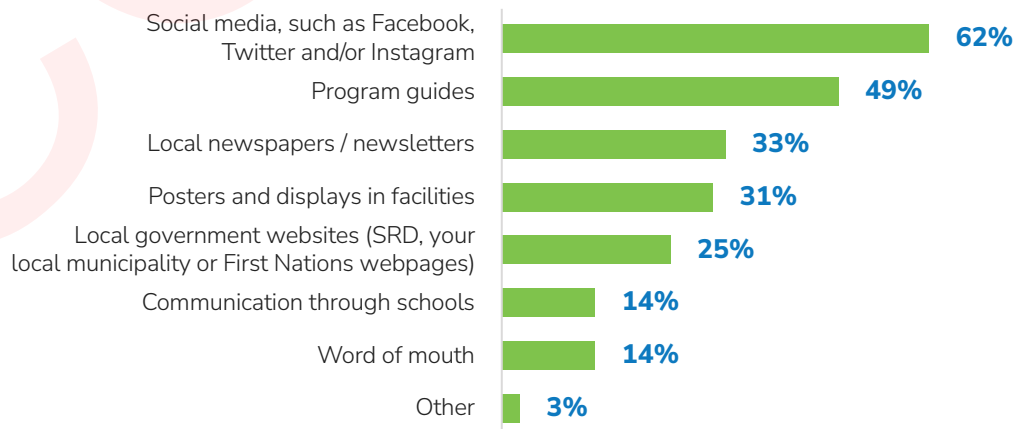
When asked about how informed respondents feel that they are about recreation and related opportunities, approximately 75% of respondents feel adequately or very informed about recreation opportunities. 25% of respondents feel that they are inadequately informed.

### How Informed do you feel about recreation and related opportunities?



Next, respondents were asked about how they prefer to learn about recreation and related opportunities. The top three responses were social media (62%), program guides (49%), and local newspapers/newsletters (33%). When respondents took the opportunities to write in their preferences the Tidelines was mentioned as a good resource for information sharing and many residents also expressed support for newsletters.

### How do you prefer to learn about recreation and related opportunities?



## Future Priorities

Respondents were provided with a list of considerations for setting future priorities and allocating financial resources, they were asked to rank these considerations from very important to not important. At least 50% of respondents indicated that sustaining facilities, increasing supply of programming, and updating current facilities are very important considerations.

### Considerations for Setting Future Priorities

Considerations for setting future priorities and allocating financial resources	Very Important	Somewhat Important	Not Important	Unsure / No Opinion
Sustaining all or most existing recreation facilities.	57%	34%	9%	1%
Increasing the supply of available programming.	52%	31%	15%	3%
Updating current facilities to ensure they are safe, inclusive and accessible for all residents (including equity deserving individuals and those facing physical or social barriers).	50%	32%	14%	4%
Keeping user fees as low as possible.	47%	36%	15%	3%
Developing new types of facilities to meet emerging needs and trends (e.g. types of programs or activities that are growing in popularity).	43%	36%	16%	5%
Focusing resources towards developing larger “hub” facilities with multiple amenities that serve residents from a broader catchment area (e.g. like the Strathcona Garden Recreation Complex or the Sportsplex in Campbell River).	41%	34%	17%	8%
Renovating / retrofitting aging facilities to achieve higher levels of energy efficiency and reflect a commitment to sustainability and addressing climate change.	37%	34%	23%	6%
Developing “branch” facilities and outreach programming to service smaller and remote communities	33%	37%	22%	8%
Decommissioning facilities that are underutilized and re-allocating these resources to higher value uses.	27%	42%	19%	12%

Next, respondents were asked about program priorities. They were asked to indicate which programming from the list provided should be a priority for investment in their local community or surrounding area. Water education safety (42%) was indicated the most often as priority for children and youth programming, while unstructured recreation opportunities and outdoor recreation programming was indicated the most often for adults ages 18 – 59 (34%), and programs that encourage socialization was indicated the most often as a priority for older adults ages 60+ (33%).

## Priority Programming for Investment

Priority Programming for Investment	Children and Youth (ages ~0 – 17)	Adults (ages ~18 – 59)	Older Adults (ages 60 and over)	I believe these opportunities are sufficiently provided
Nature based educational programming (e.g. trail / hiking safety and skills, camping skills, general outdoor knowledge courses, responsible OHV/ATV use courses, etc.)	36%	32%	23%	10%
Fitness and wellness programming	25%	32%	32%	12%
Unstructured recreation (e.g. the ability to play “drop-in” sports like basketball, badminton, etc.)	28%	34%	24%	13%
Organized sports	32%	32%	21%	14%
Visual arts and culture programming	26%	28%	30%	16%
Performing arts and culture programming	28%	28%	27%	18%
Programs for individuals facing social, physical, or cognitive barriers to participation	29%	32%	28%	11%
Programs that encourage socialization	29%	29%	33%	9%
Water education and safety	42%	26%	19%	13%
Aquatics fitness programming	22%	31%	31%	16%
Outdoor recreation programming (e.g. rock climbing, paddling programs, etc.)	32%	34%	22%	12%

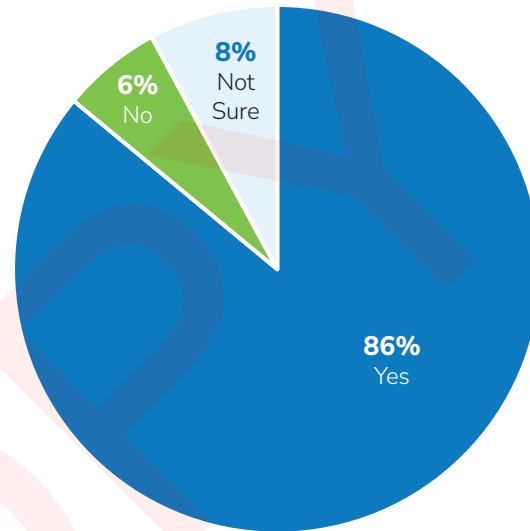
### Sub-Segment Findings:

Respondents living outside of Campbell River identified adult and senior programming as a priority in all categories.

## Regional Collaborations

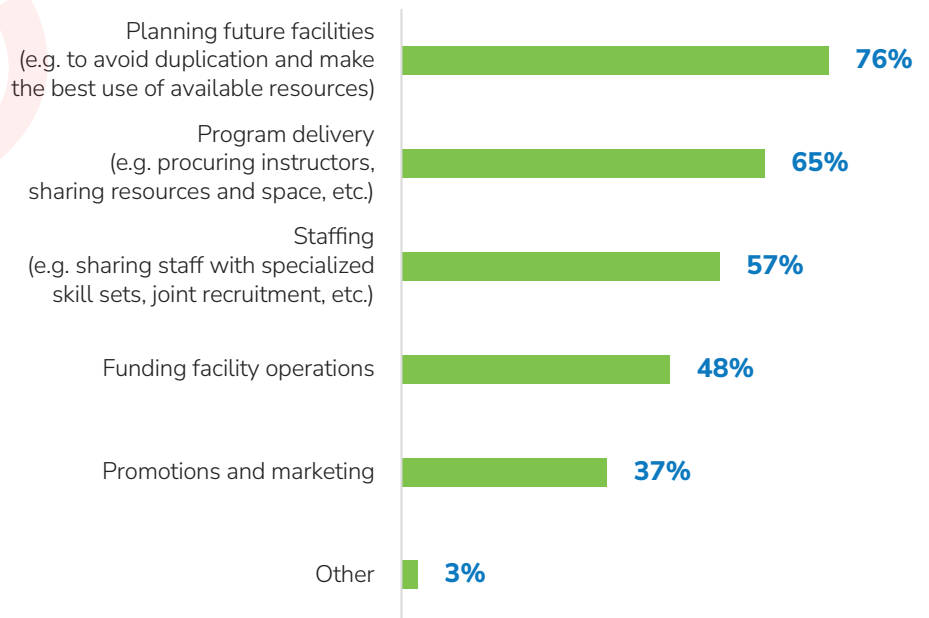
As illustrated by the adjacent graph, over three quarters (86%) of respondents expressed support for the idea of the SRD and local communities collaborating and partnering to provide recreation opportunities.

### Do you support the idea of the SRD and local communities collaborating and partnering to provide recreation opportunities?



Those respondents in support of regional collaboration were next given a list of potential ways in which collaboration could occur. Facility planning (76%), program delivery (65%) and staff sharing (57%) were identified by over half of respondents.

### Areas that the SRD, municipalities and First Nations should consider collaborating and partnering to provide recreation services



# 3.3. Stakeholder Discussion Session Themes

## Overview

23 organizations / interests were engaged through a series of discussion sessions in the late summer and early fall of 2022. The intent of these discussions sessions were to explore a number of key topics pertaining to recreation in the region, including:

- Current state (strengths and gaps).
- Future opportunities to get more people, more active.
- Potential opportunities for, and limitations of, regional collaborations.
- The roles and ways in which programming and facilities are currently being delivered.

Some discussion sessions were held in-person while others were conducted virtually. Summarized in the following tables is a listing of the organizations / interests that participated in the discussions.

### User Groups / Recreation Interest Groups

- Men's / Youth Soccer
- Women's Hockey League
- Hurricanes Girls Hockey
- Campbell River Skating Club
- Campbell River Minor Hockey
- Pickleball
- Campbell River Salmon Kings
- Campbell River Slo-Pitch
- Campbell River Disc Golf Club

### Government (First Nations, Municipalities and Regional District Representatives)

- Gold River (CAO)
- Mowachaht-Muchalaht First Nation
- Ka:'yu:'k't'h'/Che:k'tleset'h First Nation
- Village of Zeballas (CAO)
- Village of Sayward (Recreation Manager & CAO)
- Nuchatlaht First Nation
- Village of Tahsis
- City of Campbell River (staff session)
- Strathcona Regional District (staff session)
- mentioned above Wei Wai Kum First Nation
- Quadra Island Recreation Society (staff and Board member)

### Other Public Sector Agencies and Organizations

- School District 72
- Island Health

## Key Themes

While the stakeholders held a wide array of viewpoints and perspectives a number of key themes emerged through the discussions. These themes and other notable points of interest are summarized as follows.

### Current State of Recreation

- The pandemic has had significant impacts on recreation program delivery in terms of both the ability to provide services and participation levels.
- Smaller communities rely heavily on volunteers and part-time staff. While some communities noted that this is a strength, others identified recruiting and retaining these individuals as a significant challenge.
- Expectations for programs and activities vary based on the size of communities.

### Trends and Changes

- Growth in outdoor based recreation, including hiking, mountain biking, and ocean based sports.
- Pickleball and disc golf are growing rapidly.
- Continued demand for aquatics programming (especially lessons and aqua-fitness). However, instructor and guarding limitations are a factor in meeting demand.
- Increasing recognition of the synergies between recreation and public health – but more work is needed to bring initiatives together.

### Overall Perspectives on Collaboration

- In theory a “no brainer”, but implementation (the how?) and buy-in are always a challenge.
- The SRD needs to be the leader and bring forward options and ideas for consideration.
- General belief that regional collaboration needs to start with some “easy wins” and then move forward accordingly.
- Need to think more broadly about the benefits of recreation and less about boundaries.
- Some stakeholders were curious to learn more about the purpose of the study and why regional recreation was being explored at this time. While most agreed that increased collaboration is a good thing, many of these stakeholders were wary of a process that leads towards total integration or centralization of services.

### Smaller, Remote Community Perspectives

- While supportive of more collaboration, communities have minimal financial or staff resources to contribute to broader initiatives.
- Like the notion of cost sharing on facility upkeep and operations, but keen to preserve local control over programming and space use.
- Would also benefit from sharing expertise (e.g. marketing, programming), staffing (e.g. lifeguards, summer programming staff to visit community periodically).
- Support Reconciliation and see recreation as a platform to advance it.
- Some particular interest in outdoor recreation opportunities (both for residents and to encourage visitation)

### Community User Group / Recreation Interest Group Perspectives

- Would like one contact for bookings, fees and issues management.
- Identified the importance of being customer focused at facilities (working with groups to find solutions, not put up barriers).
- Generally satisfied with the supply of sports and recreation infrastructure, however the need for higher quality sports fields and diamonds was identified by a handful of stakeholders.

### Other Themes and Points of Interest

- Schools are recognized as important sites of recreation and opportunities exist to better leverage this infrastructure for community benefit.
- Island Health has a number of preventative health initiatives and resources; opportunities exist to continue building relationships and cross-promoting health and recreation smaller communities.



# 4.0 Trends in Recreation



## 4.1. Trends Context

While providers of recreation opportunities need to be in-touch with the local dynamics and needs of their community, it is also important to remain up to date on emerging demands and trends being experienced regionally, provincially, nationally and beyond. Understanding broader trends can help anticipate future demands, opportunities, and align with best practice.

Summarized as follows are a number of important trends pertaining to activity participation, service delivery, and recreation (and related) infrastructure. These trends are supported by available research and data. A list of sources is provided in the appendices.



## 4.2. Participation Trends and Preferences

The following table identified key trends in recreation activity participation and preferences.

Trends	Description and Potential Impacts
Evolving nature of older adult activity preferences	<ul style="list-style-type: none"> <li>• Older adults are seeking more moderately active and multi-generational pursuits.</li> <li>• Activities like pickleball and group fitness are likely to continue growing in popularity.</li> <li>• Younger older adult cohorts may be less inclined to visit “seniors centres” and prefer integration into community recreation facilities.</li> </ul>
Demand for spontaneous / unstructured types of recreation opportunities	<ul style="list-style-type: none"> <li>• While structured and organized programming is important, there is an increasing desire for activities that are less organized and available on-demand.</li> <li>• Likely to result in continuing and growing demands for open gymnasium time, open pool time, shinny ice, and fitness centres.</li> </ul>
Youth sport participation driven by a desire for skill development opportunities, cost, and flexibility for both participant and parent	<ul style="list-style-type: none"> <li>• The professionalization of youth sports have increased cost. Many youth and parents also balk at the time commitment which can impact other recreational pursuits.</li> <li>• Growth in shorter duration programming (e.g. sessional instead of seasonal).</li> <li>• Growth of youth activities like mountain biking and skiing that have more flexibility and a multi-generational dynamic.</li> </ul>
The impacts of the COVID-19 pandemic on programming, activity demands, and facility expectations	<ul style="list-style-type: none"> <li>• While still unknown, it is likely that the pandemic will have some lasting impacts.</li> <li>• Observed impacts to date include higher expectations of facility cleanliness, a desire for more space and less crowding, and a spike in demand for outdoor and nature based recreation (likely as a result of individuals having discovered these pursuits during pandemic facility disruptions).</li> </ul>
Continuing demand for leisure based aquatics	<ul style="list-style-type: none"> <li>• While aquatics opportunities in general remain popular, the most significant growth area is leisure based aquatics (includes family swimming, play based swimming, etc.).</li> <li>• Likely to continue resulting in demands for amenities like lazy rivers, splash features, slides, shallow water pools, etc.).</li> <li>• Perceived quality of leisure aquatics offerings will drive pool visitation.</li> </ul>
Demand for indoor walking / running	<ul style="list-style-type: none"> <li>• While a longstanding offering in colder climates, there is increasing demand for indoor walking / running tracks to be included in south coast recreation facilities. Potential factors for this demand could include more variable weather (wetter winters, hotter summers) and age demographics.</li> </ul>
Growth of ‘wheeled sports’	<ul style="list-style-type: none"> <li>• Including trail-based activities (mountain biking, e-biking, etc.) and park amenity based activities (e.g. skateboarding, scootering, etc.).</li> <li>• E-scooters and e-bikes have become more prevalent as modes of day to day transportation.</li> </ul>

## 4.3. Service Delivery Trends

The following table identified key trends and best practices in the delivery of public sector recreation and related services.

Trends	Description and Potential Impacts
Reconciliation and Decolonization	<ul style="list-style-type: none"> <li>• Recognition of the need to decolonize sport and recreation and use these activities as a platform to achieve reconciliation.</li> <li>• Many communities have formally identified how their service provision can align with and help achieve relevant Calls to Action identified in the Truth and Reconciliation Commission of Canada's Final Report.</li> <li>• Integrating Indigenous art and naming into facilities is an example of how recreation facility provision can advance decolonization.</li> </ul>
Equity and inclusion as key drivers of service delivery	<ul style="list-style-type: none"> <li>• While public sector providers of recreation and related services have usually had a strong inclusion and equity focus, an even greater level of attention has been placed on these key elements of service delivery in recent years across the sector.</li> <li>• In addition to subsidy programs, emerging best practices include staff training to better guide interactions with equity deserving and racialized individuals and increased offerings of low barrier programming.</li> </ul>
Partnerships and collaborations	<ul style="list-style-type: none"> <li>• The growing cost to build and operate facilities has made partnerships even more important.</li> <li>• The regional district model in BC provides a structure from which service partnerships can be developed.</li> <li>• Partnerships with the school system, service agencies, public health, First Nations and the private sector continue to be explored by many regional districts and municipalities.</li> </ul>
Evolving nature of volunteerism	<ul style="list-style-type: none"> <li>• Contrary to popular belief, volunteer rates are not declining but volunteer preferences are.</li> <li>• Individuals are more commonly seeking shorter duration volunteer roles with pre-set timeframes and levels of commitment.</li> <li>• Finding volunteers for board roles and coaching / program delivery is becoming significantly more challenging, especially in a post-pandemic context.</li> </ul>

## 4.4. Infrastructure Trends

The following table identifies key trends and best practices in recreation and related infrastructure.

Trends	Description and Potential Impacts
Increasing user expectations for facility amenities and 'creature comforts'	<ul style="list-style-type: none"> <li>• Expectations for amenities such as wifi and food services.</li> <li>• Growing demand for social space before facility point of purchase.</li> </ul>
Leisure aquatics focus for new pools and existing pool enhancements / expansions	<ul style="list-style-type: none"> <li>• Most aquatics facility development and enhancement projects tend to be focused on adding leisure water space and amenities (e.g. lazy rivers, splash features, leisure pools, slides, wave riders, etc.).</li> </ul>
Developing large span spaces	<ul style="list-style-type: none"> <li>• Large span dry-floor recreation spaces (double gymnasiums, fieldhouses, flexi-halls, etc.) have the adaptability to evolve over time with trends.</li> <li>• Developing these spaces is becoming increasingly preferred / prioritized over purpose built spaces.</li> </ul>
Changerooms	<ul style="list-style-type: none"> <li>• Evolving societal demands and expectations for changerooms, especially pertaining to aquatics facilities (e.g. demand for more family changerooms and larger, more comfortable change areas and amenities).</li> <li>• Many public recreation and community centre facilities are struggling with providing washroom equity and access for vulnerable individuals with patron concerns over safety.</li> </ul>
Integration between indoor and outdoor facilities and amenities	<ul style="list-style-type: none"> <li>• Scarce land supply and operational efficiencies are continuing to drive this trend.</li> </ul>

# 5.0 Summary of Key Research and Engagement Findings



The following table summarizes key findings from the research and engagement presented in Sections 2 – 4 of this study document. These key findings identify important considerations for future recreation service provision in the region and inform the future approaches and recommendations outlined in Section 6.

Key Finding	Potential Impacts on Regional Recreation
<p>Recreation activity preferences and demands are as diverse and unique as the communities within the SRD.</p>	<ul style="list-style-type: none"> <li>• Recreation services in the SRD need to balance local community needs with avoiding duplication.</li> <li>• The built and natural environments of communities and areas across the SRD both influence recreation preferences. Service provision needs to leverage existing and available resources.</li> </ul>
<p>Residents and stakeholders are generally supportive of increased levels of regional collaboration.</p>	<ul style="list-style-type: none"> <li>• Collaboration and partnerships may be necessary in some instances to sustain recreation service delivery, while in other cases it can help optimize what already works relatively well.</li> <li>• Members of the public and stakeholders generally recognize that sustaining existing facilities and / or building new ones will be challenging for a single jurisdiction to undertake on their own.</li> <li>• Creating “buy-in” is likely to be an ongoing process that needs to demonstrate benefits.</li> </ul>
<p>Recreation infrastructure is aging and will require re-investment.</p>	<ul style="list-style-type: none"> <li>• Major facilities such as the Strathcona Garden and Sportsplex will continue to require significant levels of re-investment.</li> <li>• The existence of pools in smaller communities like Tahsis and Gold River is unique. While these facilities are highly valued, the cost of sustaining infrastructure, finding lifeguards, and overall operations will be challenging.</li> <li>• Communities across the region have varying levels of asset management practices and understanding of asset condition. Access to more comprehensive and complete data on asset condition and lifespan will be important to inform decision making and funding.</li> </ul>
<p>Many residents access recreation facilities and programs across jurisdictional boundaries.</p>	<ul style="list-style-type: none"> <li>• It will be important for service providers in the SRD to continue exploring innovative ways to create a more cohesive system, reduce barriers, and avoid duplication.</li> <li>• Residents have increasing expectations for programming and facility quality.</li> </ul>
<p>Recreation can be a key community development mechanism.</p>	<ul style="list-style-type: none"> <li>• Residents and stakeholders believe that recreation can build community and help realize a host of social and economic benefits.</li> <li>• Increased cross-sectoral collaborations present an opportunity to further capitalize on natural synergies between recreation, public health and education (amongst other).</li> </ul>
<p>There is not a single regional funding “best practice” approach in BC.</p>	<ul style="list-style-type: none"> <li>• Determining how to fund recreation as a service area challenges most regional districts in the province. In recent years many regional districts have re-visited their funding models and partnerships – often driven by the need to replace or undertake significant investment in aging infrastructure.</li> <li>• Regional funding discussions are best undertaken when all involved recognize that “benefit” extends beyond just simply who uses the facility and considers how recreation facilities can contribute to regional vibrancy and the ability to attract and retain residents.</li> </ul>

# 6.0 Potential Future Approaches & Considerations



## 6.1. The Benefits and Rationale for Increased Regional Collaboration

The findings of this study support that increased levels of regional collaboration should be pursued. The notion of regional collaboration has high levels of public and stakeholder support as well as the opportunity to provide wide ranging benefits, including:

- The opportunity to create efficiencies and make the best use of available resources;
- The opportunity to share successes and expertise; and
- Maximizing overall recreation participation and the wide-ranging benefits accrued from getting more people, more active.

In addition to the benefits of collaborating, working together may be a necessity given the increasing costs and complexities of providing services. Recreation facilities are becoming more expensive to construct and operate, resulting in the need for multiple jurisdictions to leverage available funding to sustain service levels within a region.

Regional funding and service delivery partnership in B.C and across Canada are usually formed as a result of the following two common circumstances:

1. Residents in multiple jurisdictions generally agree that an amenity is too important and beneficial for their community to not have access to either locally or within a reasonable drive; and
2. A single jurisdiction is challenged or unable to sustainably fund the provision of the amenity on their own (operating and / or capital).

Pools and regional parks are two major amenity types that are commonly part of regional funding partnerships due to the above noted reasons.



## Aquatics Provision on North-Central Vancouver Island

As alluded to on the previous page, indoor aquatics facilities are a common amenity type provided through a regional funding partnership. The table below provides an overview of aquatics facility funding models along the north-central areas of Vancouver Island. As reflected by the table, the majority of aquatics facilities receive funding support from multiple jurisdictions.

Facility	Regional Funding Partners
Ravensong Aquatics Centre (located in Qualicum Beach)	Operated by the Regional District of Nanaimo and funded by residents within the City of Parksville, Town of Qualicum Beach, and RDN Electoral Areas E, F,G, and H.
City of Nanaimo Indoor Pools (Nanaimo Aquatics Centre and Beban Park)	Operated by the City of Nanaimo and funded by residents within the City, District of Lantzville, and RDN Electoral Areas A, B, and C.
Comox Valley Regional District Indoor Pools (Sports Centre and Aquatics Centre)	Operated by the CVRD through the Comox Valley Recreation Complexes Service that includes the City of Courtenay, Town of Comox, Village of Cumberland, and CVRD Electoral Areas A, B, and C (not including Denman and Hornby Islands).
Echo Aquatic Centre (located in Port Alberni)	Operated by the City of Port Alberni and funded by residents within the City and ACRD Electoral Areas D, E and F.
Cowichan Aquatic Centre (Duncan)	Operated by the Municipality of North Cowichan and historically funded by residents within the City of Duncan, Municipality of North Cowichan, Town of Lake Cowichan, and CVRD Electoral Areas A, B, C, E, F, and I. *See note after table.
Frank Jameson Community Centre (Ladysmith)	Operated by the Town of Ladysmith and historically funded by residents within the Town and CVRD Electoral Area G and H. *See note after table.
<i>Strathcona Gardens (Campbell River)</i>	<i>Operated by the Strathcona Regional District and funded by residents within the City of Campbell River and SRD Electoral Area D.</i>
<i>Anne Fiddick Aquatics Centre (Gold River)</i>	<i>Operated and solely funded by the Village of Gold River.</i>
<i>Tahsis Recreation Centre (Tahsis)</i>	<i>Operated and solely funded by the Village of Tahsis.</i>
<i>Kelsey Recreation Centre (Sayward)</i>	<i>Operated and solely funded by the Village of Sayward</i>

\*The Cowichan Valley Regional District has recently approved a new Bylaw 4438 that will shift funding completely towards a new usage-based model in which every jurisdiction within the CVRD will pay based on actual resident use. The new approach is being phased on over 3 years.

## Key Finding:

Most aquatics facilities of a similar size to Strathcona Gardens along the north-central areas of Vancouver Island have a more comprehensive regional funding model than what is currently in place for Strathcona Gardens. This includes regional funding contributions to pools located in service centres with a population that is similar or larger to Campbell River (Courtenay / Comox, Nanaimo, Duncan / North Cowichan). There are very few communities with aquatics facilities as small in municipal population as Gold River and Tahsis from which to compare.



## Identifying Regional Assets

Similar to the aquatics context, regional parks are often designated as such when deemed highly important to residents across multiple jurisdictions and the resources of a single jurisdiction cannot effectively manage and/or fund the park asset. The following table reflects an approach used by the Regional District of Okanagan Similkameen<sup>1</sup> to classify regional vs local parks. **While parks were out of scope and not a focus area of this study, many of these same characteristics could be applied when determining whether an amenity is regional / sub-regional in nature.**

Characteristics	Regional Park	Local Park
<b>Visitor Experience</b>	<ul style="list-style-type: none"> <li>Nature-based outdoor recreation – mostly unstructured and spontaneous</li> <li>Connection to and appreciation of nature</li> <li>Interpretation</li> </ul>	<ul style="list-style-type: none"> <li>Spontaneous, structured &amp; active outdoor recreation</li> <li>Structured sport</li> <li>Community gathering</li> <li>Water play</li> <li>Interpretation</li> </ul>
<b>Regional Uniqueness / Significance</b>	<ul style="list-style-type: none"> <li>Regionally unique recreation opportunity and / or conservation value.</li> <li>Regionally unique / important area for Indigenous peoples</li> </ul>	<ul style="list-style-type: none"> <li>Locally important recreation opportunity.</li> </ul>
<b>Conservation Importance</b>	<ul style="list-style-type: none"> <li>Protects regionally significant ecological, Indigenous and / or cultural areas and / or features.</li> </ul>	<ul style="list-style-type: none"> <li>Limited regional conservation value. Local conservation value or education on wildlife, ecosystems, or ecosystem processes.</li> <li>May protect locally significant cultural area or feature.</li> </ul>
<b>Typical Visitation</b>	<ul style="list-style-type: none"> <li>Electoral Area residents, regional residents, and visitors from abroad.</li> </ul>	<ul style="list-style-type: none"> <li>Electoral Area residents.</li> <li>Limited or no visitation from beyond the Electoral Area</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>For the benefit of the region as-a-whole (residents of electoral areas and municipalities).</li> </ul>	<ul style="list-style-type: none"> <li>For the benefit of electoral area residents.</li> </ul>
<b>Typical Size</b>	<ul style="list-style-type: none"> <li>Variable, but typically much larger than local parks.</li> </ul>	<ul style="list-style-type: none"> <li>Variable, but typically much smaller than regional parks.</li> </ul>
<b>Requisition</b>	<ul style="list-style-type: none"> <li>Funded through region-wide requisition (electoral area and municipal).</li> </ul>	<ul style="list-style-type: none"> <li>Funded through Electoral Area requisition.</li> </ul>

<sup>1</sup> Regional District of Okanagan Similkameen Parks, Trails, and Recreation 10-year Game Plan

## Other Examples of Regional and Multi-Jurisdictional Funding

While pools and regional parks reflect the two most commonly funded regional amenities, there are numerous examples of other recreation and sport amenities on Vancouver Island for which inter-jurisdictional funding agreements have been developed. The following table identifies some selected examples.

Amenity Type	Examples of Regional Funding
Sports fields	<ul style="list-style-type: none"> <li>• The City of Courtenay, Town of Comox, and Comox Valley Regional District partner to fund sports fields projects and operations.</li> <li>• 21 sports fields in the designated Southern Recreation Area within the City and Regional District of Nanaimo are funded by residents from the City, District of Lantzville, and Electoral Areas A, B, and C.</li> <li>• Sports fields within the RDN's District 69 Recreation Services Area are funded by residents from the City of Parksville, Town of Qualicum Beach, and Electoral Areas E, F, G, and H.</li> </ul>
Arenas	<ul style="list-style-type: none"> <li>• The Oceanside Place Arenas in Parksville (RDN operated) are funded by residents from the City of Parksville, Town of Qualicum Beach, and Electoral Areas E, F, G, and H as part of the District 69 Recreation Services Area.</li> <li>• City of Nanaimo Arenas are funded by residents from the City, District of Lantzville, and Electoral Areas A, B, and C.</li> <li>• A number of arenas within the Cowichan Valley Regional District (Cowichan Lake Sports Arena, Fuller Lake Arena, and Kerry Park Recreation Centre) are regionally funded <i>*See note after table.</i></li> </ul>
Community centres and complexes (e.g. with fitness, dry-floor program space, etc.)	<ul style="list-style-type: none"> <li>• The Cowichan Valley Regional District has identified 9 "regionally significant facilities" that are funded regionally as per the new Bylaw 4438. Amenities within these facilities include aquatics, arenas, community centres, fitness rooms, arts and cultural amenities, and multi-purpose program spaces. <i>*See note after table.</i></li> <li>• The Comox Valley Regional District has established the Comox Valley Recreation Complexes Service that oversees arena, swimming pools, and the curling centre (funded by residents from City of Courtenay, Town of Comox, Village of Cumberland, and CVRD Electoral Areas A, B, and C (not including Denman and Hornby Islands).</li> </ul>

*\*The Cowichan Valley Regional District has recently approved a new Bylaw 4438 that will shift funding completely towards a new usage-based model in which every jurisdiction within the CVRD will pay based on actual resident use. Their approach is being phased on over 3 years.*

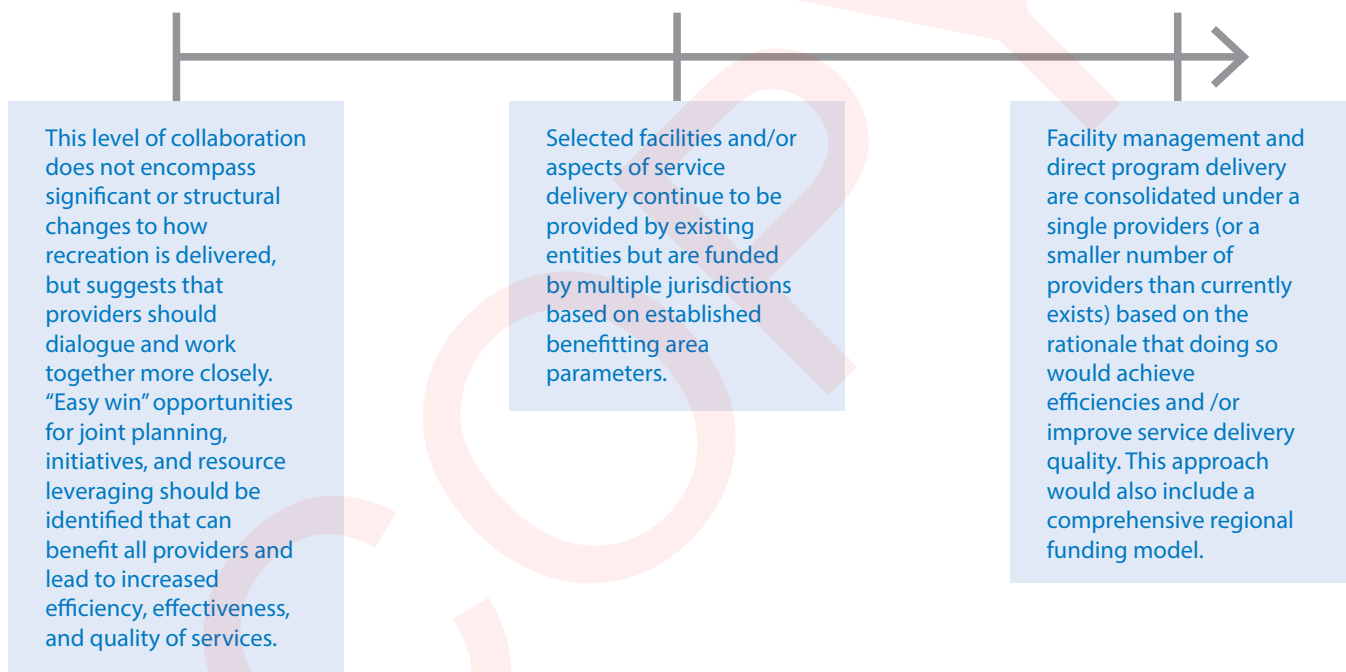
### Key Finding:

In most situations, when amenities like arenas and community centres / complexes are regionally funded it is part of a comprehensive regional recreation service that is inclusive of multiple amenities and program delivery.

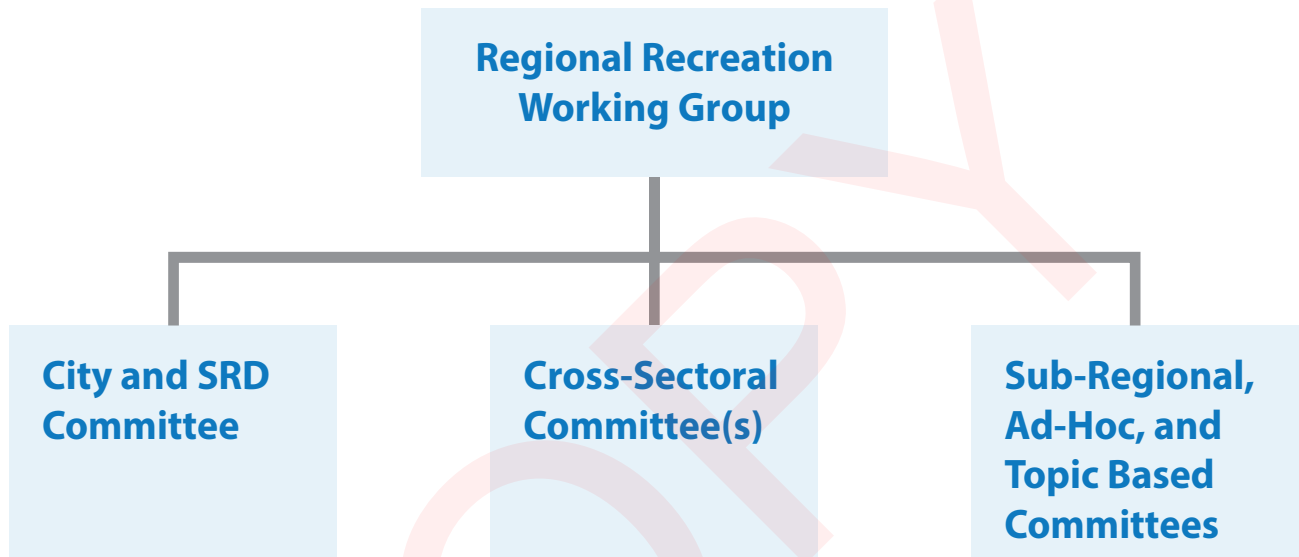
## 6.2. Potential Levels of Collaboration

When considering increased levels of regional collaboration to deliver recreation services, three overarching approaches exist as illustrated by the continuum graphic. The provision of regional recreation could advance along the continuum over time or stay fixed within one of these approaches.

Regional Recreation System Optimization      Funding Services Regional or Sub-Regionally      Amalgamated Service Delivery



It is strongly recommended that jurisdictions within the SRD work together to achieve **Regional Recreation System Optimization**. Outlined as follows is a recommended structure that can help create a more collaborative system of recreation service provision that benefits all providers and ultimately enhances the opportunities available for residents.



The **Regional Recreation Working Group** should consist of the SRD and all municipalities in the region. First Nations communities should additionally be invited to formally join the working group and all committees. The working group should be structured to provide a platform for ongoing dialogue on region-wide recreation topics, issues, opportunities. As importantly, the existence of this group will enable increased networking and lead to a better understanding of recreation across the region. Agendas for quarterly meetings can be fluid and evolve as needed, however committee reports should be embedded as regular agenda items to ensure all working group members are kept up to date on ongoing initiatives across the region. The working group should additionally be tasked with identifying potential sub-regional / ad-hoc / topic-based committees and cross-sectoral committees (as well as when committee can be retired or evolve to meet other needs).

The City and SRD committee will enable collaborative discussions around a number of key topics and opportunities specific to the Campbell River area. The following table identifies recommended initiatives that this committee should focus on over the next 1 – 5 years.

Recommended Initiatives	Potential Benefits	Key Implementation Steps and Actions
Making recreation programming more accessible and convenient.	<ul style="list-style-type: none"> <li>• Increased convenience (reduced barriers) for residents in the Campbell River area can help increase participation levels and facility utilization.</li> <li>• Reflects a positive commitment to a more customer focused approach.</li> </ul>	<ul style="list-style-type: none"> <li>• Implement a “one pass” system that enables access to all facilities and drop-in programming in the Campbell River area.</li> <li>• Consider developing a single recreation opportunities website and/or mobile app.</li> </ul>
Collaborative staff and volunteer training.	<ul style="list-style-type: none"> <li>• Leverages available resources.</li> <li>• Reduces redundancy (e.g. for specialized skill sets).</li> </ul>	<ul style="list-style-type: none"> <li>• Identify functional areas where joint staff and volunteer training should occur.</li> </ul>
Marketing and promotions.	<ul style="list-style-type: none"> <li>• Creates consistent messaging; reflecting the reality that some residents don’t know (and may not need to know) whether recreation services are SRD or City provided.</li> <li>• Leverages available resources.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure City and SRD marketing and communication staff collaborate.</li> <li>• Consider shifting towards a joint recreation brand and/or messaging.</li> <li>• Consider developing a single recreation opportunities website and/or mobile app (as previously identified under the first initiative).</li> </ul>
Consistency in key aspects of operations.	<ul style="list-style-type: none"> <li>• Aligning some procedures and policies can create increased convenience for users.</li> <li>• Opportunities for operational efficiencies.</li> <li>• Over time, will provide better and more consistent data that can inform programming and other capital decision making.</li> </ul>	<ul style="list-style-type: none"> <li>• Through the committee, identify opportunities for alignment (e.g. rates and fees, allocations, etc.).</li> <li>• Work towards aligning data collection and management systems.</li> </ul>

**Sub-regional, ad-hoc, and topic-based committees** should be identified and formed as needed through the overall Regional Recreation Working Group to provide a mechanism for dialogue and collaboration on key issues and opportunities. Participation in these committees will be voluntary with the respective communities being able to determine if the committee is applicable to them or not. The following table identifies examples of potential committee that could be considered over the next five years.

Potential Committee	Role / Purpose
Specific facility / service area topics	<ul style="list-style-type: none"> <li>Formed to identify options and potential solutions for specifically identified situations that require input from multiple jurisdictions (e.g. an existing regional or sub-regional facility in need of significant capital reinvestment, funding discussions, etc.).</li> </ul>
Opportunities exploration	<ul style="list-style-type: none"> <li>Committees formed around potential opportunities exploration (e.g. sport and recreation tourism, alignment with other regional initiatives, etc.).</li> <li>These committees can explore potential collaborations, share ideas, discuss experiences, etc.</li> </ul>
Opportunities and best practices alignment	<ul style="list-style-type: none"> <li>These committees can explore potential ways to align certain practices (e.g. facility assessments, program data and trends tracking, etc.).</li> <li>Committees could also be formed to look at best practices and potential approaches for emerging topics in recreation (e.g. growth of pickleball, best practices to ensure accessibility and inclusion across the region, etc.).</li> </ul>

**Cross-sectoral committees** present a significant opportunity to create logical and mutually beneficial connections between recreation services and other sectors. These committees can help explore potential synergies, initiatives, and partnerships. Identified below are sectors that should be considered for cross-sectoral committees.

Potential Committee	Role / Purpose
Public health	<ul style="list-style-type: none"> <li>Opportunity to explore initiatives and programs (and associated funding opportunities) that achieve both public health and recreation mandates.</li> <li>Creates a structure for ongoing dialogue and collaboration.</li> </ul>
School system	<ul style="list-style-type: none"> <li>Structure to explore the most effective ways to optimize community use of school facilities and school use of community facilities (e.g. joint use agreements).</li> <li>Structure for regularly communication and collaborating on mutually beneficial initiatives (e.g. encouraging youth activity, facility projects, etc.).</li> </ul>
Business community	<ul style="list-style-type: none"> <li>Identify opportunities to use recreation, sports, and culture to attract non-local visitation and spending.</li> <li>Engage the business community in recreation and related topics, issues, and opportunities.</li> </ul>
Social services	<ul style="list-style-type: none"> <li>Identify opportunities and mechanisms to increase recreation access, equity and inclusion.</li> <li>Identify potential initiatives and programs that can achieve both social service and recreation mandates.</li> <li>Provides a mechanism for increased insights into the needs of equity deserving and potentially underserved segments of the community or region.</li> </ul>

As a next step, it is recommended that the Regional Recreation Working Group further explore potential committee opportunities with these identified sectors.

## 6.3. Regional Recreation Funding Considerations & Options

If more comprehensive regional funding is to be considered in the SRD, three critical elements need to be determined:

1. What constitutes a regional facility?
2. Who should fund it?
3. How should it be funded?

An ideal process would see these three questions being answered sequentially. This sub-section of the study outlines some parameters for consideration to help advance future discussions.

### Identifying Sub-Regional Facilities

The adjacent provides a starting point, or classification hierarchy, for recreation facilities. Based on the geographically vast and unique context of the Strathcona Regional District, **it is reasonable to state that there are no fully regional facilities** that should be funded by all ratepayers within the SRD. **There are however a few facilities within the SRD that could qualify as a sub-regional facilities** and therefore potentially warrant consideration for ongoing regional funding.

Facility Classification	Description and Potential Funding Parameters
Regional	These facilities provide a benefit to all residents in the SRD and are therefore appropriate to receive funding from all jurisdictions.
Sub-Regional	These facilities provide a benefit to residents in two or more jurisdictions within the SRD and should therefore be funded by those specific jurisdictions within the region.
Local	These facilities benefit residents in a single jurisdiction and are not candidates for regional funding.

To provide an initial basis for further analysis, facilities with an indoor pool plus at least one other indoor programming space were identified as warranting consideration as a sub-regional facility. Four facilities within the SRD currently meet this initial screening criteria:

- Anne Fiddick Aquatics Centre (Gold River)
- Kelsey Recreation Centre (Sayward)
- Strathcona Gardens (Campbell River)
- Tahsis Recreation Centre (Tahsis)

## Why were facilities with a pool plus at least one other indoor program space used as an initial basis for identifying potential sub-regional facilities?

Indoor pools represent an amenity with both a high resident value and significant cost structure to provide which is often beyond the means of a single jurisdiction. Other non-aquatics program spaces that are either directly attached or co-located on the same site as an aquatics facility furthermore help create a package or hub of recreation opportunity. While these non-aquatics program spaces may also exist at facilities deemed as being “local” and may not necessarily be regionally servicing amenities themselves, it is recommended that they remain included within the funding model for the identified sub-regional facility as it is impractical (and often inaccurate) to separate out costs solely for the pool and does not reflect the context of how users engage with the different spaces.

## Important Considerations When Determining Funding (Benefitting) Areas

A key step to enacting a multi-jurisdictional funding model for recreation services requires partners for the potential service to establish funding area parameters (sometimes referred to as benefitting area parameters to reflect that there is a correlation between benefit and contributions).

**There is no standardized or legislated approach to determining which areas should be included within a recreation service funding area.** The determination of a regional funding area is highly contextual based on geography and a host of other dynamics. Electoral Areas within regional districts are diverse and often include those that are remote as well as those located adjacent to urban centres (effectively suburbs of a city). Commuting distance (e.g. 30 or 45 minute drive) is sometimes used as a proxy for attempting to determine whether residents are close enough to a potential regional or sub-regional facility to justify paying for those services. While this is a reasonable factor, access for direct usage should not be the only consideration applied. Funding areas should be evaluated as benefitting areas based on both the direct and indirect benefits of recreation.

- **Direct benefit:** accrued through direct use of the facility (e.g. me or my family are healthier and happy because we regularly use the facility or service).
- **Indirect benefit:** accrued to all regardless of use (e.g. lower rates of crime, higher property values, access to professionals like doctors, economic benefits, etc. all exist because of the facility or service).

It is recognized that determining a “benefitting area” using indirect benefit considerations is more challenging than solely using direct benefits (which can be measured and quantified through usage survey and/or admissions data) and requires a philosophical buy-in on behalf of elected officials and residents. This philosophical buy-in to the broad-based benefits of recreation and related services occurs at the local level in most community and rationalizes why most community’s subsidy amenities and programming. Regional funding partnerships simply extend this rationale across a wider geographic area.

## Summary of Key Benefiting Area Considerations:

When determining a potential regional funding (benefitting) area, the following core concepts need to be understood and accepted by all jurisdictional representatives:

- Recreation facilities and services provide important indirect benefits that cannot be simply measured by usage. Metrics like resident use and drive time should be balanced by available data and engagement on resident's perceived value of a facility, available indicators on public health that may be attributed to the facility or programming, property value impact, and engagement with individuals that relocate to a region in order to better understand their key decision making factors (e.g. the extent to which major recreation facilities or services were a factor).
- Across any regional facility or service partnership, some jurisdictions will benefit more than others (e.g. have higher levels of resident use or service levels) and it is practically impossible to formulate a model which is completely equal.



## Recreation Services on Smaller Island Communities

A unique characteristic of many jurisdictions along the south coast and, in particular, those on Vancouver Island are the handful of small island communities located in relatively close proximity to larger service centres with BC Ferries service. The table below provides an overview of recreation provision on several of the more populated islands along the east coast of Vancouver Island.

Island Community	Population (2021 Statistics Canada)	Recreation Service Delivery Situation
Salt Spring Island	11,635	<ul style="list-style-type: none"> <li>Residents fund their own service (Salt Spring Island Parks, Arts Recreation &amp; Culture) that includes a community centre and pool. Operations of the service managed by the Capital Regional District through a services agreement.</li> <li>Do not fund recreation services in other jurisdictions but are part of a broader CRD regional parks system.</li> </ul>
Pender Island	2,467	<ul style="list-style-type: none"> <li>Residents fund limited recreation services and grants through the Parks and Recreation Commission (overseen by the Capital Regional District).</li> <li>Do not fund any recreation services in other jurisdictions but are part of a broader CRD regional parks system.</li> </ul>
Gabriola Island	4,500	<ul style="list-style-type: none"> <li>Residents fund recreation services provided by the Gabriola Recreation Society (funding administered by the Regional District of Nanaimo).</li> <li>Parks services encompass all of Electoral Area B (Gabriola, Mudge and DeCourcy Islands).</li> <li>Do not fund any recreation services in other jurisdictions (e.g. Nanaimo).</li> </ul>
Denman Island	1,391	<ul style="list-style-type: none"> <li>Residents fund recreation grants through taxes collected and a grant program administered by the Comox Valley Regional District.</li> <li>Do not fund any recreation services in other jurisdictions (e.g. Courtenay or Comox).</li> </ul>
Hornby Island	1,225	<ul style="list-style-type: none"> <li>Residents fund recreation grants through taxes collected and a grant program administered by the Comox Valley Regional District (e.g. Courtenay or Comox).</li> </ul>
Quadra Island	2,472	<ul style="list-style-type: none"> <li>Residents fund recreation services provided by the Quadra Island Recreation Society.</li> <li>Do not fund any recreation services in other jurisdictions (e.g. Campbell River).</li> </ul>

## Identifying Potential Funding (Benefitting) Areas For Sub-Regional Facilities in the SRD

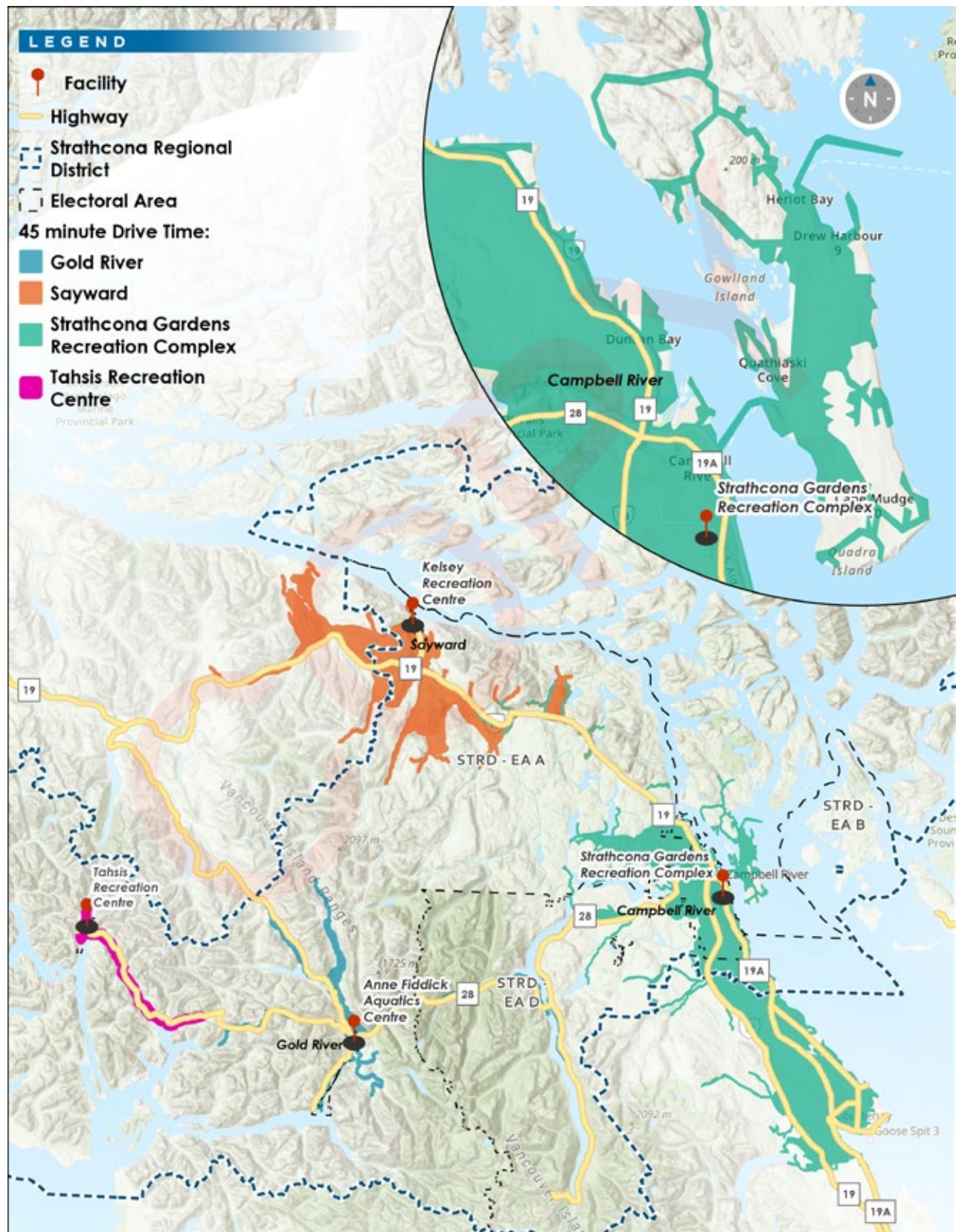
High level GIS based analysis<sup>2</sup> was conducted to identify jurisdictions with more than 50% of residents living within a 45-minute drive of the four sub-regional candidate facilities. It is important to reiterate that there is not a standard used across B.C. used to define reasonable drive time access nor sufficient level of benefit to a jurisdiction. This evaluation metric simply represents a logical, initial way of screening the potential sub-regional facilities. As reflected in the table, the Kelsey Recreation Centre (Sayward) and Strathcona Garden (Campbell River) are suggested as warranting further consideration for sub-regional funding.

Facility	Suggested for Further Sub-Regional Funding Consideration?	Rationale
Anne Fiddick Aquatics Centre (Gold River)	No	• Only 17% of EA A and 5% of EA D residents live within a 45-minute drive of the facility.
Kelsey Recreation Centre (Sayward)	Yes	• 56% of EA A residents live within a 45-minute drive of the facility.
Strathcona Gardens (Campbell River)	Yes	• 30% of EA A, 100% EA C*, and 100% of EA D residents live within a 45-minute drive of the facility.
Tahsis Recreation Centre (Tahsis)	No	• Only 3% of EA A residents live within a 45-minute drive of the facility.

\*The analysis for Electoral Area C is not able to distinguish between residents living on Quadra Island and other islands and inlets within this vast and remote geographic jurisdiction. The total population of Electoral Area C was counted at 2,662 by the last Statistics Canada Census (2021) and various sources estimate the permanent resident population of Quadra Island at between 2,400 – 2,600 residents (reflecting that the vast majority of individuals included within the analysis are Quadra Island residents).

2 Analysis conducted using Statistics Canada Census data available through Esri Business Analyst.

## 45-Minute Catchment Areas for Potential Sub-Regional Facilities



## Funding Mechanisms

Three general methods exist for apportioning funding across jurisdictions that participate in a sub-regional recreation service or facility partnership. The following table provides an overview of these methods and examples of where they are applied. In several situations across B.C., a combination or hybrid of these approaches are used. **As previously noted, an ideal process would result in discussions on specific funding mechanisms occurring after clarity exists on facilities that are to be included within the funding model and the determination of funding (benefitting areas) based on accepted rationale around the direct and indirect benefits of recreation at a regional level.**

Methods	Description	Examples
Taxation	<p>Two sub-options exist within this approach:</p> <ul style="list-style-type: none"> <li>• Property tax assessment</li> <li>• Parcel tax (levying the same amount on each parcel or establishing thresholds based on a parcel value range).</li> </ul>	<ul style="list-style-type: none"> <li>• The Comox Valley Regional District and Regional District of Central Kootenay use property tax assessment as a basis for funding for facilities operated by the respective regional district.</li> <li>• The North Peace Leisure Pool is funded by the City of Fort St. John and Electoral Areas B and C using property tax assessment.</li> <li>• <b>The Strathcona Gardens is funded by City and Electoral Area D residents based on assessment.</b></li> </ul>
Population Distribution	<p>The proportion that the jurisdictions (municipalities and electoral areas) population accounts for as a total of the benefitting area population is used to determine funding responsibility (e.g. if Electoral Area 'X' has 25% of the benefitting areas population, 25% of the funding responsibility is apportioned to that electoral area).</p>	<ul style="list-style-type: none"> <li>• No known examples exist of this approach being used solely to determine funding responsibility.</li> <li>• The Peninsula Recreation Commission (Sidney, North Saanich and Central Saanich) use population distribution as part of their funding model.</li> <li>• The Regional District of Nanaimo uses population distribution as part of the funding model for some facilities.</li> </ul>
Resident Use	<p>Funding responsibility is determined based on determining actual resident use of the facility or services.</p>	<ul style="list-style-type: none"> <li>• The Cowichan Valley Regional District has used this approach with other funding methods for a number of years. In October 2022 the funding bylaw was amended and usage will be phased in as the sole method for apportioning funding responsibility across the various jurisdictions.</li> <li>• The Regional District of Nanaimo uses utilization as part of the funding model for some facilities.</li> <li>• The City and District of North Vancouver apportion funding responsibility for operating based on an annual accounting of utilization.</li> </ul> <p><i>*In the CVRD and RDN usage is determined by conducting a statistically representative survey of facility users every ~5 years.</i></p>

The following table further expands on the potential advantages and disadvantages of the three potential funding approaches.

Approach	Advantages	Disadvantages
Taxation	<ul style="list-style-type: none"> <li>In theory, assessment aligns ability to pay with contribution to the service (using assessment value as a proxy for ability to pay). The alternate taxation approach to assessment, parcel tax, more evenly distributes responsibility but still captures residents with multiple properties.</li> <li>Recognizes that recreation service levels have a positive impact on property values.</li> </ul>	<ul style="list-style-type: none"> <li>Contrasting the identified advantage, tax assessment places a higher level of funding responsibility on ratepayers with higher value properties which some may view as disproportionate relative to their use or benefit from the service.</li> </ul>
Population Distribution	<ul style="list-style-type: none"> <li>Easy to administer (Statistics Canada Census data provides a validated source that is updated every 5 years)</li> <li>Easy to communicate and explain.</li> </ul>	<ul style="list-style-type: none"> <li>Does not take into account factors like capacity to pay and assumes benefit is equitable across all jurisdictions within the funding area.</li> </ul>
Resident Use	<ul style="list-style-type: none"> <li>Creating alignment between use and funding is seen as a logical approach by some.</li> </ul>	<ul style="list-style-type: none"> <li>Challenging and costly to accurately measure, especially for facilities with dynamic types of both individual and organized group based activities (e.g. pools).</li> <li>Does not reflect that the benefit of an amenity or service to a jurisdiction can be indirect and accrued beyond simply direct resident use (e.g. ability to attract and retain needed skill sets, community vibrancy, increased property values, etc.).</li> </ul>

## 6.3. Conclusions and Next Step Considerations

This section of the study provides a resource to help guide subsequent discussions and decision making on regional recreation funding in the SRD. As discussed throughout this section, there are no definitive guidelines for establishing sub-regional recreation funding areas and models. Establishing a successful and sustainable sub-regional recreation funding model requires conceptual buy-in to the direct and indirect benefits of recreation and an acknowledgement that a single jurisdiction is challenged with sustainably operating some amenity types that generate a significant benefit to a broader geographic area beyond their own boundaries.

Most regions and sub-regions along north-central Vancouver Island have established funding partnerships. **In fact, it can be accurately stated that the Strathcona Regional District is an outlier in terms of funding partnerships for recreation facilities** (5 of the 7 regional districts on Vancouver Island have regional funding partnerships that encompass 3 or more jurisdictions).

**Two potential facilities have been identified as warranting potential sub-regional funding** based on the criteria presented in this section.

- **Strathcona Gardens** with the City of Campbell River and Electoral Areas C and D considered as potential contributors.
- **Kelsey Recreation Centre** with the Village of Sayward and Electoral Area A considered as potential contributors.



As a next step, administration and elected officials will need to further evaluate whether regional funding is palatable to ratepayers and communicate the benefits of potential regional funding partnerships for recreation. Provided as follows are several additional considerations related to future discussions on sub-regional funding.

- **While there are no known precedents for smaller island communities funding recreation facilities in adjacent urban centres on Vancouver Island, there is reasonable rationale to support that Quadra Island residents benefit from and access an array of services and opportunities in the urban centres that they can access via public ferry services, including recreation.** Data from BC Ferries reflects that from 2018 to 2020 (pre-COVID-19 pandemic) Route 23 (Quadra Island to Campbell River) facilitated between 6,260 - 6,269 trips and 867,406 – 871,056 trips annually reflecting the high volume of commuting between Quadra Island and Campbell River for work and other services. While usage should not be the sole basis for assessing benefit (as discussed throughout this document), better understanding Quadra Island resident utilization of the Strathcona Gardens and the broader indirect benefits of the facility to EA C residents can help inform future decision making.
- **A reasonable counterargument to establishing a sub-regional funding model for recreation is that residents in adjacent jurisdictions were not originally involved in the decision to build major facilities and incur the long-term legacy impacts and responsibilities of the facility.** This argument is especially valid in smaller communities that offer an amenity type not typically found in similarly sized communities. Further exploration of sub-regional funding in the SRD needs to consider this perspective and potentially evaluate / define what a reasonable level of facility service is in a community.

- **Future discussions on regional recreation funding may be prudent to also consider establishing a regional parks service.** Similar rationale to funding partnerships for major indoor amenity types exists for parks that benefit residents in multiple jurisdictions. Additional exploration is needed to evaluate whether the parks and trails inventory context fits a change in current practice.

Regardless of whether the SRD and its partners move forward with a sub-regional funding approach for recreation, the Regional Recreation System Optimization recommendations contained in Section 6.2 should be advanced. Increasing dialogue, identifying “easy win” opportunities to share knowledge and resources, and collaborating on planning will benefit the provision of recreation at all levels and ultimately lead to more effective and efficient service delivery.

# Appendices



# Appendix A: Trends and Leading Practices References

## British Columbia Recreation and Parks Association (BCRPA)

**Relevance:** BCRPA offers a wealth of resources and supports to recreation providers within the province and fulfills an important advocacy role for the sector, ensuring that the broad based benefits of investment in recreation infrastructure is well understood by decision makers in all levels of government. Resources available through BCRPA helps identify trends and leading practices for the delivery of recreation services.

URL: [www.bcrpa.bc.ca](http://www.bcrpa.bc.ca)

## A Framework for Recreation in Canada 2015: Pathways to Wellbeing

**Relevance:** The Framework is essentially a Master Plan for the recreation sector in Canada and includes a renewed definition for recreation, a Vision, Mission, Values, Principles of Operation and five Goal areas (Active Living, Inclusion and Access, Connecting People and Nature, Supportive Environment and Recreation Capacity). Aligning with the Framework at the local level reflects a commitment to best practice and the broader objectives of the recreation sector across Canada. Development of the Framework also included significant research and engagement, providing data points that gives key insights into how Canadians view and value recreation and related opportunities.

URL: [www.crpra.ca](http://www.crpra.ca)

## Sport for Life and Long-Term Development

**Relevance:** Sport for Life is a leader in advancing physical literacy and lifelong activity participation. The Long Term Development (LTD) framework consists of eight stages focused on ensuring basic skill development that can foster success (measured as lifelong physical activity for all and, for some individuals, success at advanced levels of sport). All National Sport Organizations in Canada are required to have an LTD plan.

URL: [www.sportforlife.ca](http://www.sportforlife.ca)

## The Bench – The Canadian Parks and Recreation Association's Online Resource

**Relevance:** The Bench provides the recreation sector with an online platform to learn and grow. The platform includes a resource library and discussion groups and has quickly become a key place to obtain information and supports on various initiatives and emerging topics.

URL: [www.thebenchcpra.ca](http://www.thebenchcpra.ca)

## Provincial and National Sport Organization website

**Relevance:** Most Provincial Sport Organizations (PSO's) and their governing bodies, National Sport Organizations (NSO's), provide varying levels of annual reports and data on sport participation. In British Columbia, viaSport, oversee most PSO's.

## Statistics Canada

**Relevance:** Statistics Canada captures participation data in sports, recreation and physical activity through its Census program. This data is available publicly and used by a myriad of academic and non-academic organizations to identify trends and changes in active living participation and other related data points (e.g. volunteerism).

URL: <https://www150.statcan.gc.ca/n1/pub/11-627-m/11-627-m2019039-eng.htm>









## STAFF REPORT

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**DATE:** April 19, 2021 **FILE:** 0550-04 Board

**TO:** Chair and Directors,  
Regional Board

**FROM:** Dave Leitch  
Chief Administrative Officer

**RE:** RECREATION SERVICE FEASIBILITY STUDY

### **PURPOSE/PROBLEM**

To consider undertaking a feasibility study to examine potential synergies between recreation services and programs delivered by the Strathcona Regional District and member municipalities.

### **EXECUTIVE SUMMARY**

The attached report was reviewed at the April 14, 2021 meeting of the Strathcona Gardens Commission at which time the following resolution was passed:

Evans/Grunerud: SGC 51/21

THAT the Committee recommend a feasibility study be completed to explore regional recreation service synergies throughout the Strathcona Regional District.

The Board has established a regional feasibility study reserve to fund initiatives that have potential regional implications and, in the event the Commission's resolution is supported by the Board, it is recommended that the study in question be funded from that source.

### **RECOMMENDATIONS**

1. THAT the report from the Chief Administrative Officer be received.
2. THAT up to \$50,000 be authorized to be spent from the Regional Feasibility Study Reserve to fund a regional recreation services feasibility study.

Respectfully:



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Dave Leitch  
Chief Administrative Officer

**Prepared by:** T. Yates, Corporate Services Manager

Attachments: Copy of April 9, 2021 report to the Strathcona Gardens Commission



## STAFF REPORT

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**DATE:** April 9, 2021

**FILE:**

**TO:** Chair and Commissioners,  
Strathcona Gardens Commission

**FROM:** David Leitch  
Chief Administrative Officer

**RE:** Recreation Service Feasibility Study

### **PURPOSE/PROBLEM**

To consider a feasibility study to examine potential synergies between recreation services and programs delivered by the Strathcona Regional District and member municipalities.

### **EXECUTIVE SUMMARY**

The City of Campbell River and the Strathcona Regional District both deliver a suite of recreation services to residents. Operationally there may be opportunities to collaborate and determine synergies that exist between the services and programs delivered. Other member municipalities may also be interested in exploring opportunities to collaborate on recreation services.

A feasibility study by a third-party consultant would help to identify potential synergies and operational efficiencies. The Strathcona Regional District has the capacity to lead the project, working with a consultant and member municipalities to:

- complete an analysis of existing recreation services, assets, facilities and programs,
- review recreation trends and future needs,
- identify opportunities for regional collaboration in the delivery of recreation services,
- identify potential operational synergies (training, program software, purchasing etc.).

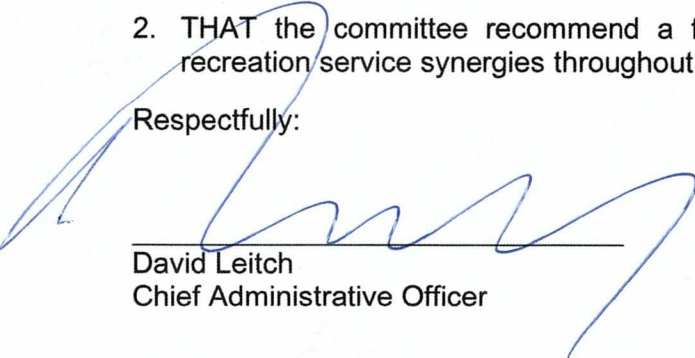
The scope of the project will be further refined through discussions with member municipalities and board approval.

If supported by the Regional Board this study is estimated to cost \$50,000 which could be funded through the Feasibility Studies budget.

### **RECOMMENDATIONS**

1. THAT the report from the Chief Administrative Officer be received.
2. THAT the committee recommend a feasibility study be completed to explore regional recreation service synergies throughout the Strathcona Regional District.

Respectfully:

  
\_\_\_\_\_  
David Leitch  
Chief Administrative Officer

**HISTORY/BACKGROUND**

At the August 20, 2020, City of Campbell River Council meeting, the following resolution was passed:

*Cw20-0098 Babchuk/Evans*

*That City staff work directly with Strathcona Regional District Staff to explore synergies with public recreation services in Campbell River.*

Strathcona Regional District staff have had informal discussions with the City of Campbell River staff and agree there may be opportunities to improve efficiencies and benefit from economies of scale. Previous conversations with other member municipalities have also indicated the desire to pursue potential partnerships for recreation service delivery.

**FINANCIAL CONSIDERATIONS**

The funds required to complete the study are available within the Feasibility Studies budget.

**INTERGOVERNMENTAL/REGIONAL IMPLICATIONS**

The Strathcona Regional District has an opportunity to lead discussions which will help sustain and improve regional recreation service levels in a fiscally responsible manner. This project may also provide direction for the Strathcona Regional District to lend support to individual community recreation services.

***Prepared by: Renée LaBoucane, Manager Strategic Initiatives***

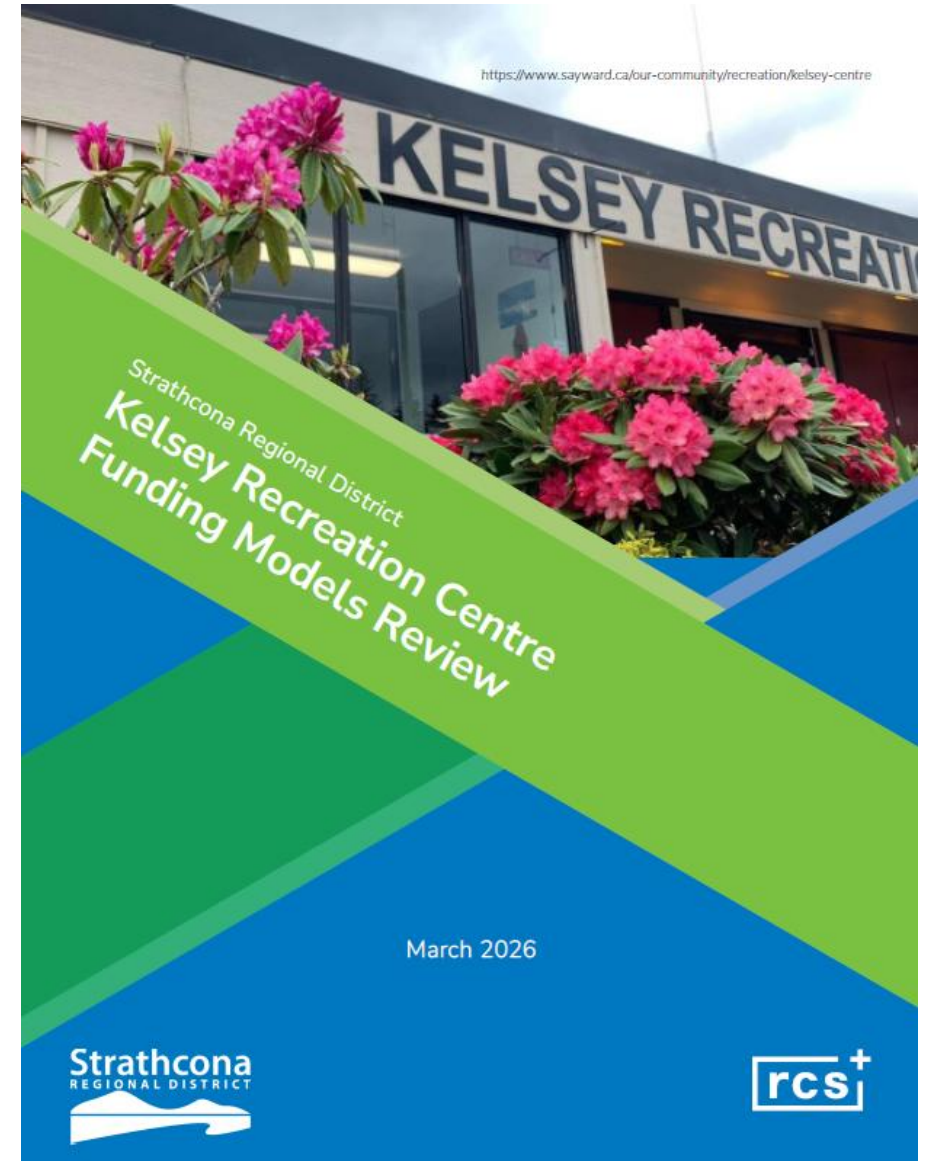


# Kelsey Recreation Centre Funding Models Review

Regional District Board Presentation (March 25, 2026)

# Presentation Overview

1. Study Background and Context
2. Kelsey Centre Benefits Context and Financial Analysis
3. Summary, Recommendations, and Actions



# Study Background and Context

- Along with the Strathcona Gardens Recreation Complex, the 2024 Regional Recreation Services Feasibility Study identified the **Kelsey Centre as a potential candidate for expanded sub-regional funding** based on the following considerations:
  - Amenity hub
  - Proximity of non-contributing residents in Electoral Area A to the facility
- The study explored the benefits rationale and potential move forward options for the facility as it pertains to sub-regional funding.
- **Important context:** the Kelsey Centre has experienced service disruptions in recent years and is currently not offering regular programming.

# The Benefits of Recreation

- Public recreation services provide numerous **physical, social, and community benefits.**
- **Indirect benefits**, those that are accrued regardless of direct use, provide a **core rationale for investing in (subsidizing) in recreation.**
- As further outlined in the following slides, **the Kelsey Centre has provided significant benefits to the Sayward Valley** in an efficient manner.

# Summary of Key Findings from the Operating Analysis

- While at full operations, the Kelsey Centre typically required a net operating subsidy in the range of \$180,000 - \$270,000 annually. **This figure is lower (better) than most other small community facilities with an indoor pool.**
- In 2024, the total number of pool visits was 4,317. This figure reflects 5.8 swim visits per capita using the Village population and 3.2 swim visits per capita using the Village + EA A population. **Both figures reflect a strong level of use.**
- **The Village is an outlier in the provision of indoor aquatics.**

# Catchment Area Considerations

- Similar to the Gardens scenario, the determination of a sub-regional funding area needs to consider a **reasonable level of access and 'benefitting area'**.
- The 2024 Regional Recreation Services Feasibility Study included preliminary GIS analysis which reflected that approximately **56% of EA A residents live within a 45-minute drive** of the Village boundaries.
- The Heritage Hall Service Boundary Area reflects a potential geographic boundary that could be used.

# Financial Modelling and Considerations

- Previous analysis conducted by the Village estimated the cost savings of decommissioning the pool but retaining the other dry floor spaces to be ~\$70,000.
- Village estimates to decommission the entire facility reflected a cost savings of approximately \$193,000 (\$63,000 required to sustain basic systems, insurance, etc.).
- Engagement conducted by the Village last spring reflects the importance of the facility to Sayward Valley residents, but a limited willingness to incur increased taxes.

# Financial Modelling and Considerations (continued)

For the purposes of the study's analysis, the following base figures were used:

- \$2,000,000 for required capital reinvestment into the facility.
- \$270,000 annual operating cost

The tables to the right reflect the average impact per home based on two facility operations scenarios: full and partial.

*\*Figures shown reflect preliminary analysis using several assumptions that will require further review.*

Funding Scenarios at Full Facility Operations

Annual Cost Component*	Shared Service	
	Portion of EA A**	Village***
\$270,000 Operating	\$507	\$391
\$118,424 Debt Servicing	\$222	\$172
<b>TOTAL ANNUAL COST</b>	<b>\$729</b>	<b>\$563</b>

Funding Scenarios at Partial (50%) Facility Operations

Annual Cost Component*	Shared Service	
	Portion of EA A**	Village***
\$135,000 Operating	\$254	\$196
\$118,424 Debt Servicing	\$222	\$172
<b>TOTAL ANNUAL COST</b>	<b>\$476</b>	<b>\$368</b>

# Summary

- Recreation services provides significant value and benefits – regardless of the future direction for the Kelsey Centre there is a need to ensure Sayward Valley residents have access to recreational opportunities.
- The Kelsey Centre has been a successful, highly valued, and effectively operated facility but requires capital reinvestment and a significant ongoing subsidy to re-initiate and sustain operations.
- The limited catchment area for the facility (760 – 820 residents; 305 residential folios) is a structural financial challenge.

# Recommendations

- If an expanded funding area is considered, it should not include all of EA A but rather a reasonable benefitting area. The Heritage Hall Service Area provides a sound point of reference for a potential service area.
- Before proceeding with establishing a sub-regional funding area for the Kelsey Centre, it is prudent to first explore the viability / future of the facility.

# Suggested Actions

- Review potential participating jurisdictions and service area alignment (using the financial impacts outlined in the study, clarify interest in moving forward).
- Complete updated technical assessments and define capital scope.
- Confirm financial capacity and service delivery options.
- Undertake Board decision making.

Thank You



## STAFF REPORT

**For:** Mayor and Council

**Prepared by:** Jeannie Bradburne, CPA, CGA, MBA, Pacific Coastal Consulting

**Subject:** **Five Year Financial Plan Bylaw No. 522, 2026**

**Meeting date:** April 14, 2026

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### PURPOSE

To consider the annual Financial Plan Bylaw, which outlines planned revenues and expenditures, and sets out the Municipality's objectives and policies for the period of 2026-2030.

### BACKGROUND

Section 165 of the *Community Charter* states that a municipality must have a five-year financial plan that is adopted, by bylaw, before the annual property tax rate bylaw is adopted. The Financial Plan Bylaw and Tax Rate Bylaw must be approved by Council before May 15<sup>th</sup> of each year as set out in the *Community Charter*. The 2026-2030 Financial Plan package including operating and capital revenues and expenditures was approved by Council at the March 31, 2026 Council meeting. For certainty, the Financial Plan may be amended at any time.

### DISCUSSION

Section 166 of the *Community Charter* requires that Council undertake a process of public consultation regarding the proposed Financial Plan prior to the bylaw being adopted. This consultation included inviting members of the public to participate in each of the meetings identified in the plan's timeline to provide feedback to staff and Council, and inviting any additional comments to be submitted to staff.

Members of the public spoke at the February 17, 2026, March 17, 2026, and March 31, 2026 meetings. No further comments were received by municipal staff.

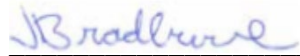
Staff have prepared the 2026-2030 Financial Plan bylaw as directed by Council and recommend that Council give first, second, and third readings at the April 14, 2026 regular Council meeting.

**RECOMMENDATIONS**

THAT Council:

1. Receives the Five-Year Financial Plan Bylaw No. 522, 2026 staff report for information and discussion.
2. THAT Five Year Financial Plan Bylaw No. 522, 2026 be given first, second, and third readings.

Respectfully submitted,



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Jeannie Bradburne, CPA, CGA, MBA  
Principal, Pacific Coastal Consulting

*Approved for Council package*

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Andrew Young, MCIP, RPP  
Chief Administrative Officer &  
Corporate Officer

Attachment:

1. Five Year Financial Plan Bylaw No. 522, 2026



**VILLAGE OF SAYWARD  
BYLAW NO. 522**

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**A BYLAW TO ESTABLISH A FIVE-YEAR FINANCIAL PLAN (2026-2030)**

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**WHEREAS** under Section 165 of the *Community Charter* the Council of the Village of Sayward is required to adopt a five-year financial plan prior to adopting the annual tax bylaw;

**NOW THEREFORE**, the Council of the Village of Sayward, in open meeting assembled, enacts as follows:

1. This Bylaw may be cited as **“Five Year Financial Plan Bylaw No. 522, 2026”** and shall become effective upon adoption.
2. Schedule “A” and “B” attached hereto and forming part of this Bylaw are hereby adopted and is the Financial Plan for the Village of Sayward for the five-year period from January 1, 2026 to December 31, 2030.

Read a first time on the \_\_\_\_ day of April 2026.

Read a second time on the \_\_\_\_ day of April 2026.

Read a third time on the \_\_\_\_ day of April 2026.

Adopted on the \_\_\_\_ day of April 2026.

Certified a true copy of Bylaw No. 522  
this \_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_

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Chief Administrative Officer  
Village of Sayward

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**Mayor**

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**Corporate Officer**

**Village of Sayward**  
**2026 – 2030 Five Year Financial Plan Bylaw No. 522, 2026 – Schedule A**

	2026	2027	2028	2029	2030
<b>REVENUES</b>					
<b>Taxation</b>					
Property Value Taxes	853,593	981,632	1,040,530	1,102,962	1,169,140
Parcel Taxes	0	0	0	0	0
Utilities/Payments in Lieu of Taxes	14,086	14,457	14,837	15,228	15,630
<b>Total Taxation</b>	<b>867,679</b>	<b>996,089</b>	<b>1,055,368</b>	<b>1,118,191</b>	<b>1,184,770</b>
<b>Fees and Charges</b>					
Recreation	1,865	1,865	1,865	1,865	1,865
Licences/Permits	5,170	5,239	5,310	5,382	5,456
Sewer Utility	111,402	118,380	125,483	133,012	140,993
Water Utility	209,675	240,025	264,027	290,430	319,473
Solid Waste Fees	56,077	58,881	61,825	64,916	68,162
Other Revenue	130,428	129,394	130,375	131,402	132,478
<b>Total Fees and Charges</b>	<b>514,616</b>	<b>553,785</b>	<b>588,886</b>	<b>627,008</b>	<b>668,427</b>
<b>Other Revenue</b>					
Federal Government Grants	78,620	78,620	81,765	81,765	81,765
Provincial Government Grants	330,000	330,000	330,000	330,000	330,000
Capital Asset Grants	1,311,522	0	0	0	0
Other Grants	2,500	122,873	2,500	2,500	122,873
<b>Total Other Revenue</b>	<b>1,722,642</b>	<b>531,493</b>	<b>414,265</b>	<b>414,265</b>	<b>534,638</b>
<b>Proceeds From Borrowing</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Transfers Between Funds</b>					
Statutory Reserve Funds	0	0	0	0	0
Surplus/Reserve Accounts					
<b>TOTAL REVENUE</b>	<b>3,104,938</b>	<b>2,081,367</b>	<b>2,058,519</b>	<b>2,159,464</b>	<b>2,387,835</b>
<b>EXPENSES</b>					
<b>Municipal Purposes</b>					
General Government Services	956,724	903,642	918,960	934,829	959,273
Fire, Emergency & Protective Services	20,413	19,042	19,678	20,351	21,063
Public Works, Roads, Drainage	177,611	226,453	230,531	234,729	239,053
Parks & Recreation	126,017	137,371	141,518	145,909	150,563
Sewer Utility	116,360	126,790	129,083	131,458	133,918
Water Utility	227,626	265,451	270,315	275,360	280,598
Solid Waste Operations	63,175	65,577	68,075	70,673	73,375
Interest Payment on Municipal Debt	0	0	0	0	0
Amortization	290,497	290,497	290,497	290,497	290,497
<b>Annual Surplus/(Deficit)</b>	<b>1,126,516</b>	<b>46,544</b>	<b>-10,139</b>	<b>55,659</b>	<b>239,495</b>

**Village of Sayward**  
**2026 – 2030 Five Year Financial Plan Bylaw No. 522, 2026 – Schedule A cont'd**

<b>Capital Expenditures</b>						
General Capital Expenditures	1,743,076					
Sewer Capital Expenditures	17,325	0	0	0	0	0
Water Capital Expenditures	16,000	0	0	0	0	0
<b>Principal Payment on Municipal Debt</b>	0	0	0	0	0	0
<b>Adjustment for Non-Cash Items (Amortization)</b>	-290,497	-290,497	-290,497	-290,497	-290,497	-290,497
<b>Transfers Between Funds</b>						
Statutory Reserve Funds	-464,879	0	0	0	0	0
Surplus/Reserve Accounts	105,491	337,041	280,358	346,156	529,992	
<b>FINANCIAL PLAN BALANCE</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Village of Sayward**  
**2026 – 2030 Five Year Financial Plan Bylaw No. 522, 2026 – Schedule B**

<b>Financial Plan Objectives and Policies for Funding Sources and Distribution of Property Value Taxes</b>		
<b>A. Funding Sources</b>		
Over the term of the plan funding sources as defined in S(165)(7) of the <i>Community Charter</i> are derived as shown in Table 1; amounts and proportions shown for fiscal 2026.		
Table 1: Funding Sources, Fiscal 2026		
Taxation	\$867,679	27.92%
Fees, Charges & Other Revenue	\$517,287	16.65%
Federal & Provincial Grants	\$1,722,642	55.43%
Appropriation from Surplus/Reserves	\$-	0.00%
Proceeds from Borrowing	\$-	0.00%
	\$3,107,608	100.00%
Objectives and Policies:		
- Seek and identify alternative revenue sources.		
- Reduce dependency on taxation.		
- Annually review proportion of revenue that is received from user fees and charges and increase rates as required.		
<b>B. Distribution of Municipal Property Taxes Across Property Classes</b>		
Over the term of the plan municipal property taxes are distributed across property tax classes as shown in Table 2; approximate amounts and proportions shown for fiscal 2026.		
Table 2: Distribution of Municipal Property Taxes, Fiscal 2026		
Class 1 - Residential	373,447	43.75%
Class 2 - Utilities	4,695	0.55%
Class 4 - Major Industry	-	0.00%
Class 5 - Light Industry	295,343	34.60%
Class 6 - Business & Other	57,618	6.75%
Class 7 - Managed Forest	120,357	14.10%
Class 8 - Recreation/Non-Profit	2,134	0.25%
Class 9 - Farm	-	0.00%
	\$853,594	100.00%
Objectives and Policies:		
- Tax rates are fully adjusted to eliminate the impact of changes in assessment due only to market changes as identified by the BC Assessment Authority.		
- Attract and sustain commercial and industrial development to/in the Village.		
- Maintain property tax rates at a level that attracts families to the Village.		
- Council will continue to encourage economic development initiatives designed to attract more businesses to the area.		
- Regularly review and compare the Village's distribution of tax burden relative to other small BC municipalities.		
<b>C. Permissive Tax Exemptions</b>		
The Village of Sayward believes that Permissive Tax Exemptions are an appropriate way to recognize the value of the services provided to the community by non-profit organizations. Exemptions are granted by Bylaw and are reviewed annually.		
Objectives and Policies:		
- Continue to provide permissive tax exemptions to non-profit societies that contribute social, economic and cultural benefits to the community.		



## REPORT TO COUNCIL

**To:** Mayor and Council  
**From:** Andrew Young, MCIP, RPP  
Chief Administrative Officer  
**Subject:** **Municipal Property Tax Rates for 2026**  
**Meeting date:** April 14, 2026

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### PURPOSE

To seek direction from Sayward Council on municipal property tax rates for 2026.

### BACKGROUND

In 2025, Council approved adjustments to municipal property tax rates that resulted in a redistribution of the tax burden among property classes, including increases to Light Industrial and Managed Forest classes relative to Residential properties.

These changes were made in the context of Council's considerations at that time, including affordability, economic development, and the overall distribution of the municipal tax burden.

As property taxation is reviewed annually, Council has the opportunity each year to reconsider the allocation of taxation among property classes based on current conditions, priorities, and available information.

### DISCUSSION / COMMENT

As part of the 2026–2030 Financial Plan process, staff have prepared municipal property tax rates for 2026. The proposed rates reflect a continuation of the structure adopted in 2025.

The following table summarizes the municipal property tax multiples for 2024 and 2025, and the proposed multiples for 2026:

Property Class	% of Taxes (2024)	% of Taxes (2025)	% of Taxes (2026)	Multiple (2024)	Multiple (2025/2026)
Class 1: Residential	55.47%	43.75%	43.75%	1.00	1.00
Class 2: Utilities	0.75%	0.55%	0.55%	8.87	8.65
Class 5: Light Industry	34.10%	34.60%	34.60%	9.35	12.48
Class 6: Business/Other	6.93%	6.75%	6.75%	4.74	6.21
Class 7: Managed Forest	2.50%	14.10%	14.10%	13.09	100.69
Class 8: Recreational/Non-Profit	0.25%	0.25%	0.25%	1.80	8.30

The Village has received correspondence from property owners in certain classes, including Light Industrial and Managed Forest, expressing concerns regarding the impact of the 2025 changes. This feedback forms part of the information available to Council in its consideration of the 2026 tax rates.

In considering the municipal property tax rates for 2026, Council may wish to evaluate the overall distribution of the tax burden among property classes, the impacts of maintaining or adjusting the current rate structure, feedback received from property owners and stakeholders, and alignment with Council's current priorities and financial objectives.

The proposed rates for 2026 reflect a continuation of the 2025 structure; however, Council retains full discretion to adjust tax rates annually.

For additional context, tax multiples are provided to illustrate the relative taxation levels between property classes and to support Council's consideration of the distribution of the municipal tax burden.

### **RECOMMENDATION/S**

It is recommended ...

1. **THAT Council** considers the distribution of municipal property taxation among property classes for 2026; and
2. **THAT Council considers approving ...**
  - a. the municipal property tax multiples for 2026 for the Village of Sayward as described in this report which, if approved, will be used in the municipality's 2026 Tax Bylaw; OR
  - b. a set of different municipal property tax multiples for 2026 for the Village of Sayward as determined by Council which will be used in the municipality's 2026 Tax Bylaw.

Subject to the Above considerations

3. **THAT Council** gives first, second, and third readings to Tax Rates Bylaw No. 523, 2026.

Respectfully submitted,

*Approved for Council package*

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Andrew Young, MCIP, RPP  
Chief Administrative Officer

Attachment/s:

1. Tax Rates Bylaw No. 523, 2026



## VILLAGE OF SAYWARD

### BYLAW NO. 523

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#### A BYLAW TO FIX RATES UPON REAL PROPERTY IN THE VILLAGE OF SAYWARD AND TO PROVIDE FOR THE PAYMENT OF TAXES IN 2026

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**WHEREAS** pursuant to Section 197 of the *Community Charter*, a Municipal Council must annually, by bylaw, impose property value taxes for the year by establishing tax rates for the municipal revenue proposed to be raised for the year from property value taxes, as provided in the financial plan, and the amounts to be collected for the year by means of rates established by the municipality to meet its taxing obligations in relation to another local government or other public body;

**NOW THEREFORE**, The Council of the Village of Sayward, in open meeting assembled, enacts as follows:

#### 1. CITATION

This bylaw may be cited as "**Tax Rates Bylaw No. 523, 2026**".

#### 2. The following rates are hereby imposed and levied for the year 2026:

- (a) for all lawful general and debt purposes of the Municipality on the assessed value of land and improvements taxable for general municipal purposes, rates appearing in Column 'A' of Schedule 'A' attached hereto and being a part hereof;
- (b) for library requisition purposes of the Municipality on the assessed value of land and improvements taxable for general municipal purposes, rates appearing in Column 'B' of Schedule 'A' attached hereto and being a part hereof;
- (c) for Regional District Services: Emergency Services, General Government Administration, Broadband, and Housing purposes on the assessed value of land and improvements taxable for hospital district purposes, rates appearing in Column 'C' of Schedule 'A' attached hereto and being a part hereof;
- (d) for Regional District Services: Refuse, 911 Answering Services, Planning, Municipal Member Administration, and Fire Service purposes on the assessed value of land and improvements taxable for general municipal purposes, rates appearing in Column 'D' of Schedule 'A' attached hereto and being a part hereof;

- (e) for Regional Hospital District purposes on the assessed value of land and improvements taxable for hospital district purposes, rates appearing in Column 'E' of Schedule 'A' attached hereto and being a part hereof;
- (f) for Comox Strathcona Waste Management purposes on the assessed value of land and improvements taxable for general municipal purposes, rates appearing in Column 'F' of Schedule 'A' attached hereto and being a part hereof;

3. The tax rates and taxes named under this Bylaw shall be levied, raised, and collected for the purposes stated, and shall be payable on or before July 2, 2026, to the Collector at the Municipal Hall, 652 H'Kusam Way, Sayward, BC.
4. The Collector of the Village of Sayward shall add to the unpaid taxes of the current year, for each parcel of land and its improvements on the property tax roll, 10% of the amount of current year taxes which remain unpaid after July 2, 2026, and the said unpaid taxes together with the amount added aforesaid shall be taxes of the current year due on such land and its improvements.
5. Taxes imposed under this bylaw with respect to a supplementary assessment roll shall be calculated and added in accordance with Section 241 of the *Community Charter*.

Read a first time on the \_\_\_\_\_ day of April 2026.

Read a second time on the \_\_\_\_\_ day of April 2026.

Read a third time on the \_\_\_\_\_ day of April 2026.

Adopted on the \_\_\_\_\_ day of April 2026.

Certified a true copy of Bylaw No. 523  
 this \_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_

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Chief Administrative Officer  
 Village of Sayward

\_\_\_\_\_  
**Mayor**

\_\_\_\_\_  
**Corporate Officer**

## Schedule 'A'

### Tax Rates for 2026

**Summary of Current Year Tax Rates: The following rates shall apply on each thousand dollars of the assessed value of land and improvements for the year 2026:**

	Municipal Purposes		Regional Purposes			
	A	B	C	D	E	F
			RD Admin, Emergency, Gen Gov't , Broadband & Housing	RD 911, Refuse, Member Admin & Fire Service	Regional Hospital	Comox Strathcona Waste Management
Taxation Class	General & Debt	Library				
Class 1: Residential	6.04638	0.1407	0.1248	0.5118	0.2625	0.0612
Class 2: Utilities	52.28019	1.2163	0.4368	4.4254	0.9186	0.5289
Class 5: Light Industry	75.46007	1.7556	0.4243	6.3875	0.8923	0.7634
Class 6: Business/Other	37.57379	0.8742	0.3058	3.1805	0.6430	0.3801
Class 7: Managed Forest	608.78408	14.1635	0.3744	51.5324	0.7874	6.1586
Class 8: Recreational/Non-Profit	50.21135	1.1682	0.1248	4.2503	0.2625	0.5080



## STAFF REPORT

For: Mayor and Council  
Prepared by: Jennifer Redshaw, Office Administrator  
Subject: **Proposed Updates to Bylaw No. 451, 2019 – Fees and Charges Bylaw**  
Meeting date: April 14, 2026

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### PURPOSE

To present Council with proposed updates to Bylaw No. 451 (Fees and Charges Bylaw) for 2026.

### BACKGROUND

Section 194 of the *Community Charter* enables Council, by bylaw, to impose a fee in respect of: a) all or part of a service of the municipality; b) the use of municipal property; or c) the exercise of authority to regulate, prohibit or impose requirements.

### DISCUSSION

Staff have completed a review of the municipal fees and charges for the Village of Sayward which are contained in Bylaw No. 451 - Village of Sayward Fees and Charges Bylaw. Review of the municipal fees and charges is an essential part of the annual financial planning process. The proposed updates to the Village's Fees and Charges Bylaw described in this report reflect adjustments based on comparisons with other Vancouver Island municipalities, cost of certain services, and annual rate increases presented in the proposed 2026-2030 Financial Plan (e.g., water, sewer, solid waste).

Fees and charges are the largest non-taxation source of revenue for the Village of Sayward (the Village) and are established based on the principle of full cost recovery for municipal services with consideration to the user's ability to pay, and program objectives. Fees and charges include for example water, sewer and solid waste user fees, rental fees for Kelsey Recreation Centre spaces, fees charged for administration and planning, and other smaller fees such as business licences.

Proposed changes to the Village's fees & charges are outlined below by each schedule in the Fees & Charges Bylaw. Any schedule (or portion of a schedule) that does not have proposed amendments have not been included. Changes to each schedule are indicated in red. A copy of the current consolidated Fees & Charges Bylaw 451 (as amended) has been attached to the end of this report for Council's reference.

#### Schedule A – General Administration

Most fees in this schedule are proposed to increase to align with the staff labour used to provide the service. Clarification is provided on photocopy fees, fax fees have been removed per council direction at the March 17, 2026 Committee of the Whole Meeting, and a deposit for community garden keys has been added.

#### Schedule B – Sayward News

Schedule is repealed per Council Resolution R25/296.

#### Schedule C – Kelsey Centre

In the absence of Kelsey Recreation Centre staff, Equipment Rental, Facility Use, Pool Rental and Swimming Lessons were removed. Room Rentals were streamlined with the intention of appealing to shorter duration events like birthday parties.

#### Schedule D – Solid Waste Collection

Annual user fees (flat fee) to increase to reflect changes per the 2026-2030 Financial Plan of + 5%.

#### Schedule E – Water Rates

Like the solid waste function, annual user fees (flat fee) to increase to reflect changes per the 2026-2030 Financial Plan of + 20%. Cafes & Restaurants dwelling unit equivalents were reduced to align with other municipalities and promote economic development. Clarification was also added for connection of a new water service with prorated water user rates applied for the remainder of the year the connection is made. A temporary connection fee to fire hydrants was also added.

#### Schedule F- Sewer Rates

Similar to the solid waste and water functions, annual user fees (flat fee) to increase to reflect changes per the 2026-2030 Financial Plan of + 5%. Cafes & Restaurants dwelling unit equivalents were reduced to align with other municipalities and promote economic development. Clarification was also added for connection of a new water service with prorated sewer user rates applied for the remainder of the year the connection is made.

#### Schedule G- Building fees and Charges

No changes are proposed at this time.

#### Schedule H- Animal Control

No changes are proposed. Keeping the licensing fee low will encourage the licensing of all dogs in the village.

#### Schedule I- Business Licences

Most fees in this schedule remain unchanged. Mobile Vending was clarified through different rates for annual, monthly, and daily business activities. The Seasonal business licence was also updated to a monthly rate to reflect the potential differences in the duration of seasonal operations.

Schedule J – Fire Protective Services

Removal of on-site fire protection equipment and on-site fire protection personnel attendance. The Strathcona Regional District manages fire services and would apply these fees, as necessary. The Burning Permit Fees increased slightly.

Schedule K – Municipal Campground

Campground fees were increased in 2025, and no changes were made for 2026.

**RECOMMENDATION/S**

**It is recommended...**

1. **THAT Council** receives the Proposed Updates to Bylaw No. 451 – Village of Sayward Fees and Charges Bylaw, 2019 report for information and discussion.
2. **THAT Council** endorses the proposed amendments to the Villages’s Fees and Charges Bylaw presented in this report; and,
3. **THAT Council** gives first, second, and third reading to Bylaw 524, Fees & Charges Amendment Bylaw (as presented, or as amended).

Respectfully submitted,

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Jennifer Redshaw  
Office Administrator

*Approved for council package*

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Andrew Young, MCIP, RPP  
Chief Administrative Officer &  
Corporate Officer

**Attachments:**

1. ***Bylaw 524, Fees and Charges Amendment Bylaw***
2. ***Bylaw No. 451, Fees & Charges Bylaw – Consolidated Version***

**SCHEDULE A  
GENERAL ADMINISTRATION**

DESCRIPTION	CURRENT FEE	PROPOSED FEE
Cheque returned as Not-Sufficient Funds	\$50.00	\$50.00
Property tax certificate	\$30.00	<b>\$50.00</b>
Photocopies – Colour (single-sided)	\$1.50/page	\$1.50/page
Photocopies – Black and White (single-sided)	\$0.50/page	\$.050/page
<del>Faxes</del>	\$2.00 first page \$0.75 each additional page	<b>N/A</b>
Scan and email	\$0.50 /page	<b>\$2.00 first page \$0.75 each additional page</b>
Processing fee to issue refunds on accounts	\$25.00	\$25.00
Cost to reissue a lost cheque (except those lost in the mail)	Stop payment fee, plus \$15.00	<b>Stop payment fee, plus \$25.00</b>
Deposit for fobs	\$25.00	\$25.00
<b>Deposit for Community Garden keys</b>	N/A	<b>\$10.00</b>

**SCHEDULE B  
SAYWARD NEWS \***

DESCRIPTION	CURRENT FEE	PROPOSED FEE
<b>Copy Ready Ads and Articles per Issue</b>		
Full page	<del>\$65.00</del>	N/A
½ page	<del>\$45.00</del>	N/A
¼ page	<del>\$30.00</del>	N/A
1/8 page	<del>\$20.00</del>	N/A
Business card (3.75" x 2.5")	<del>\$12.50</del>	N/A
<b>Ads and Articles placed in multiple issues</b>		
2x — 10% discount on total		N/A
3x to 5x — 20% discount on total		N/A
More than 5x — 30% discount		N/A
<b>Set-up Charges (if applicable) **</b>		
Full page	<del>\$60.00</del>	N/A
½ page and ¼ page	<del>\$45.00</del>	N/A
1/8 page and business card	<del>\$35.00</del>	N/A
<b>Business Directory</b>		
<del>Business listing which includes name, logo, contact information and a brief description of business. Published 12 times a year plus feature business ad once a year (1/4 page)</del>	<del>\$90.00/year</del>	N/A
<b>Classified Ads</b>		
25 words or less	<del>\$15.00</del>	N/A
Additional words	<del>\$0.25/each</del>	N/A
<b>Community/Family announcements, Memorials, Thank You's or non-Profit Groups</b>		
1. Individual — 1/8 page free	N/A	N/A
2. Non-profit — ¼ page free	N/A	N/A
-		
<del>* Content must conform to Newsletter Policy</del>		
<del>* Rates include GST</del>		
<del>** Set-up charges include any non-copy ready work the Village is asked to create or modify to fit the newsletter. Content/Formatting requests that require third party expertise subject to additional charges.</del>		

**SCHEDULE C  
KELSEY CENTRE**

<b>EQUIPMENT RENTAL *</b>	<b>CURRENT FEE</b>	<b>PROPOSED FEE</b>
<del>Party tent(s) pending availability and costs from third party providers</del>	varied	N/A
<del>Tables—6 foot rectangular</del>	\$10.00 each	N/A
<del>Chairs (folding)</del>	\$4.00 each	N/A
<del>Popcorn machine—includes popcorn and bags (4 hour rental)</del>	\$75.00/day	N/A
<del>Coffee urn rental (coffee not included)</del>	\$25.00/day	N/A

**\* All Items are to remain on property for an event (the Kelsey Centre does not do off site rentals unless approved by Permit or Council)**

<b>ROOM RENTAL *</b>	<b>CURRENT FEE</b>	<b>PROPOSED FEE</b>
Bar rental (renter responsible for own supplies and permit) – <i>available only in conjunction with a Gym rental</i>	\$150.00 half day	\$100.00 flat fee
Gym - <del>Adult Activities</del>	\$175.00 half day \$350.00/day	\$50.00/hour minimum two hours
<del>Gym—Child/Youth/Senior Activities</del>	\$150.00 half day \$300.00/day	N/A
<del>Gym—Commercial Use</del>	\$200.00 half day \$400.00/day	N/A
<del>Kitchen and bar rate</del>	\$200.00 half day \$300.00/day	N/A
Kitchen - use of all existing equipment ( <del>paper plates/cups and napkins excluded</del> ) <i>available only in conjunction with a Gym rental</i>	\$150.00 half day \$250.00/day	\$100.00 flat fee
Multipurpose room <del>See Recreation Manager for customized options</del>	\$150.00 half day \$250.00/day	\$25.00/hour minimum two hours
<del>Labour-Set Up/breakdown or other</del>	\$30.00 per hour per person	N/A
<del>Labour-Bartender/Server</del>	\$35.00 per hour per person	N/A

**\* For Customized space rental options please contact the Recreation Manager directly.**

**\* Tables and chairs included in room rental. Renter responsible for table and chair set up & tear down.**

**\* Facility Rental Agreement and Event Insurance required. Contact the Village Office for more details.**

ROOM RENTAL SECURITY DEPOSIT	CURRENT SECURITY DEPOSIT	PROPOSED SECURITY DEPOSIT
Bar <del>rental</del>	\$75.00	<del>\$100.00</del>
Gym - <del>Adult Activities</del>	\$250.00	<del>\$200.00</del>
<del>Gym - Child/Youth/Senior Activities</del>	\$250.00	<del>N/A</del>
<del>Gym - Commercial Use</del>	\$350.00	<del>N/A</del>
<del>Kitchen and bar rate</del>	\$350.00	<del>N/A</del>
Kitchen - use of all existing equipment ( <del>paper plates/cups and napkins excluded</del> )	\$350.00	<del>\$100.00</del>
Multipurpose room <del>See Recreation Manager for customized options</del>	\$75.00	<del>\$100.00</del>
<del>Labour - Set Up/breakdown or other</del>	<del>N/A</del>	<del>N/A</del>
<del>Labour - Bartender/Server</del>	<del>N/A</del>	<del>N/A</del>

FACILITY USE	SINGLE	10-PACK	PROPOSED
<del>After School Program</del>	<del>\$8.00</del>	<del>\$72.00</del>	<del>N/A</del>
<del>Child 0-12 years</del>	<del>\$4.00</del>	<del>\$36.00</del>	<del>N/A</del>
<del>Youth 13-18 years</del>	<del>\$5.00</del>	<del>\$45.00</del>	<del>N/A</del>
<del>Adult 19-59 years</del>	<del>\$6.00</del>	<del>\$54.00</del>	<del>N/A</del>
<del>Senior 60+ years</del>	<del>\$4.25</del>	<del>\$40.00</del>	<del>N/A</del>
<del>Family (maximum of 2 parents and 4 children under the age of 18, additional members pay regular rate)</del>	<del>\$20.00</del>	<del>\$180.00</del>	

SWIMMING LESSONS	CURRENT FEE	PROPOSED FEE
<del>Parent and Tot Swim Kids Ages 4 months to 24 months 6 sessions 30 minutes each</del>	\$30.00	N/A
<del>Sea Otter Ages 3-6 years 8 sessions 30 minutes each</del>	\$40.00	N/A
<del>Salamander &amp; Sunfish Ages 3-6 years 8 sessions 30 minutes each</del>	\$40.00	N/A
<del>Crocodile &amp; Whale 8 sessions 30 minutes each</del>	\$40.00	N/A
<del>Level 1 &amp; 2 Ages 6+ 8 sessions 30 minutes each</del>	\$40.00	N/A
<del>Level 3 &amp; 4 Ages 6+ 8 sessions 30 minutes each</del>	\$40.00	N/A
<del>Level 5 &amp; 6 8 sessions 30 minutes each</del>	\$50.00	N/A
<del>Level 7 &amp; 8 8 sessions 45 minutes each</del>	\$45.00	N/A
<del>Level 9 &amp; 10 8 sessions 45 minutes each</del>	\$45.00	N/A
<del>Private lessons Level 1 10 Hourly</del>	\$40.00	N/A
<del>Swim Sports &amp; Swim Strokes Adults &amp; Teens 8 sessions 45 minutes each</del>	\$50.00	N/A
<b>Classes will only be run if there is enough enrolment</b>		
<b>See brochure for details</b>		

**SCHEDULE D**  
**SOLID WASTE COLLECTION**

**Fees for collection of solid waste from approved receptacles and excess receptacles**

<b>DESCRIPTION</b>	<b>CURRENT FEE</b>	<b>PROPOSED FEE</b>
Up to two approved receptacles per dwelling unit per week	\$317.90 per year	<b>\$333.80 per year</b>
Each additional receptacle – garbage tag fee	\$5.00 for each additional	\$5.00 for each additional receptacle (maximum two additional receptacles per pick up)

**SCHEDULE E  
WATER RATES**

DESCRIPTION		CURRENT FEE	PROPOSED FEE
Private Residence	per dwelling unit (equivalent to one dwelling unit)	\$485.16	\$582.20
Hotel, Motels	per unit	\$242.58	\$291.10
Apartments or Strata Units	per dwelling unit (equivalent to one dwelling unit)	\$485.16	\$582.20
Trailer Park	per pad	\$485.16	\$582.20
Cafes & Restaurants	(equivalent to <del>10</del> 2 dwelling units)	\$4,851.60	\$1,164.40
Office, Shop, or Store	(equivalent to one dwelling unit)	\$485.16	\$582.20
-Plus <del>for</del> living quarters attached	(equivalent to one dwelling unit)	\$485.16	\$582.20
- Plus <del>for</del> Grocery	(equivalent to one dwelling unit)	\$485.16	\$582.20
- Plus <del>for</del> Butcher Shop	(equivalent to one dwelling unit)	\$485.16	\$582.20
Laundromat	per washing machine (equivalent to one dwelling unit)	\$485.16	\$582.20
Schools	(equivalent to 26 dwelling units)	\$12,614.16	\$15,137.20
Small Craft Harbour –Office and Restrooms	(equivalent to 2 dwelling units)	\$970.32	\$1,164.40
Small Craft Harbour Lease	(equivalent to 10 dwelling units)	\$4,851.60	\$5,822.00
Industrial – General	<del>shop, office, sort yard office</del> (equivalent to 7 dwelling units)	\$3,396.12	\$4,075.40
Industrial - Dryland Sort	<del>dryland sort and water tower</del> (equivalent to 94 dwelling units)	\$45,605.04	\$54,726.80
Campground	serviced stalls <b>times</b> months in operation <b>divided by 12</b> – times Hotel/Motel rate	\$242.58	\$291.10
Others not specified	each	\$485.16	\$582.20
Connection fee for new service	Flat Fee	\$1,200.00	\$1,200.00 plus applicable water user fee prorated for the remainder of the year the connection is made
Connection/disconnection fee for an existing service	Flat Fee	\$75.00	\$75.00
<del>Construction rate (valid building permit required)</del>	Per month up to a maximum of 24 months	\$25.00	N/A
Initial temporary connection to fire hydrant	Flat Fee	N/A	\$250.00
Temporary water usage at a fire hydrant – daily rate	Flat Fee	N/A	\$250.00

**SCHEDULE F  
SEWER RATES**

DESCRIPTION		CURRENT FEE	PROPOSED FEE
Private Residence	per dwelling unit (equivalent to one dwelling unit)	\$387.50	\$406.88
Hotel, Motels	per unit	\$193.75	\$203.44
Apartments or Strata Units	per dwelling unit (equivalent to one dwelling unit)	\$387.50	\$406.88
Trailer Park	per pad	\$387.50	\$406.88
Cafes & Restaurants	(equivalent to <del>10</del> 2 dwelling units)	\$3,875.00	\$813.76
Office, Shop or Store	(equivalent to one dwelling unit)	\$387.50	\$406.88
- Plus <del>for</del> living quarters attached	(equivalent to one dwelling unit)	\$387.50	\$406.88
- Plus <del>for</del> Grocery	(equivalent to one dwelling unit)	\$387.50	\$406.88
- Plus <del>for</del> Butcher Shop	(equivalent to one dwelling unit)	\$387.50	\$406.88
Laundromat	per washing machine (equivalent to one dwelling unit)	\$387.50	\$406.88
Schools	(equivalent to 26 dwelling units)	\$10,075.00	\$10,578.88
Small Craft Harbour Office and Restrooms	(equivalent to 2 dwelling units)	\$775.00	\$813.76
Small Craft Harbour Lease	(equivalent to 10 dwelling units)	\$3,621.50	\$4,068.80
Industrial - <b>General</b>	<del>shop, office, sort yard office</del> (equivalent to 7 dwelling units)	\$2,712.50	\$2,848.16
Industrial – <b>Dryland Sort</b>	<del>dryland sort and water tower</del> (equivalent to 94 dwelling units)	\$36,425.00	\$38,246.72
Campground	serviced stalls <b>times</b> months in operation <b>divided by 12</b> – times Motel rate	\$193.75	\$203.44
Others not specified	each	\$387.50	\$406.88
Connection fee for new Service	Flat Fee	\$800.00	\$800.00 plus applicable sewer user fee prorated for the remainder of the year the connection is made

**SCHEDULE I**  
**BUSINESS LICENSES**

DEFINITION	DESCRIPTION	CURRENT FEE <small>(per annum unless otherwise stated)</small>	PROPOSED FEE
<u>Commercial/Industrial</u> Any business permitted in the zones designated in the Zoning Bylaw	Employing up to 3 persons Employing up to 8 persons Employing over 8 persons	\$100.00 \$150.00 \$200.00	\$100.00 \$150.00 \$200.00
<u>Rental units/spaces</u> Any building containing dwelling units or other types of rental units in any zone	Up to 20 units 20 – 40 units Over 40 units	\$100.00 \$125.00 \$165.00	\$100.00 \$125.00 \$165.00
<u>Home Occupation</u> Any business permitted in residential areas under the Zoning Bylaw	Per business	\$65.00	\$65.00
<u>Home Occupation - Artisan</u> Any business permitted in residential areas under the Zoning Bylaw Senior citizen's 65 years and older	Per business Per Business	\$30.00 Free	\$30.00 Free
<u>Mobile Vending - Annual</u> Any business permitted and regulated by Council	Per <del>business</del> mobile unit	\$300.00	\$300.00
<u>Mobile Vending - Monthly</u> Any business permitted and regulated by Council	Per mobile unit	N/A	\$100.00
<u>Mobile Vending - Daily</u> Any business permitted and regulated by Council	Per mobile unit	N/A	\$50.00
<u>Miscellaneous Business</u> Any business not based in the Village of Sayward (other than Mobile Vending)	Per business	\$125.00	\$125.00
Any blanket yearly license for craft sales, trade shows, etc. held in the Village of Sayward (in lieu of individual license)		\$110.00	\$110.00
Seasonal <del>based</del> business – per month of operation (including partial month)	Per business	\$50.00	\$25.00
Any business not listed	Per business	\$100.00	\$100.00

**SCHEDULE J**  
**FIRE PROTECTIVE SERVICES**

<b>DESCRIPTION</b>	<b>CURRENT FEE</b>	<b>PROPOSED FEE</b>
Burning Permit	\$65.00	<b>\$75.00</b>
Fireworks Permit – Community event	\$120.00	\$125.00
Fireworks Permit – Film and Television event	\$250.00	\$250.00
Fireworks Permit – Halloween (private)	\$50.00	\$50.00
Fireworks Permit – New Year’s Eve (private)	\$50.00	\$50.00
<del>On-site fire protection – equipment cost</del>	\$250.00 per hour for equipment plus 10%	<b>N/A</b>
<del>On-site fire protection – personnel attendance</del>	\$65.00 per hour for each person, plus 10%	<b>N/A</b>



## VILLAGE OF SAYWARD

### BYLAW NO. 524

#### A BYLAW TO AMEND FEES AND CHARGES BYLAW NO. 451, 2019

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**WHEREAS** the Council for the Village of Sayward is authorized pursuant to section 194 of the *Community Charter* to impose fees and charges with respect to services provided by the Village of Sayward.

**AND WHEREAS** the Council of the Village of Sayward wishes to amend “Fees and Charges Bylaw No. 451, 2019”

**NOW THEREFORE BE IT RESOLVED** that the Municipal Council of the Village of Sayward, in open meeting assembled, hereby enacts as follows:

#### 1. CITATION

This bylaw may be cited as “**Fees and Charges Amendment Bylaw No. 524, 2026**”.

#### 2. AMENDMENT

1. Schedule "A" to the Fees and Charges Bylaw No. 451, 2019 is amended by repealing the existing Schedule "A" and replacing it with "Schedule A – General Administration" attached to this bylaw.
2. Schedule "B" to the Fees and Charges Bylaw No. 451, 2019 is amended by repealing the existing Schedule "B".
3. Schedule "C" to the Fees and Charges Bylaw No. 451, 2019 is amended by repealing the existing Schedule "C" and replacing it with "Schedule C – Kelsey Centre" attached to this bylaw.
4. Schedule “D” to the Fees and Charges Bylaw No. 451, 2019 is amended by repealing the existing Schedule “D” and replacing it with “Schedule D – Solid Waste Collection” attached to this bylaw.
5. Schedule “E” to the Fees and Charges Bylaw No. 451, 2019 is amended by repealing the existing Schedule “E” and replacing it with “Schedule E – Water User Rates” attached to this bylaw.
6. Schedule “F” to the Fees and Charges Bylaw No. 451, 2019 is amended by repealing the existing Schedule “F” and replacing it with “Schedule F – Sewer User Rates” attached to this bylaw.
7. Schedule “I” to the Fees and Charges Bylaw No. 451, 2019 is amended by repealing the existing Schedule “I” and replacing it with “Schedule I – Business Licenses” attached to this bylaw.
8. Schedule “J” to the Fees and Charges Bylaw No. 451, 2019 is amended by repealing the existing Schedule “J” and replacing it with “Schedule J – Fire Protective Services” attached to this bylaw.

Read a first time on the \_\_\_\_\_ day of April 2026.

Read a second time on the \_\_\_\_\_ day of April 2026.

Read a third time on the \_\_\_\_\_ day of April 2026.

Adopted on the \_\_\_\_\_ day of April 2026.

Certified a true copy of Bylaw No. 524  
\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_

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Chief Administrative Officer  
Village of Sayward

\_\_\_\_\_  
**Mayor**

\_\_\_\_\_  
**Corporate Officer**

**SCHEDULE A**  
**GENERAL ADMINISTRATION**

<b>DESCRIPTION</b>	<b>FEE</b>
Cheque returned as Not-Sufficient Funds	\$50.00
Property tax certificate	\$50.00
Photocopies – Colour (single-sided)	\$1.50/page
Photocopies – Black and White (single-sided)	\$0.50/page
Scan and email	\$2.00 first page \$0.75 each additional page
Processing fee to issue refunds on accounts	\$25.00
Cost to reissue a lost cheque (except those lost in the mail)	Stop payment fee, plus \$25.00
Deposit for fobs	\$25.00
Deposit for Community Garden keys	\$10.00

**SCHEDULE B  
SAYWARD NEWS**

**Repealed**

**SCHEDULE C**  
**KELSEY CENTRE**

<b>ROOM RENTAL *</b>	<b>FEE</b>	<b>SECURITY DEPOSIT</b>
Bar (renter responsible for own supplies and permit) <i>available only in conjunction with a Gym rental</i>	\$100.00 flat fee	\$100.00
Gym	\$50.00/hour minimum two hours	\$200.00
Kitchen - use of all existing equipment <i>available only in conjunction with a Gym rental</i>	\$100.00 flat fee	\$100.00
Multipurpose room	\$25.00/hour minimum two hours	\$100.00

- \* Tables and chairs included in room rental. Renter responsible for table and chair set up & tear down.
- \* Facility Rental Agreement and Event Insurance required. Contact the Village Office for more details.

**SCHEDULE D**  
**SOLID WASTE COLLECTION**

<b>DESCRIPTION</b>	<b>FEE</b>
Up to two approved receptacles per dwelling unit per week	\$333.80 per year
Each additional receptacle - garbage tag fee	\$5.00 for each additional receptacle (maximum two additional receptacles per pick up)

**SCHEDULE E**  
**WATER USER RATES**

DESCRIPTION		FEE
Private Residence	per dwelling unit (equivalent to one dwelling unit)	\$582.20
Hotel, Motels	per unit	\$291.10
Apartments or Strata Units	per dwelling unit (equivalent to one dwelling unit)	\$582.20
Trailer Park	per pad	\$582.20
Cafes & Restaurants	(equivalent to 2 dwelling units)	\$1,164.40
Office, Shop, or Store	(equivalent to one dwelling unit)	\$582.20
-Plus living quarters attached	(equivalent to one dwelling unit)	\$582.20
- Plus Grocery	(equivalent to one dwelling unit)	\$582.20
- Plus Butcher Shop	(equivalent to one dwelling unit)	\$582.20
Laundromat	per washing machine (equivalent to one dwelling unit)	\$582.20
Schools	(equivalent to 26 dwelling units)	\$15,137.20
Small Craft Harbour –Office and Restrooms	(equivalent to 2 dwelling units)	\$1,164.40
Small Craft Harbour Lease	(equivalent to 10 dwelling units)	\$5,822.00
Industrial – General	(equivalent to 7 dwelling units)	\$4,075.40
Industrial - Dryland Sort	(equivalent to 94 dwelling units)	\$54,726.80
Campground	serviced stalls <b>times</b> months in operation <b>divided by 12</b> – times Hotel/Motel rate	\$291.10
Others not specified	each	\$582.20
Connection fee for new service	Flat Fee	\$1,200.00 plus applicable water user fee prorated for the remainder of the year the connection is made
Connection/disconnection fee for an existing service	Flat Fee	\$75.00
Initial temporary connection to fire hydrant	Flat Fee	\$250.00
Temporary water usage at a fire hydrant – daily rate	Flat Fee	\$250.00

**SCHEDULE F**  
**SEWER USER RATES**

<b>DESCRIPTION</b>		<b>FEE</b>
Private Residence	per dwelling unit (equivalent to one dwelling unit)	\$406.88
Hotel, Motels	per unit	\$203.44
Apartments or Strata Units	per dwelling unit (equivalent to one dwelling unit)	\$406.88
Trailer Park	per pad	\$406.88
Cafes & Restaurants	(equivalent to 2 dwelling units)	\$813.76
Office, Shop or Store	(equivalent to one dwelling unit)	\$406.88
-Plus living quarters attached	(equivalent to one dwelling unit)	\$406.88
- Plus Grocery	(equivalent to one dwelling unit)	\$406.88
- Plus Butcher Shop	(equivalent to one dwelling unit)	\$406.88
Laundromat	per washing machine (equivalent to one dwelling unit)	\$406.88
Schools	(equivalent to 26 dwelling units)	\$10,578.88
Small Craft Harbour Office and Restrooms	(equivalent to 2 dwelling units)	\$813.76
Small Craft Harbour Lease	(equivalent to 10 dwelling units)	\$4,068.80
Industrial - General	(equivalent to 7 dwelling units)	\$2,848.16
Industrial – Dryland Sort	(equivalent to 94 dwelling units)	\$38,246.72
Campground	serviced stalls <b>times</b> months in operation <b>divided by 12</b> – times Motel rate	\$203.44
Others not specified	each	\$406.88
Connection fee for new Service	Flat Fee	\$800.00 plus applicable sewer user fee prorated for the remainder of the year the connection is made

**SCHEDULE I  
BUSINESS LICENSES**

<b>DEFINITION</b>	<b>DESCRIPTION</b>	<b>FEE</b> <small>(per annum unless otherwise stated)</small>
<u>Commercial/Industrial</u> Any business permitted in the zones designated in the Zoning Bylaw	Employing up to 3 persons Employing up to 8 persons Employing over 8 persons	\$100.00 \$150.00 \$200.00
<u>Rental units/spaces</u> Any building containing dwelling units or other types of rental units in any zone	Up to 20 units 20 – 40 units Over 40 units	\$100.00 \$125.00 \$165.00
<u>Home Occupation</u> Any business permitted in residential areas under the Zoning Bylaw	Per business	\$65.00
<u>Home Occupation - Artisan</u> Any business permitted in residential areas under the Zoning Bylaw Senior citizen's 65 years and older	Per business Per Business	\$30.00 Free
<u>Mobile Vending - Annual</u> Any business permitted and regulated by Council	Per mobile unit	\$300.00
<u>Mobile Vending - Monthly</u> Any business permitted and regulated by Council	Per mobile unit	\$100.00
<u>Mobile Vending - Daily</u> Any business permitted and regulated by Council	Per mobile unit	\$50.00
<u>Miscellaneous Business</u> Any business not based in the Village of Sayward (other than Mobile Vending)	Per business	\$125.00
Any blanket yearly license for craft sales, trade shows, etc. held in the Village of Sayward (in lieu of individual license)		\$110.00
Seasonal business – per month of operation (including partial month)	Per business	\$25.00
Any business not listed	Per business	\$100.00

**SCHEDULE J**  
**FIRE PROTECTIVE SERVICES**

<b>DESCRIPTION</b>	<b>FEE</b>
Burning Permit	\$75.00
Fireworks Permit – Community event	\$125.00
Fireworks Permit – Film and Television event	\$250.00
Fireworks Permit – Halloween (private)	\$50.00
Fireworks Permit – New Year’s Eve (private)	\$50.00



## VILLAGE OF SAYWARD

### BYLAW NO. 451 Village of Sayward Fees and Charges Bylaw, 2019 (Consolidated)

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#### A BYLAW TO ESTABLISH SPECIFIED FEES AND CHARGES FOR MUNICIPAL SERVICES

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The following is a consolidated version of Bylaw No. 451, Village of Sayward Fees and Charges Bylaw, 2019 and includes the following amendment bylaws:

Bylaw No.	Bylaw Name	Adopted	Purpose
468	Fees and Charges Bylaw, Amendment Bylaw No. 1	June 3, 2020	To replace Schedule "D", "E" and "F"
474	Fees and Charges Amendment Bylaw No. 474, 2021	May 4, 2021	To replace Schedule "D", "E", "F", and "K"
485	Fees and Charges Amendment Bylaw No. 485, 2022	May 17, 2022	To replace Schedule "D", "E", "F", and "J"
487	Fees and Charges Amendment Bylaw No. 487, 2022	July 19, 2022	To replace Schedule "A", "B", "C", "G", "H", and "K"
499	Fees and Charges Amendment Bylaw No. 499, 2023	May 2, 2023	To replace Schedule "B", "D", "E", "F", and "G"
508	Fees and Charges Amendment Bylaw No. 508, 2024	May 16, 2024	To replace Schedule "D", "E", and "F".
515	Fees and Charges Amendment Bylaw No. 515, 2025	April 17, 2025	To replace Schedule "A", "B", "C", "D", "E", "F", "J", and "K"

**CONSOLIDATED COPY FOR CONVENIENCE PURPOSES ONLY. This version of the bylaw may not be complete due to pending updates or revisions and therefore is here for reference purposes only. THIS BYLAW SHOULD NOT BE USED FOR ANY LEGAL PURPOSES. Please come into the Village office to view the complete bylaw when required.**



**VILLAGE OF SAYWARD**  
**BYLAW NO. 451**

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**A BYLAW TO ESTABLISH SPECIFIED FEES AND CHARGES FOR MUNICIPAL SERVICES**

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**WHEREAS** the Council for the Village of Sayward is authorized pursuant to section 194 of the Community Charter to impose fees and charges with respect to services provided by the Village of Sayward.

**WHEREAS** the Council for the Village of Sayward deems it necessary to provide for such fees and services.

**NOW THEREFORE** the Council of the Village of Sayward, in open meeting assembled, enacts as follows:

**1. REPEAL**

That "**Fees and Charges Bylaw No. 445, 2019**" is repealed in its entirety.

**2. CITATION**

This bylaw may be cited as "**Fees and Charges Bylaw No. 451, 2019**".

**3. SEVERABILITY**

If any section, subsection, sentence, clause or phrase of this bylaw is for any reason held to be invalid by the decision of any Court of competent jurisdiction, the decision shall not affect the validity of the remaining portions of this bylaw.

**4. CONSEQUENTIAL AMENDMENTS**

The following Bylaws are hereby amended:

- (a) Solid Waste Collection Regulations and Rates Bylaw No. 440, 2018 is hereby amended by deleting Schedule A in its entirety and adding the following as Section 5: "Fees and charges that may be or are provided under this Bylaw shall be payable as set out in the Village of Sayward Fees and Charges Bylaw".
- (b) Water Rate Bylaw No. 438, 2018 is hereby amended by deleting Schedule A in its entirety and adding the following as Section 10: "Fees and charges that may be or are provided under this Bylaw shall be payable as set out in the Village of Sayward Fees and Charges Bylaw".
- (c) Sewer Rate Bylaw No. 439, 2018 is hereby amended by deleting Schedule A in its entirety and adding the following as Section 10: "Fees and charges that may be or are provided under this Bylaw shall be payable as set out in the Village of Sayward Fees and Charges Bylaw".

- (d) Building Bylaw No. 334, 2005 is hereby amended by deleting Appendix A, Appendix B, Appendix C and Appendix D in their entirety and adding the following as Section 14.6: “Fees and charges that may be or are provided under this Bylaw shall be payable as set out in the Village of Sayward Fees and Charges Bylaw”.
- (e) Animal Control Bylaw No. 418, 2015 is hereby amended by deleting Schedule A and adding the following as Section 4.10 and Section 6.13: “Fees and charges that may be or are provided under this Bylaw shall be payable as set out in the Village of Sayward Fees and Charges Bylaw”.
- (f) Business License Bylaw No. 242, 1992 is hereby amended by deleting Schedule A and adding the following as Section 3(9): “Fees and charges that may be or are provided under this Bylaw shall be payable as set out in the Village of Sayward Fees and Charges Bylaw”.
- (g) Fire Protective Services Bylaw No. 383, 2010 is hereby amended by deleting Schedule A Schedule B and Schedule D in their entirety and adding the following as Section 82: “Fees and charges that may be or are provided under this Bylaw shall be payable as set out in the Village of Sayward Fees and Charges Bylaw”.

## **5. SCHEDULES**

- Schedule A – General Administration
- Schedule B – Sayward News
- Schedule C – Kelsey Centre
- Schedule D – Solid Waste Collection
- Schedule E – Water Rates
- Schedule F – Sewer Rates
- Schedule G – Building Fees and Charges
- Schedule H – Animal Control
- Schedule I – Business Licenses
- Schedule J – Fire Protective Services
- Schedule K – Municipal Campground

Read a first time on the 16<sup>th</sup> day of April 2019.

Read a second time on the 16<sup>th</sup> day of April 2019.

Read a third time on the 16<sup>th</sup> day of April 2019.

Adopted on the 7<sup>th</sup> day of May 2019.

Original signed by “John MacDonald”  
Mayor

Original signed by “Lisa Clark”  
Chief Administrative Officer

Bylaw 515,  
2025

**SCHEDULE A**  
**GENERAL ADMINISTRATION**

<b>DESCRIPTION</b>	<b>FEE</b>
Cheque returned as Not-Sufficient Funds	\$50.00
Property tax certificate	\$30.00
Photocopies – Colour	\$1.50/page
Photocopies – Black and White	\$0.50/page
Faxes	\$2.00 first page \$0.75 each additional page
Scan and email	\$0.50/page
Processing fee to issue refunds on accounts	\$25.00
Cost to reissue a lost cheque (except those lost in the mail)	Stop payment fee plus \$15.00
Deposit for keys and fobs	\$25.00

Bylaw 515, 2025

**SCHEDULE B  
 SAYWARD NEWS \***

DESCRIPTION	FEE
<b>Copy Ready Ads and Articles per Issue</b>	
Full page	\$65.00
½ page	\$45.00
¼ page	\$30.00
1/8 page	\$20.00
Business card (3.75" x 2.5")	\$12.50
<b>Ads and Articles placed in multiple issues</b>	
2x – 10% discount on total	
3x to 5x – 20% discount on total	
More than 5x – 30% discount	
<b>Set-up Charges (if applicable) **</b>	
Full page	\$60.00
½ page and ¼ page	\$45.00
1/8 page and business card	\$35.00
<b>Business Directory</b>	
Business listing which includes name, logo, contact information and a brief description of business. Published 12 times a year plus feature business ad once a year (1/4 page)	\$90.00/year
<b>Classified Ads</b>	
25 words or less	\$15.00
Additional words	\$0.25/each
<b>Community/Family announcements, Memorials, Thank You's or non-Profit Groups</b>	
1. Individual – 1/8 page free	N/A
2. Non-profit – ¼ page free	N/A
* Content must conform to Newsletter Policy	
* Rates include GST	
** Set-up charges include any non-copy ready work the Village is asked to create or modify to fit the newsletter. Content/Formatting requests that require third-party expertise subject to additional charges.	

Bylaw 515,  
 2025

**SCHEDULE C  
 KELSEY CENTRE**

<b>EQUIPMENT RENTAL *</b>	<b>PRICE</b>	<b>SECURITY DEPOSIT</b>
Party tent(s) pending availability and costs from third party providers	varied	varied
Tables - 6 foot rectangular	\$10.00 each	N/A
Chairs (folding)	\$4.00 each	N/A
Popcorn machine - includes popcorn and bags (4 hour rental)	\$75.00/day	\$100.00
Coffee urn rental (coffee not included)	\$25.00/day	\$20.00

**\* All Items are to remain on property for an event (the Kelsey Centre does not do off site rentals unless approved by Permit or Council)**

<b>ROOM RENTAL *</b>	<b>PRICE</b>	<b>SECURITY DEPOSIT</b>
Bar rental (renter responsible for own supplies and permit)	\$150.00 half day	\$75.00
Gym - Adult Activities-	\$175.00 half day \$350.00/day	\$250.00
Gym - Child/Youth/Senior Activities	\$150.00 half day \$300.00/day	\$250.00
Gym - Commercial Use	\$200.00 half day \$400.00/day	\$350.00
Kitchen and bar rate	\$200.00 half day \$300.00/day	\$350.00
Kitchen - use of all existing equipment (paper plates/cups and napkins excluded)	\$150.00 half day \$250.00/day	\$350.00
Multipurpose room <i>See Recreation Manager for customized options</i>	\$150.00 half day \$250.00/day	\$75.00
Labour-Set Up/breakdown or other	\$30.00 Hour per person	N/A
Labour-Bartender/Server	\$35.00 Hour per person	N/A

**\* For Customized space rental options please contact the Recreation Manager directly.**

FACILITY USE	SINGLE	10-PACK
After School Program	\$8.00	\$72.00
Child 0-12 years	\$4.00	\$36.00
Youth 13-18 years	\$5.00	\$45.00
Adult 19-59 years	\$6.00	\$54.00
Senior 60+ years	\$4.25	\$40.00
Family (maximum of 2 parents and 4 children under the age of 18, additional members pay regular rate)	\$20.00	\$180.00

POOL RENTAL	PRICE
Private pool rental with lifeguards (2 hour rental - must be at a time pool is closed for regular programming) <i>See Recreation Manager for customized options</i>	\$400.00
School Board	Price negotiable

SWIMMING LESSONS	PRICE
Parent and Tot Swim Kids Ages 4 months to 24 months 6 sessions - 30 minutes each	\$30.00
Sea Otter Ages 3-6 years 8 sessions - 30 minutes each	\$40.00
Salamander & Sunfish Ages 3-6 years 8 sessions - 30 minutes each	\$40.00
Crocodile & Whale 8 sessions - 30 minutes each	\$40.00
Level 1 & 2 Ages 6 + 8 sessions - 30 minutes each	\$40.00
Level 3 & 4 Ages 6 + 8 sessions-30 minutes each	\$40.00
Level 5 & 6 8 sessions - 30 minutes each	\$50.00
Level 7 & 8 8 sessions - 45 minutes each	\$45.00
Level 9 & 10 8 sessions - 45 minutes each	\$45.00
Private lessons Level 1-10 Hourly	\$40.00
Swim Sports & Swim Strokes Adults & Teens 8 sessions - 45 minutes each	\$50.00
<b>Classes will only be run if there is enough enrolment</b>	
<b>See brochure for details</b>	

Bylaw 515,  
2025

**SCHEDULE D**  
**SOLID WASTE COLLECTION**

Fees for collection of solid waste from approved receptacles and excess receptacles

<b>DESCRIPTION</b>	<b>FEE</b>
Up to two approved receptacles	\$317.90 per year
Each additional receptacle	\$5.00 for each additional

**Bylaw 515,  
2025**

**SCHEDULE E  
WATER USER RATES**

DESCRIPTION		RATE
Private Residence	per dwelling unit (equivalent to one dwelling unit)	\$485.16
Hotel, Motels	per unit	\$242.58
Apartments or Strata Units	per dwelling unit (equivalent to one dwelling unit)	\$485.16
Trailer Park	per pad	\$485.16
Cafes & Restaurants	(equivalent to 10 dwelling units)	\$4,851.60
Office, Shop, or Store	(equivalent to one dwelling unit)	\$485.16
- Plus for living quarters attached	(equivalent to one dwelling unit)	\$485.16
- Plus for Grocery	(equivalent to one dwelling unit)	\$485.16
- Plus for Butcher Shop	(equivalent to one dwelling unit)	\$485.16
Laundromat	per washing machine (equivalent to one dwelling unit)	\$485.16
Schools	(equivalent to 26 dwelling units)	\$12,614.16
Small Craft Harbour - Office and Restrooms	(equivalent to 2 dwelling units)	\$970.32
Harbour Lease	(equivalent to 10 dwelling units)	\$4,851.60
Industrial	shop, office, sort yard office (equivalent to 7 dwelling units)	\$3,396.12
Industrial	dryland sort and water tower (equivalent to 94 dwelling units)	\$45,605.04
Campground	serviced stalls <b>times</b> months in operation <b>divided by 12</b> – times Motel rate	\$242.58
Others not specified	each	\$485.16
Connection fee for new service	Flat Fee	\$1,200.00
Connection/disconnection fee for an existing service	Flat Fee	\$75.00
Construction rate (valid building permit required)	Per month up to a maximum of 24 months	\$25.00

Bylaw 515,  
 2025

**SCHEDULE F**  
**SEWER USER RATES**

DESCRIPTION		RATE
Private Residence	per dwelling unit (equivalent to one dwelling unit)	\$387.50
Hotel, Motels	per unit	\$193.75
Apartments or Strata Units	per dwelling unit (equivalent to one dwelling unit)	\$387.50
Trailer Park	per pad	\$387.50
Cafes & Restaurants	(equivalent to 10 dwelling units)	\$3,875.00
Office, Shop or Store	(equivalent to one dwelling unit)	\$387.50
- Plus for living quarters attached	(equivalent to one dwelling unit)	\$387.50
- Plus for Grocery	(equivalent to one dwelling unit)	\$387.50
- Plus for Butcher Shop	(equivalent to one dwelling unit)	\$387.50
Laundromat	per washing machine (equivalent to one dwelling unit)	\$387.50
Schools	(equivalent to 26 dwelling units)	\$10,075.00
Small Craft Harbour – Office and Restrooms	(equivalent to 2 dwelling units)	\$775.00
Harbour Lease	(equivalent to 10 dwelling units)	\$3,621.50
Industrial	shop, office, sort yard office (equivalent to 7 dwelling units)	\$2,712.50
Industrial	dryland sort and water tower (equivalent to 94 dwelling units)	\$36,425.00
Campground	serviced stalls <b>times</b> months in operation <b>divided by 12</b> – times Motel rate	\$193.75
Others not specified	each	\$387.50
Connection fee for new service	Flat Fee	\$800.00

Bylaw 499,  
 2023

**SCHEDULE G**  
**BUILDING FEES AND CHARGES**

Development Category	Application Fee	GST 5%	Total Cost
OCP Amendments	\$2000.00 + \$500.00 Public Hearing Fee=\$2500.00	\$125.00	\$2,625.00
Zoning Amendments	\$2000.00 + \$500.00 Public Hearing Fee=\$2500.00	\$125.00	\$2,625.00
OCP/Zoning Combined Application	\$3200.00 + \$500 Public Hearing Fee=\$3700.00	\$185.00	\$3,885.00
Fees for Public Hearings on all applications requiring one or for additional public hearings on revised applications.	\$500.00	\$25.00	\$525.00

<b>DEVELOPMENT PERMITS</b>			
Major	\$2,000.00	NA	\$2,000.00
Minor	\$1,000.00	NA	\$1,000.00
Amendments, Time Extensions (renewals) to existing Permits not requiring approval by Council	\$200.00	NA	\$200.00
Amendments, Time Extensions (renewals) to existing Permits requiring approval by Council	\$1,000.00	NA	\$1,000.00
Development Variance Permits	\$1,000.00	NA	\$1,000.00
Time Extensions	\$200.00	NA	\$200.00
Amendments to Existing Development Variance Permit	\$500.00	NA	\$500.00
Registration Fee for all applications requiring a Notice on Title	\$30.00	\$1.50	\$31.50
Temporary Industrial or Commercial Permit	\$1,500.00	NA	\$1,500.00
Renewals for Temporary Industrial or Commercial Permit	\$1,500.00	NA	\$1,500.00
<b>ALR APPLICATION LAND RESERVE COMMISSION (LRC)</b>			
Land Owner application for Exclusion, Subdivision or Non Farm Use	LRC Fee \$300.00 and Village Fee \$300.00	NA	\$600.00
Land Owner Application for Inclusion	LRC Fee \$300.00 and Village Fee \$300.00	NA	\$600.00
Board of Variance	\$500.00	\$25.00	\$525.00
Application for a Discharge of a Charge on Title	\$50.00	\$2.50	\$52.50

<b>SUBDIVISIONS</b>			
Fee Simple (Preliminary Layout Approval) Base Fee	\$1000.00 for application and first lot created plus \$125.00 for each additional lot created	VARIES	VARIES
Bare Land Strata Subdivision (Preliminary Layout Approval) Base Fee	\$1000.00 for application and first lot created plus \$125.00 for each additional lot created	VARIES	VARIES
Minor Lot Line Adjustment (where no new lots are created)	\$750.00	\$37.50	\$787.50
Final Approval of Minor Lot Line Adjustment	\$200.00	\$10.00	\$210.00
Final Approvals or Revisions on Phased Strat Developments (per phase)	\$200.00	\$10.00	\$210.00
Subdivision, Bare Land Strata Final Approval	\$1,000.00	\$50.00	\$1,050.00
Time Extension or Amendment to Preliminary Layout Approval	\$1,000.00	\$50.00	\$1,050.00
<b>LATECOMERS APPLICATION</b>			
Application	\$500.00	\$25.00	\$525.00
<b>LAND TITLE OFFICE SEARCHES</b>			
Title Searches (Within the Village of Sayward jurisdiction only)	\$15.00	\$0.75	\$15.75
Plan Search (Within the Village of Sayward jurisdiction only)	\$20.00	\$1.00	\$21.00
Document Search (for charges relating to the Village of Sayward only)	\$20.00	\$1.00	\$21.00
Contaminated Site Profile	\$50.00	\$2.50	\$52.50
<b>MAPS</b>			
Zoning and Official Community Plan Maps (11x17)	\$5.00	\$0.25	\$5.25
Zoning and Official Community Plan Maps (8.5x11 or 8.5x14)	\$2.50	\$0.12	\$2.62

<b>PROCESSING FEES</b>	
<b>DESCRIPTION</b>	<b>FEE AMOUNT</b>
<b>Building Permits</b>	
Not exceeding \$50,000 value	\$50.00
value greater than \$50,000 but not exceeding \$200,000	\$100.00
value greater than \$200,000 but not exceeding \$500,000	\$250.00
value greater than \$500,000	\$500.00
<b>Demolition Permits</b>	
Complex buildings and structures	\$100.00
Standard buildings and other buildings	\$50.00

<b>PERMIT FEES</b>	
<b>DESCRIPTION</b>	<b>FEE AMOUNT</b>
<b>Building Permits</b>	
All	\$50.00 + 0.65% of the estimated value of construction
<b>Demolition Permits</b>	
Complex buildings and structures	\$100.00
Standard buildings and other buildings	\$50.00

<b>EXTENSION FEES</b>	
<b>DESCRIPTION</b>	<b>FEE AMOUNT</b>
<u>Complex buildings and structures</u>	
Where the estimated value or remaining construction is \$20,000 or less	\$100.00
For each subsequent \$1,000 of value or fraction thereof	\$3.50
<u>Standard buildings</u>	
Where estimated value of remaining construction is \$20,000 or less	\$50.00
For each subsequent \$1,000 of value or fraction thereof	\$3.50
Other permits	\$50.00

<b>OTHER FEES</b>	
<b>DESCRIPTION</b>	<b>FEE AMOUNT</b>
To rescind a Stop Work or Do Not Occupy Order	\$250.00
Site inspection, section 56 of the Community Charter	\$100.00
Title Search	\$10.00
To obtain copy of Restrictive Covenant	\$50.00
To process a covenant in favour of the Village of Sayward	\$100.00
To remove a Notice on Title, section 57 of Community Charter	\$500.00
To photo copy plans	\$10.00 + GST per sheet

**Bylaw 487,  
 2022**

**SCHEDULE H  
 ANIMAL CONTROL**

<b>FEES AND CHARGES</b>	
<b>IMPOUNDMENT</b>	<b>FEES/CHARGES</b>
Seizing and impounding any animal, for the first impoundment in a calendar year (third party call and travel)	\$250
For the second seizure and impoundment of same Animal in calendar year (third party call and travel)	\$350
For the third and subsequent seizure and impoundment of the same Animal in a calendar year (third party call and travel)	\$500
<b>KENNELING</b>	<b>FEES/CHARGES</b>
As prescribed by service provider	Actual Cost
<b>ANIMAL LICENSING</b>	<b>FEES/CHARGES</b>
For every unneutered male dog	\$30.00
For every neutered male dog, proven to be such by the production of a certificate from a qualified veterinarian	\$20.00
For every unsprayed female dog	\$30.00
For every spayed female dog, proven to be as such by the production of a certificate from a qualified veterinarian	\$20.00
For replacement license tags	\$15.00
<b>MISCELLANEOUS</b>	
In addition to the fees for seizure and impoundment, the actual costs incurred in capturing, and in capturing and transporting animal to secure area and all fees associated with the care of that animal as prescribed by the pound keeper	Actual Cost

**SCHEDULE I  
 BUSINESS LICENSES**

<b>DEFINITION</b>	<b>DESCRIPTION</b>	<b>FEE</b> (per annum unless otherwise stated)
<u>Commercial/Industrial</u> Any business permitted in the zones designated in the Zoning Bylaw	Employing up to 3 persons Employing up to 8 persons Employing over 8 persons	\$100.00 \$150.00 \$200.00
<u>Rental units/spaces</u> Any building containing dwelling units or other types of rental units in any zone	Up to 20 units 20 – 40 units Over 40 units	\$100.00 \$125.00 \$165.00
<u>Home Occupation</u> Any business permitted in residential areas under the Zoning Bylaw	Per business	\$65.00
<u>Home Occupation - Artisan</u> Any business permitted in residential areas under the Zoning Bylaw Senior citizen's 65 years and older	Per business Per Business	\$30.00 Free
<u>Mobile Vending</u> Any business permitted and regulated by Council	Per business	\$300.00
<u>Miscellaneous Business</u> Any business not based in the Village of Sayward (other than Mobile Vending)	Per business	\$125.00
Any blanket yearly license for craft sales, trade shows, etc. held in the Village of Sayward (in lieu of individual license)		\$110.00
Seasonal based business	Per business	\$50.00
Any business not listed	Per business	\$100.00

**Bylaw 515,  
2025**

**SCHEDULE J  
FIRE PROTECTIVE SERVICES**

<b>DEFINITION</b>	<b>FEE</b>
Burning Permit	\$65.00
Fireworks Permit – Community event	\$125.00
Fireworks Permit – Film and Television event	\$250.00
Fireworks Permit – Halloween (private)	\$50.00
Fireworks Permit – New Year’s Eve (private)	\$50.00
On-site fire protection – equipment cost	\$250.00 per hour for equipment plus 10%
On-site fire protection – personnel attendance	\$65.00 per hour for each person, plus 10%

Bylaw 515,  
2025

**SCHEDULE K**  
**MUNICIPAL CAMPGROUND**

<b>CAMPGROUND FEES</b>	
<b>DESCRIPTION</b>	<b>FEE AMOUNT</b>
Unserviced sites Daily	\$25.00
Serviced sites Daily	\$35.00
Sani-Dump	\$5.00 per use

Serviced sites = water, power (30AMP), sewer.



## STAFF REPORT

**To:** Mayor and Council  
**From:** Caelen Middleton, Village Planner  
**Subject:** Official Community Plan Amendments – Housing Needs Amendments  
**Meeting date:** April 14, 2026

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### PURPOSE

To update Council on Official Community Plan Amendment Bylaw No. 520, 2026 following first reading and external referral, and to seek second reading and referral of the bylaw to public hearing.

### BACKGROUND

On November 30, 2023, the Province enacted several amendments to the *Local Government Act (LGA)* to increase the housing supply across British Columbia. Of these amendments, Bill 44, *Housing Statutes (Residential Development) Amendment Act, 2023*, has had the greatest impact on the Village of Sayward.

Bill 44 requires local governments to ensure their Official Community Plans (OCPs) and Zoning Bylaws reflect current and anticipated housing needs. This includes updating Housing Needs Reports, reviewing Zoning Bylaws for small-scale multi-unit housing compliance, and updating OCPs to reflect the findings of the most recent Housing Needs Report. Village staff previously reviewed Sayward's Zoning Bylaw and determined that it complies with the applicable Bill 44 requirements; however, the Village's Official Community Plan requires some updates.

The Village's *Housing Needs Report & Analysis* was completed and presented to Council in January 2025 (Attachment 1). Review of the Village's OCP and draft policy amendments were completed in June 2025. A public open house was held on June 25, 2025, to present the proposed OCP amendments and to receive public feedback. The findings of that work are summarized in the report titled *Village of Sayward – OCP Recommendations from the Housing Needs Report* (Attachment 2), and the proposed amendments were subsequently brought forward through *Village of Sayward Official Community Plan Amendment Bylaw No. 520, 2026* (Attachment 3).

At its February 10, 2026 meeting, Sayward Council adopted the following resolutions:

**MOTION R26/32**

**MOVED AND SECONDED**

*THAT staff send letters to the following governments and agencies in order to comply with the provisions of Bill 44: Housing Statutes (Residential Development) Amendment Act, 2023.*

- a. Strathcona Regional District Board;*
- b. Local First Nations (K'omoks First Nation);*
- c. School District No. 72 (Campbell River); and*
- d. Provincial or Federal agencies (BC Ministry of Transportation and Transit).*

**CARRIED**

**MOTION R26/33**

**MOVED AND SECONDED**

*THAT Council gives first reading to Village of Sayward Official Community Plan Amendment Bylaw No. 520, 2026.*

**CARRIED**

**DISCUSSION**

Following Council's direction, referral letters were circulated with a copy of the draft bylaw and a summary of the proposed amendments (Attachment 4). Recipients were advised that the amendments are primarily procedural and intended to bring the Village's OCP into compliance with Bill 44 and the Local Government Act. The amendments do not introduce new growth areas or major land use redesignations; they simply update the OCP to reflect provincial housing policy and support a broader range of housing forms.

The referral period has now closed. One response was received from the BC Ministry of Transportation and Transit, advising that it had no comments on the proposed amendment bylaw (Attachment 5). No responses were received from the Strathcona Regional District Board, K'omoks First Nation, or School District No. 72.

Village staff are satisfied that Council's referral direction has been carried out. Given the limited and procedural nature of the proposed amendments, and the absence of substantive concerns through the referral process, it is recommended that Council give second reading to the bylaw and proceed to public hearing on May 12, 2026.

## RECOMMENDATION/S

### THAT COUNCIL

- 1) Gives second reading to Village of Sayward Official Community Plan Amendment Bylaw No. 520, 2026; and
- 2) Directs staff to schedule a public hearing for Village of Sayward Official Community Plan Amendment Bylaw No. 520, 2026 for May 12, 2026, and to give notice of the public hearing in accordance with the Local Government Act and the Village's public notice procedures.

Respectfully submitted,

*Caelen Middleton*

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Caelen Middleton  
Planner, Village of Sayward

*Reviewed by*

*Kevin Brooks*

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Kevin Brooks, MCIP, RPP  
Planner, Village of Sayward

*Approved for Council package*

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Andrew Young, MCIP, RPP  
Chief Administrative Officer

### Attachments:

1. Housing Needs Report & Analysis
2. Village of Sayward – OCP Recommendations from the Housing Needs Report
3. Proposed Village of Sayward Official Community Plan Amendment Bylaw No. 520, 2026 – Housing Needs Amendments
4. Copies of referral letters circulated
5. Response received from the BC Ministry of Transportation and Transit



**VILLAGE OF SAYWARD**

**BYLAW NO. 520, 2026**

**A BYLAW TO AMEND OFFICIAL COMMUNITY PLAN BYLAW NO. 308, 2000**

**WHEREAS** the Council for the Village of Sayward has, by Bylaw No. 308, adopted an Official Community Plan for Sayward and vicinity pursuant to Part 14 of the *Local Government Act*;

**AND WHEREAS** the Council for the Village of Sayward wishes to amend “Bylaw No. 308 Village of Sayward Official Community Plan Bylaw, 2000” having due regard to the requirements of the *Local Government Act*;

**NOW THEREFORE BE IT RESOLVED** that the Municipal Council of the Village of Sayward, in open meeting assembled, hereby enacts as follows:

**1. CITATION**

This bylaw may be cited as “**Village of Sayward Official Community Plan Amendment Bylaw No. 520, 2026**”.

**2. AMENDMENT**

Bylaw No. 308 being the “Village of Sayward Official Community Plan Bylaw, 2000” (as amended) is hereby further amended as set out in Schedule “A” attached to and forming part of this bylaw.

Read a first time on the 10<sup>th</sup> day of February 2026.

Read a second time on the \_\_\_ day of \_\_\_\_\_ 2026.

Public Hearing held on the \_\_\_ day of \_\_\_\_\_ 2026.

Read a third time on the \_\_\_ day of \_\_\_\_\_ 2026.

Adopted on the \_\_\_ day of \_\_\_\_\_ 2026.

Certified a true copy of Bylaw No. XXX  
this \_\_\_ day of \_\_\_\_\_, \_\_\_\_  
  
\_\_\_\_\_  
Chief Administrative Officer  
Village of Sayward

\_\_\_\_\_  
**Mayor**

\_\_\_\_\_  
**Corporate Officer**

## Schedule "A"

### Text Amendments

#### **AMEND Section 2.1(b) – Settlement & Community (page 2)**

To ensure village design that encourages community interaction, village cohesiveness and that incorporates the needs of children & *seniors*.

#### **ADD Section 2.5 – Housing (page 2)**

##### **2.5 Housing**

*To support the provision of safe, adequate, and diverse housing for all residents of the Village.*

*a) To ensure a variety of housing options are available to meet the needs of residents at all stages of life.*

*b) To promote residential development that makes efficient use of land and infrastructure.*

*c) To work collaboratively with partners to support housing affordability and availability.*

*d) To ensure the long-term sustainability, livability, and resilience of the Village's housing stock.*

#### **AMEND Section 3.1(a)(i) - Residential (page 4)**

The primary use permitted in the Residential designation is single-detached ~~residential~~ *homes, duplexes, triplexes, fourplex dwellings, and rowhouses.*

#### **AMEND Section 3.1(a)(iii) - Residential (page 4)**

Affordable housing ~~may be provided~~ in the form of secondary suites *is supported* in the Residential designation provided that building and fire codes are met. ~~and that adequate off-street parking is provided.~~

#### **AMEND Section 3.1(a)(v) - Residential (page 4)**

The Village shall encourage ~~similar densities and infilling of the established residential area~~ *gentle infill and increased housing diversity within the Residential designation, provided that new development maintains similar massing, scale, and form to the surrounding neighbourhood.*

**AMEND Section 3.1(c)(ii) – Rural Residential - (page 5)**

Permitted uses in the Rural Residential designation are ~~single and multi family residential~~ *single-detached homes, duplexes, triplexes, fourplex dwellings, and rowhouses*, and home occupations.

**AMEND Section 3.1(d)(ii) – Residential/Industrial - (page 5)**

Permitted uses in the Residential/Industrial designation are single family residential, *secondary suites, duplexes*, live-work units, home based business and industrial.

**AMEND Section 3.1(e)(ii) – Community Facility - (page 5)**

Permitted uses in the Community Facility designation may include but are not limited to a medical centre, public educational services, *purpose-built social or seniors housing*, and recreational facilities.

**ADD Section 3.1(f)(viii) – Community Facility - (page 5)**

*The Village shall explore the reduction or removal of parking requirements for residential and commercial uses.*



Village of  
Sayward

**VILLAGE OF SAYWARD  
NOTICE OF PUBLIC HEARING  
MAY 12, 2026**

Notice is hereby given that a Public Hearing will be held on Tuesday, May 12, 2026 at 6:00 p.m. at the Village Office, 601 Kelsey Way, Sayward, BC, to consider Village of Sayward's Official Community Plan Amendment Bylaw No. 520, 2026.

**Purpose:**

The purpose of the proposed bylaw is to amend the Village of Sayward's Official Community Plan to align it with the Village's Housing Needs Report and the requirements of Bill 44, Housing Statutes (Residential Development) Amendment Act, 2023.

**General Effect:**

The proposed amendments are intended to ensure the Village's Official Community Plan complies with current provincial housing legislation. In general terms, the amendments are to:

- add a new Housing section that supports diverse, affordable, and resilient housing;
- expand supported residential forms to include duplexes, triplexes, fourplexes, and rowhouses;
- support secondary suites and gentle infill within existing neighbourhoods;
- add support for purpose-built social and seniors housing; and
- introduce policy direction that explore reduced parking requirements.

The proposed amendments do not introduce new growth areas or major land use redesignations.

A copy of the proposed bylaw, staff report, and related background information may be inspected from April 29, 2026 to May 12, 2026, between 9:00 a.m. and 4:00 p.m., Monday to Friday, excluding statutory holidays, at the Village Office, 601 Kelsey Way, Sayward, BC, and on the Village's website.

All persons who believe their interest in property is affected by the proposed bylaw shall be afforded a reasonable opportunity to be heard in person, by representative, or by written submission at the Public Hearing. Written submissions may be delivered to the Village Office at 601 Kelsey Way, Sayward, BC V0P 1R0, or emailed to [village@saywardvalley.ca](mailto:village@saywardvalley.ca).

Following the close of the Public Hearing, no further submissions or comments may be accepted by Council with respect to the proposed bylaw.

For more information, please contact the Village of Sayward at (250) 282-5512.

# HOUSING NEEDS ANALYSIS

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VILLAGE OF SAYWARD

2024

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# THE BACKGROUND

Housing legislation was passed in November 2023 which requires all local governments to update their housing needs assessments to provide 5 and 20-year housing projections. This background analysis report utilizes key information from both regulated data collection and housing needs analysis methodologies, along with additional data collection and analysis critical to the deeper understanding of the housing environment in the Village of Sayward, and how that environment can be improved to meet the needs of the people.

This analysis sheet provides an overview of the information used and results found to inform the Housing Needs Report (HNR) which meets the regulatory requirements of the province of British Columbia. Appendix A provides the required HNR calculation tables.

## Community Engagement

Following the initial analysis below, community engagement in the form of a Community Survey will be conducted in early 2025. Results of the community engagement will inform the revisions to the OCP and Zoning Bylaw if required, ensuring that key contextual issues concerning housing in the Village of Sayward are included. The below analysis has been completed to meet the requirements for an interim housing needs report however the intent is to update the analysis following the results of community engagement and has been used to determine information gaps that need to be addressed through the engagement process.

## Population

Population information and projections provide a basis on which to assess and predict housing needs in the community. This population information can be compared to housing stock quantity, quality, and type to determine how the current housing environment does or does not meet the needs of the people now and for anticipated growth and change. The quality of the information going into the analysis will dictate the quality of the results. This report has included the following statistical input to provide an analysis of the housing need in the Village of Sayward.

## Data Collection

As mandated by the Province of British Columbia, certain information must be collected and considered when creating Housing Needs Reports. Age, mobility, and student status can all impact the need for housing in communities. The required *Populations* information for the Village of Sayward has been provided below and has informed the analysis of housing need based on population.

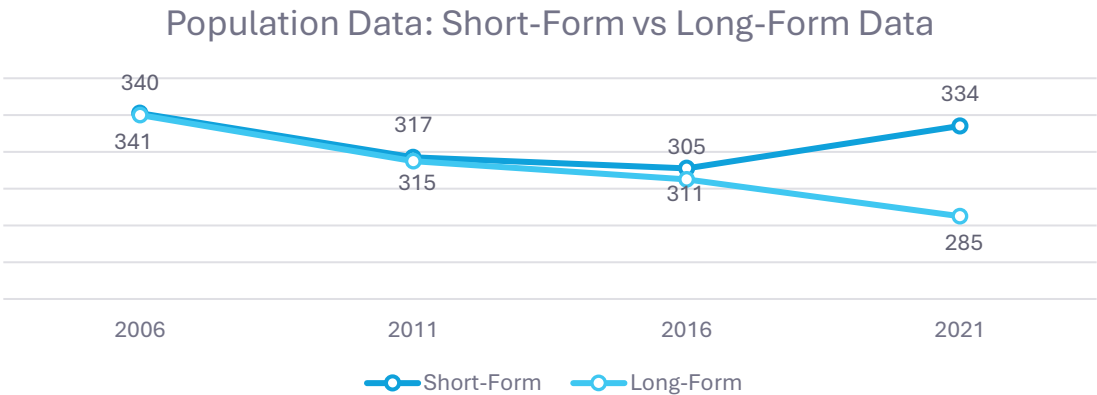
*Table 1.0 – Population Data*

	2006	2011	2016	2021	Source
Total Population	341	317	311	334	Census
Average Age	-	-	49.5	51.9	Census
Median Age	49.5	53.6	57.9	60.4	Census
Mobility (1 year)					
Non-Movers	270	-	230	275	Census
Non-Migrants	25	-	35	0	Census
Migrants	30	-	30	15	Census
Students enrolled in post-secondary institutions	0	0	0	0	Ministry of PSEFS

For the previous three census periods, there has been an overall decrease in non-movers, and a slight increase in migrants, noting mobility within the Village and to the Village. The variation in these numbers for the most recent Census period may have been disproportionately impacted by the COVID-19 pandemic.

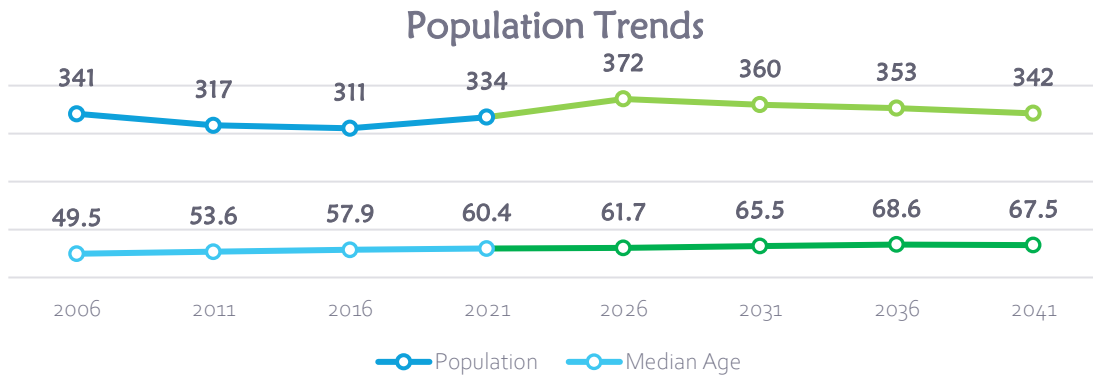
Of note, two different sets of data are used to determine the Census Canada numbers, which represent different surveys provided to the public. While the entire population receives a short-form questionnaire, a sample of the population receives a long-form questionnaire, with additional questions to the short-form. As the long-form data is taken from a smaller sample of the population, data may be less representative than short form census data. In areas with small population bases, such as the Village of Sayward, sampling errors of the long-form data may be disproportionately skewed as sample sizes are proportionate to 1 in 4 as compared to short-form census data. In the case of the Village of Sayward Census data from 2021, there were differences in the population

numbers provided by the short-form and long-form questions. For this Housing Needs Report methodology as required by the provincial government, data from the long-form questionnaire is used as the additional data provided by those questionnaires is required for the statistical analysis of housing environments. Differences in the short-form and long-form population numbers since 2006 are shown below. As the provincial regulations make use of the long-form data sets, this is what is used for most of this report. However, these numbers are limited in their accuracy and should be contextualized with non-statistical information about the community. The discrepancies below demonstrate the challenges of accurately depicting the reality of a small community using only statistical data.

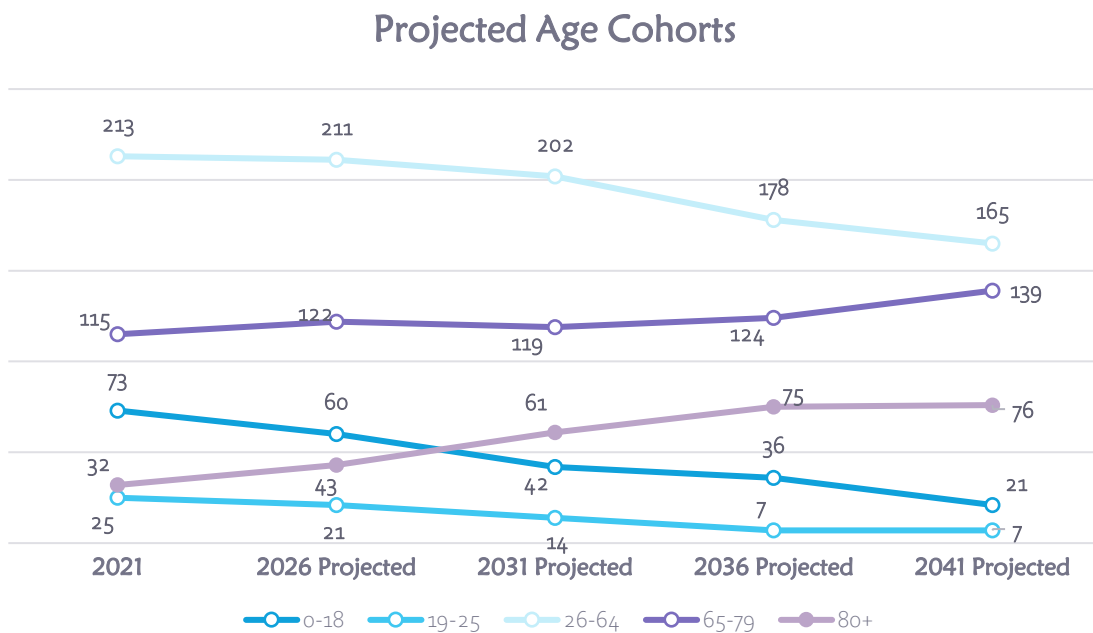


Despite the challenges of determining accurate data for the Village of Sayward, we can utilize the required data to determine past trends to determine a set of future conditions. Past population growth and projected future population growth as provided by Census data and BC Population Projection numbers are demonstrated below, which show an anticipated increase in population between 2021 and 2026, followed by a slight decline over the next two decades. This anomaly in the population from 2016 to 2021 may be the result of inaccurate data collection, or impacts seen by the COVID-19 pandemic. The 2021 census data faced unique challenges due to the impact of COVID-19, which affected both data collection and response rates. Small, remote communities, such as the Village of Sayward, were particularly affected by lower response rates as data collection may have been limited. While the 2021 census data still provides valuable insights, it may be less reliable than previous census cycles, and presents challenges when comparing census data between cycles, especially for smaller population bases. The average age of the population is anticipated to increase to 67.5 by 2041, indicating a change in the

demographic profile of the community.



For housing needs analysis, age cohorts have been broken down into five distinct groups which have different housing needs. Examining the common characteristics and housing preferences of these age cohorts may provide insight into future housing typologies required to accommodate different types of households. The age cohorts examined are 0-18 years (dependents), 19-26 years (new adults), 26-64 years (nonspecific household maintainers), 65-79 years (older adults and empty nesters), and persons over 80. Demographic trends of these age cohorts over the previous two decades as per the Canada Census are shown below.



**0-18 Years (Dependents)**

From a housing perspective, the general expectation is that people under the age of 20 will be living at home as dependents, rather than seeking their own independent housing. The expectation is that members of this cohort will not function as household maintainers. The size and type of housing for this group will vary, depending on the makeup of the household, but will be more suited to single-family homes or larger townhouses, with 3 or more bedrooms.

BC Statistics project a significant decrease in the size of this age cohort for the next 20 years, with a decrease of over 71% by the year 2041. This suggests a decrease in the need for homes that support families with children under the age of 19, such as larger, single-family homes.

### **19-25 Years (New Adults)**

This is the age young adults may begin to seek housing outside of their parent/caregiver's home. From a housing perspective, this marks a large change in household size as many nuclear families see children "leave the nest", with households beginning to divide. For example, a 4-person family with a parental couple may see the first child leave home at 20, creating 2 households, followed by an additional household forming when the second child leaves home a few years later. These additionally formed households may be where the new adult seeks their own smaller unit (such as a one-bedroom basement suite, or student housing) on their own or with a partner, or in a larger shared house with roommates.

BC Statistics project a decrease in this age cohort of 72% by the year 2041. The types of housing for those looking to leave home for the first time at this age, such as small-scale multi-unit housing (secondary suites and accessory dwelling units, duplexes, and triplexes/fourplexes) designed for young single adults or couples may decrease accordingly.

### **26-64 Years (Nonspecific Household Maintainers)**

Between 26-64 years, housing needs based on age alone are non-specific, with a majority of household members in this age range being household maintainers (contributing to paying rent, mortgage, taxes, utilities, etc.). This group may have dependents living at home, and the size and type of housing for this group will depend on household makeup. This is the age group where many new adults will begin having children and requiring larger

housing units and may be better suited to a large townhouse or single-family home environment.

As the age range is widest for this cohort, this group represents the largest proportion of the community. Based on BC Statistics projections, this cohort is anticipated to decrease over the next 20 years, though at a much slower rate than the younger cohorts, with an overall decrease of 22.5% by 2041. As with the decrease in dependents, this may mean that the need for larger family homes will decrease over time.

### **65-79 Years** (Older Adults and Empty Nesters)

Between 65 and 79 years, the needs of this age cohort share similar characteristics than that of the 20-64 age group. Members of this group may be ready to ‘downsize’ as dependents leave the home, and some may start to see an increase in the need for accessibility features or begin to move into supportive facilities.


BC statistics projection anticipate a slight increase in this cohort over the next 15 years, with a larger jump between 2036 and 2041, peaking at 140 community members by 2041. This suggests that housing with accessibility options and smaller unit sizes to accommodate downsizing may be in more demand in the coming decades.

### **80+** (Persons Over 80)


From a housing perspective, the needs of older seniors may be different to those of younger cohorts. The need for accessibility features will be high for those living alone or sharing in a larger household. The rate of single-person households is higher for this age cohort, and supportive seniors housing, and support for those wishing to age in place are critical for this group. The need for housing located with easy access to medical services will also be critical for this age group, including access to public transportation for those who no longer drive.

This cohort represents the largest anticipated age group increase in the next 20 years as projected by BC Statistics, with this cohort projected to more than double by 2041, from 32 people to 76 people. This suggests an extreme increase in the need for supportive seniors housing, accessible housing, smaller units, and housing located close to medical services and amenities.

## What This Means

 Key Takeaway The projected increase for the Village of Sayward residents over the age of 65, and particularly the even steeper projected increase for persons over the age of 80, suggest that housing options that cater to seniors will be extremely important. The implications of this may include an increased demand for:

- Seniors Housing
- Multi-generational housing, or accessible small-scale units designed for older family members living in a separate unit on the same property as family (such as accessory dwelling units or secondary suites)
- Assisted living facilities

 Key Takeaway The projected decrease for the Village of Sayward residents under the age of 26 could mean a decrease in average household size, with less children and families living in the Village of Sayward. This could mean a decrease in demand for larger homes that have been traditionally used for larger families. This suggests that retrofitting of existing homes may provide the needed affordable rental housing.

## THE PEOPLE AT-RISK

### EXTREME CORE HOUSING NEED (COMPONENT A)

Extreme core housing need is defined as households where the unit is not adequate (requires major repairs), or not affordable to an extreme degree (has shelter costs of more than 50% of before-tax household income), or not suitable (does not have enough bedrooms as per National Occupancy Standards (NOS)) and the household would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that meets all of the above housing indicator thresholds. For this number, the extreme core housing needs rates for both homeowners and renters are considered separately, with the final number of units required being a sum of the two groups.

## HNR Numbers: Extreme Core Housing Need

**5-YEAR  
REQUIREMENT**

**0.0**

**20-YEAR  
REQUIREMENT**

**0.0**

The BC HNR Calculator tool has been used to produce the housing needs for Component A (Extreme Core Housing Need) to the left. Data tables for these calculations are provided in Appendix A. **0** units must be accommodated to meet the 20-year requirement for the Village of Sayward.

### Data Collection

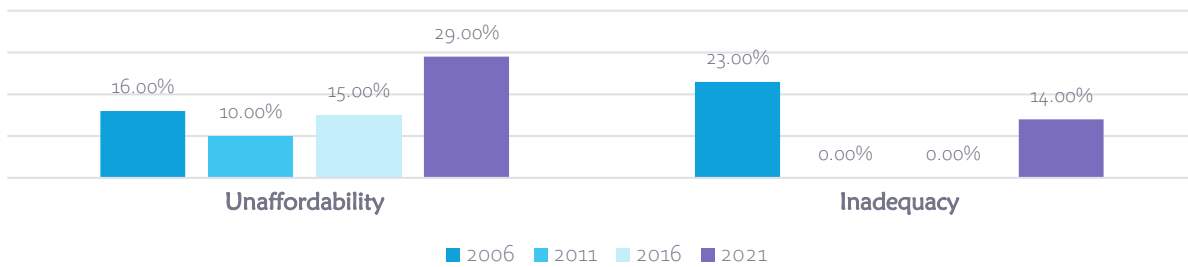
The affordability, adequacy, and suitability of housing have a major impact on what housing supports are required for a community's housing stock demands. The required *Core Housing Need* and *Household Income* data collection for the Village of Sayward has been provided below and has been included in the analysis of housing needs based on at-risk populations.

Table 2.0 – Core Housing Needs Data

		2006		2011		2016		2021		Source
<b>Affordability</b>										
	Households spending 30%+ of income on shelter costs	25	16%	15	10%	20	15%	45	29%	Custom Census
	Renter households spending 30%+ of income on shelter costs	10	-	0	-	0	0%	20		Custom Census
	Owner households spending 30%+ of income on shelter costs	15	-	10	-	10	8%	25		Custom Census
<b>Adequacy</b>										
	Households in dwellings requiring major repairs	35	23%	0	0%	0	0%	25	14%	Custom Census
	Renter households in dwellings requiring major repairs	15	-	0	-	0	-	0	0%	Custom Census
	Owner households in dwellings requiring major repairs	20	-	0	-	0	-	20	44%	Custom Census
<b>Suitability</b>										

Households in overcrowded dwellings	0	0%	0	0%	0	0%	0	0%	Custom Census
Renter households in overcrowded dwellings	0	0%	0	0%	0	0%	0	0%	Custom Census
Owner households in overcrowded dwellings	0	0%	0	0%	0	0%	0	0%	Custom Census

### Core Housing Needs



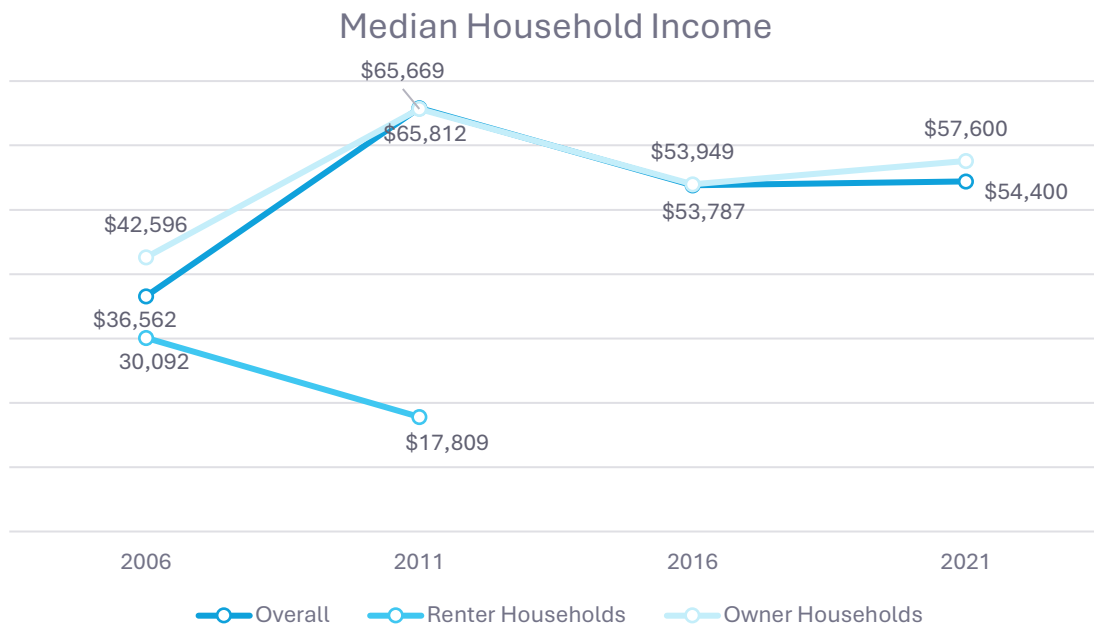
The number of households living in housing that is not deemed affordable (spending 30% or more of income on shelter costs) has almost doubled to 29% for the past two decades. Adequacy data for 2011-2021 is noted as zero, however this may be a sampling error due to the remote and small and remote nature of the community. Further investigation may be required, including conducting a community survey to better understand the adequacy of housing in the Village of Sayward. Unsuitable housing (units that do not meet National Occupancy Standards for household size – otherwise known as overcrowding) has remained at 0% from 2006-2021. This indicates that units are suitable in size for the current population, however inadequate (in need of major repairs) and unaffordability measures have increased by 80% since 2006 and indicate a need for more support for the Village of Sayward.

For the Village of Sayward, equal numbers of owners and renters have experienced housing unaffordability in the last 20 years. In addition to affordability challenges, owners are experiencing an increased burden in the cost of repairs for the Village of Sayward. Resources that may be helpful to homeowners maintaining their homes could include financial support, information on how to perform basic home maintenance, and information on how to hire qualified workers to conduct repair work. It is understood that access to qualified, affordable tradespeople to perform repair work is particularly

challenging for the Village of Sayward residents due the remote nature of the community. Supports the lack of skilled trades in the community would be beneficial in maintaining the quality of the housing stock in the community. This issue will be noted further in the Housing Stock section of this report.


Table 2.1 – Household Income Data


	2006	2011	2016	2021	Source
Average household income	\$48,825.00	\$66,200.00	\$63,505.00	\$63,000.00	Custom Census
Median household income	\$36,562.00	\$65,812.00	\$53,787.00	\$54,400.00	Custom Census
Average renter household income	\$44,915.00	\$23,892.00	-	\$34,000.00	Custom Census
Median renter household income	\$30,092.00	\$17,809.00	-	-	Custom Census
Average owner household income	\$49,561.00	\$72,655.00	\$60,797.00	\$69,000.00	Custom Census
Median owner household income	\$42,596.00	\$65,669.00	\$53,949.00	\$57,600.00	Custom Census



Overall, household income is higher for households than in 2006, which is to be expected due to general inflation, and median household income for Owners matches closely with the trend of overall Median income. This indicates most of the population may be homeowners, giving a smaller sample size of data for renter income. Income for owner households is significantly higher than for rental households, with no data for renter households for 2016 or 2021. This may be because there was a decrease in renters for the Village of Sayward, or because of a sampling area with the long-form census.

### What This Means

 Key Takeaway Housing affordability is an increasing issue for both Owners and Renters in the Village of Sayward. Given this, affordability measures are particularly beneficial and should be explored in conjunction with general measures to support housing affordability for residents of all types of tenure.

 Key Takeaway Unaffordability has increased by 80% since 2006 in the Village of Sayward, indicating a need for greater financial support or measures to bring down the cost of housing.

### HART Tool Calculations – 2021

The HART tool was developed by UBC to create a standardized way of measuring income-based housing needs, powered by Statistics Canada. This methodology provides a way of viewing housing by income categories that can help to shine a light on housing costs experienced by community members in relation to income.

The HART methodology breaks household income into five categories which are intended to group households by employment types. The categories are as follows:

**Very Low Income:** 20% or less of Median Household Income for the area, which is equivalent to shelter allowance for welfare recipients

**Low Income:** 21%-50% of Median Household Income for the area, which is equivalent to one full-time minimum wage job

**Moderate Income:** 51%-80% of Median Household Income for the area, which is meant to note “middle class” households

**Median Income:** 80%-120% of Median Household Income for the area


**High Income:** More than 120% of Median Household Income for the area

For Strathcona A (census subdivision for the Village of Sayward), the Area Median Household Income (AMHI) in 2021 was \$61,6000, with a projected affordable household cost of \$1,540. This is broken down further by income category in the table below:

*Table 2.2 – Affordable Shelter Cost Based on HART Model*

<b>Income Category</b>	<b>% Total Households</b>	<b>Annual Household Income</b>	<b>Affordable Shelter Cost</b>
<b>Very Low Income</b> (20% or under AMHI)	0.0%	<\$12,320	<\$308
<b>Low Income</b> (21%-50% AMHI)	20.99%	\$12,320-\$30,800	\$308-\$770
<b>Moderate Income</b> (51%-80% AMHI)	17.28%	\$30,800-\$49,280	\$770-\$1,232
<b>Median Income</b> (81% to 120% AMHI)	24.69%	\$49,280-\$73,920	\$1,232-\$1,848
<b>High Income</b> (121% + of AMHI)	37.04%	>\$73,921	>\$1,849

The affordable shelter costs noted in the above table may give some context to appropriate rent prices for non-market housing, and highlights that over one fifth of households fit into the low-income category.

**Key Takeaway**  Based on the HART model, affordable shelter costs for low-income households (equivalent to one full-time minimum wage job) range from \$308 to \$770 per month, with over 20% of households fitting into this income group. Affordable shelter costs for moderate income households range from \$770 to \$1,232, with 25% of households fitting into this category.

## INDIVIDUALS EXPERIENCING HOMELESSNESS (COMPONENT B)

This number examines the obligation of the Village to accommodate a population-based proportion of the units required to meet the needs for the Village of Sayward.

## HNR Numbers: Individuals Experiencing Homelessness

---

**5-YEAR  
REQUIREMENT**

**1.15**

**20-YEAR  
REQUIREMENT**

**2.31**

The BC HNR Calculator tool has been used to produce the housing needs for Component B (Individuals Experiencing Homelessness) to the left. Data tables for these calculations are provided in Appendix A. **2.31** units must be accommodated to meet the 20-year requirement for the Village of Sayward as per HNR methodology.

---

Due to the remote nature of the Village of Sayward within the Strathcona A Regional District, understanding the needs of the community for housing to support individuals experiencing homelessness requires more information that is specific to the Village. The Community Engagement component of this project will work to better understand what these needs are, and how those needs can be better addressed in the community.

### What This Means

Key Takeaway



Based on the remoteness of the Village of Sayward, numbers and community feedback specific to the Village should be obtained to better understand the needs for housing for those experiencing homelessness, and what measures can be taken to support those individuals in the community now and over time.

### Data Collection

There are currently no shelter beds and housing units for people experiencing or at risk of homelessness in the Village of Sayward. Further understanding of the needs of the community based on Community Engagement will help to inform the level of required to address the needs of those individuals experiencing or at risk of homelessness.

## THE HOUSEHOLDS

The number and make-up of households help to determine the volume and type of housing units will be needed to meet the needs of the community. We can estimate deficits of specific housing types to determine which types and sizes of housing should be prioritized when development opportunities become available.

## Data Collection

The number and make-up of households help to determine the volume and type of housing units that will be needed to meet the needs of the community. The required *Household* data collection for the Village of Sayward has been provided below and has informed the analysis of housing needs based on current, suppressed, and anticipated households.

Table 4.0 – Household Data

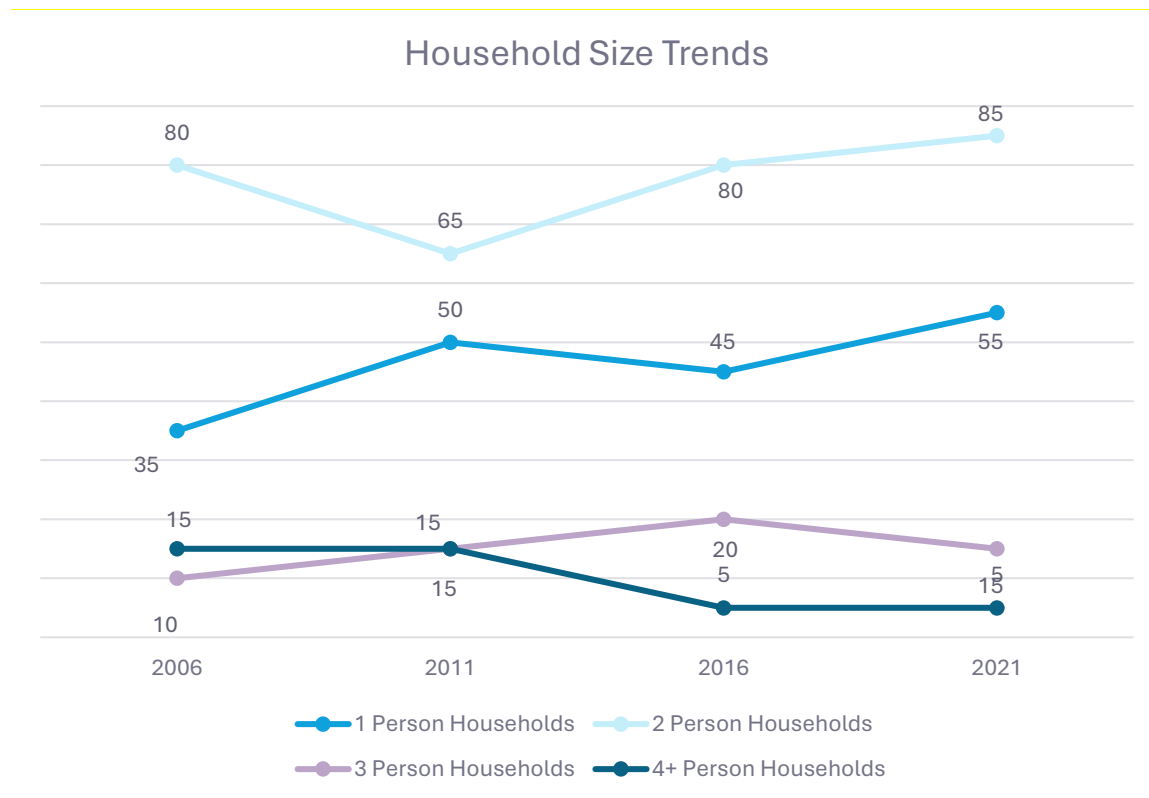
	<b>2006</b>		<b>2011</b>		<b>2016</b>		<b>2021</b>		<b>Source</b>
Total Households	155		175		140		155		Custom Census
Average Household Size	2.2		1.8		2.3		1.8		Custom Census
Households by Size									
1 person	<b>35</b>	23%	<b>90</b>	51%	<b>30</b>	21%	<b>60</b>	39%	Custom Census
2 person	<b>80</b>	52%	<b>45</b>	26%	<b>70</b>	50%	<b>70</b>	45%	Custom Census
3 person	<b>10</b>	6%	<b>0</b>	0%	<b>25</b>	15%	<b>20</b>	13%	Custom Census
4 person	<b>20</b>	13%	<b>0</b>	0%	<b>0</b>	0%	<b>0</b>	0%	Custom Census
5+ person	<b>10</b>	6%	<b>0</b>	0%	<b>10</b>	7%	<b>10</b>	6%	Custom Census
Renter Households	<b>25</b>	16%	<b>20</b>	11%	<b>20</b>	14%	<b>30</b>	19%	Custom Census
Owner Households	<b>130</b>	84%	<b>150</b>	86%	<b>120</b>	86%	<b>125</b>	81%	Custom Census
Renter Households in Subsidized Housing	n/a		n/a		n/a		n/a		Custom Census

	<b>2006*</b>		<b>2011</b>		<b>2016</b>		<b>2021</b>		<b>Source</b>
Total Households	150		150		150		165		Census Profile Data
Average Household Size	2.3		2.1		2.1		2.0		Census Profile Data
Households by Size									
1 person	<b>35</b>	22.5%	<b>50</b>	33.3%	<b>45</b>	30.0%	<b>55</b>	33.3%	Census Profile Data
2 person	<b>80</b>	51.6%	<b>65</b>	43.3%	<b>80</b>	53.3%	<b>85</b>	51.5%	Census Profile Data
3 person	<b>10</b>	6.5%	<b>15</b>	10%	<b>20</b>	13.3%	<b>15</b>	9.0%	Census Profile Data
4 person	<b>15</b>	9.7%	<b>15</b>	10%	<b>5</b>	3.3%	<b>5</b>	3.0%	Census Profile Data
5+ person	<b>0</b>	0%	<b>5</b>	3.3%	<b>5</b>	3.3%	<b>5</b>	3.0%	Census Profile Data
Renter Households	25	16.1%	20	11.4%	15	10.7%	30	19.4%	Custom Census
Owner Households	130	83.8%	150	85.7%	120	85.7%	125	80.6%	Custom Census
Renter Households in Subsidized Housing	n/a		n/a		n/a		n/a		Census Profile Data

\* Where numbers taken from the Custom Census Data (long-form data) was determined to be less accurate, short-form data was used, as noted in the Source column

The average household size has fluctuated between 2.2 and 1.8 over the past 20 years. The most recent statistics put the average household size at 1.8 people in 2021 for the Village of Sayward. As per BC Statistics household projections, this average household size is anticipated to drop further to 1.7 persons per household by 2041. This has large implications on the types of housing that may be needed to satisfy the needs of the community in the future, with smaller units being favored over larger ones.

The percentage of renter households for the past two decades has remained consistent, at around 85% owner households and 15% renter households.



When examining household size trends for the past three census periods, it is noted that one-person households have increased, while larger four-person households have decreased, indicating a need for more options for smaller household sizes. One-person and two-person households represent the highest proposed household sizes in the community. All other household sizes have dropped on average, with households with four or more people dropping significantly in the past two decades.

One way to conceptualize the types of housing needed is to examine the *household size mix*. Household size mix refers to the percentage of different-sized households. In 2021, the Household Size Mix for the Village of Sayward is shown below:

**1-Person Households (2021): 33.3% (55)**


**2-Person Households (2021): 51.5% (85)**

**3-Person Households (2021): 9.0% (15)**

## **4+ Person Households (2021): 6.0% (10)**

The household size mix for 2021 shows that most households are comprised of one or two people (84.8%). This is aligned with the average household size for 2021 of 2.0. Household size mix trends from 2006 to 2021 show a gradual increase in 1-person & 2-person households. 3-person households have remained consistent between census periods, and 4+ person households have decreased, averaging a decrease of 4.5% per census period since 2011.

The general trends in change of household size mix since 2006 demonstrate that the number of one and two person households seem to be increasing, while all others are decreasing over time. This aligns with the changes in age cohorts and will change the demand for certain housing types designed to suit different households.

**Key Takeaway**  As of 2021 more than half (51.5%) of households in Sayward are two-person households, with the second highest household size as one-person households at 33.3%. This household mix follows a trend of decreasing household sizes over the past two decades, with one and two-person households composing more of the households in the community. The trend suggests that the future needs of the community may be centered around an increase in smaller units designed for households with one or two people and can be combined with projected increases in age to determine some of the features those smaller units may need to accommodate the types of households anticipated in the Village of Sayward over the next two decades.

## **SUPPRESSED HOUSEHOLDS (COMPONENT C)**

This number represents households that may have formed if housing were more available, such as adult children moving out of home to form their own households or choosing to have roommates where they otherwise would not have. This number is calculated based on headship rates (households per population, by cohort and tenure) from 2006 when housing was less constrained and is applied to the current population.

### HNR Numbers: Suppressed Households

---

5-YEAR  
REQUIREMENT

**2.88**

20-YEAR  
REQUIREMENT

**11.54**

The BC HNR Calculator tool has been used to produce the housing needs for Component C (Suppressed Households) to the left. Data tables for these calculations are provided in Appendix A. **11.54** units must be accommodated to meet the 20-year requirement for Sayward.

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## ANTICIPATED HOUSEHOLD GROWTH (COMPONENT D)

For the purposes of this housing needs report and analysis, BC Stats population projections are used. This tool produced by the provincial government uses the P.E.O.P.L.E (Population Extrapolation for Organization Planning with Less Error) method.

### HNR Numbers: Anticipated Household Growth

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5-YEAR  
REQUIREMENT

**28.09**

20-YEAR  
REQUIREMENT

**44.39**

The BC HNR Calculator tool has been used to produce the housing needs for Component D (Anticipated Household Growth) to the left. Data tables for these calculations are provided in Appendix A. **44.39** units must be accommodated to meet the 20-year requirement for the Village of Sayward.

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## THE HOUSING STOCK

### INCREASING THE RENTAL VACANCY RATE TO 3% (COMPONENT E)

Vacancy rates (the number of units unoccupied at a given time) are seen to be 'healthy' at around 3%, meaning that there are available units for people looking to move to or within the community. The HNR methodology uses this number to calculate additional units needed to bring local communities up to the 3% vacancy rate that reflects a healthy housing environment.

## HNR Numbers: Increasing Rental Vacancy

**5-YEAR  
REQUIREMENT**

**0.12**

**20-YEAR  
REQUIREMENT**

**0.50**

The BC HNR Calculator tool has been used to produce the housing needs for Component E (Rental Vacancy Rate Adjustment) to the left. Data tables for these calculations are provided in Appendix A. **0.50** units must be accommodated to meet the 20-year requirement for Sayward as per HNR methodology.

### Housing Stock Data Collection

The existing housing stock plays a role in determining what additional housing is needed to meet the demand. The required *Housing Unit* data collection for the Village of Sayward has been provided below and has informed the analysis of housing need based on the principle of facilitating a healthy vacancy rate. Vacancy Rates are considered “healthy” at around 3%, meaning that 3% of units are not occupied at a given time.

Table 5.0 – Housing Unit Data

		2021		Source
Total Housing Units		170		Custom Census
Structural Type of Units				
	Single-detached house	<b>130</b>	76.5%	Census Profile 2021
	Semi-detached house	<b>0</b>	0%	Census Profile 2021
	Row house	<b>0</b>	0%	Census Profile 2021
	Apartment or flat in a duplex	<b>0</b>	0%	Census Profile 2021
	Apartment in a building that has fewer than 5 storeys	<b>25</b>	14.7%	Census Profile 2021
	Apartment in a building that has 5 or more storeys	<b>0</b>	0%	Census Profile 2021
	Other single-attached house	<b>0</b>	0%	Census Profile 2021
	Movable dwelling	<b>15</b>	8.8%	Census Profile 2021
	Other dwelling			Census Profile 2021
Units by Size				
	0 bedrooms (bachelor)	<b>0</b>		Census Profile 2021
	1 bedroom	<b>25</b>		Census Profile 2021
	2 bedrooms	<b>15</b>		Census Profile 2021


	3+ bedrooms	115		Census Profile 2021
<b>Units by Date Built</b>				
	Pre-1960 (Pre-1970 data not available)	10	6.9%	Custom Census
	1961-1980 (1971-1980 data not available)	100	70.0%	Custom Census
	1981-1990	10	6.9%	Custom Census
	1991-2000	25	17.2%	Custom Census
	2001-2010	0	0%	Custom Census
	2011-2020	0	0%	Custom Census
	2021+	0	0%	Custom Census
	Subsidized housing units	n/a		BC Housing/BCNPHA


Most of the housing stock in the Village of Sayward is comprised of single-detached houses (76.5%) and homes with 3 or more bedrooms (74.2%). 76.9% of the housing stock is over 40 years old. As most of the housing stock was constructed before 1980, maintenance of older homes will be vital in preserving the existing housing stock.

### Accessible Housing

As the population of Sayward is ageing, and particularly with the anticipated growth of the age cohort of residents over the age of 80, it is expected that the level of need for accessible housing units will expand significantly in the coming decades. This issue is community-specific, therefore information gained from the Community Survey and Open House in 2025 will help to provide additional information on the current accessibility needs of residents, as well as expected needs for the future.

### What This Means

**Key Takeaway**  As over 75% of the existing housing stock is over 40 years old, and many of the existing dwellings are already requiring major repair, home maintenance will be a key factor in preserving the existing housing stock for generations to come.

**Key Takeaway**  As the population of Sayward is ageing, and particularly with the anticipated growth of the age cohort of residents over the age of 80, it is expected that the level of need for accessible housing units will expand significantly in the coming decades.

# THE ADDITIONAL DEMAND

## DEMAND BUFFER (COMPONENT F)

The demand buffer is a contingency to account for additional housing required to satisfy a 'healthy' market demand.

### HNR Method: Demand Buffer

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**5-YEAR  
REQUIREMENT**

**2.32**

**20-YEAR  
REQUIREMENT**

**9.28**

The BC HNR Calculator tool has been used to produce the housing needs for Component C (Suppressed Households) to the left. Data tables for these calculations are provided in Appendix A. **9.28** units must be accommodated to meet the 20-year requirement for the Village of Sayward.

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### General Context

It is important to examine some potential explanations for the housing market not naturally meeting the demands of the community. These explanations are unique to each community, with some challenges being seen across the province while others are of particular importance in different communities. One main constraint reducing the ability of the market to self-adjust to the needs of the people of many north Island communities includes the high cost of housing construction and building materials, and the challenges of bringing skilled tradespeople into the community for construction and repair work.

It should be noted that local governments do not have tools to directly resolve issues related to construction costs, however, it is important to note the impact of multiple complex factors such as social, political, and financial factors contribute to the housing environment.

- The local government is limited in what it can do to foster new housing development. Some key strategies that can be used are: The development of social housing, constructed in partnership with BC Housing, on municipal lands

- Streamlining approvals processes for housing projects and reducing some requirements of development where the impact is anticipated to be minimal, (e.g. Reducing parking requirements for certain types of development)
- Where infrastructure is not at risk, reducing property taxation for housing developments that support the community’s housing goals
- Ensuring that land is appropriately designated (in the OCP) and zoned to facilitate residential development in appropriate areas in the community
- Incentivize local trade businesses through decreased business taxation for in-demand businesses such as construction trades

Following community engagement, policy will be developed outline the key strategies the Village of Sayward can utilize these tools to address specific community needs .

## THE NUMBERS: 5 & 20-YEAR REQUIRED UNITS

The required number of housing units based on the HNR Calculator for the 5-year and 20-year periods as required by the province is equal to the sum of the six housing needs components. These numbers are listed in the table below.

### 5 & 20-year Unit Requirements

Component	5 Year Result	20 Year Result
A – Extreme Core Housing Need	0.00	0.00
B – Persons Experiencing Homelessness	1.15	2.32
C – Suppressed Household Formation	2.88	11.54
D – Anticipated Household Growth	28.09	44.39
E – Rental Vacancy Rate Adjustment	0.12	0.50
F – Demand Buffer	2.32	9.28
<b>Total</b>	<b>35</b>	<b>68</b>

*\*Denotes numbers which have been adjusted to account for contextual factors relevant to the community*

## Housing Type Breakdown

As mentioned in the population section of this analysis, different age cohorts will have different housing needs, both in housing size and in the most appropriate typology. Families with children living at home will be larger and require more space, which is better suited to single-family homes (those under 19, and their parents/caregivers/household maintainers). New adults moving out on their own for the first time will have smaller households and less leverage for homeownership. Rental options that are affordable and are suitable for individuals living alone or as couples without children may be most appropriate for this cohort, along with some options for larger units designed for individuals living with roommates. Adults (65-79) may be looking to downsize from larger homes to reduce the upkeep of larger dwellings but may not be requiring as many additional features such as universally accessible units or seniors housing at this stage. As such, smaller units such as one and two-bedroom apartments/condominiums may be particularly desirable for this age cohort, particularly where units are located near services and amenities that residents would like to enjoy as a part of retirement. In the 80+ age cohort, units of universally accessible housing, and seniors/supportive housing will be important to accommodate changing housing needs later in life.

Based on those different life stages and housing needs during those stages, a general household type and size has been directly aligned with each designated age cohort to determine how a person may move through various stages of housing throughout their lifetime. This will not be the trajectory through the housing continuum for every person but demonstrates the shift in need for many people and families through time. The most common trajectory may look like this:

<b>Childhood</b> →	<b>New Adulthood</b> →	<b>Adulthood</b> →	<b>Older Adulthood</b> →	<b>Over 80</b>
Living at home with parents/caregivers, with or without siblings or relatives. This may be most suited to a single-family home or large townhouse.	Moving out of home, either as a student or resident, in student housing, an apartment, a suite/ADU, or a shared house with roommates. This may be alone or as a part of a couple.	Beginning to act as head of a household to more people, as a parent or caregiver. This may be most suited to a single-family home or large townhouse.	Once children/relatives leave the home, it may be suitable to downsize to a smaller home to reduce upkeep and maintenance, and for retirement income.	This may represent a time of increased accessibility needs or supportive/seniors housing. At this time, household size will also begin to decrease.

These life stages and housing types associated with them are shown below, with a review of the household size mixes, unit size mixes, and household type mixes. This provides a foundation for determining gaps in the existing housing environment that will help to guide the most beneficial types of housing needed in the community.

Age Cohort		General Household Size	Household Size Mix (2021)	Best-suited Household Size	Existing Unit Size Mix (2021)	Best Suited Unit Type
Shared Child/Adult Living	Under 19	3-5 persons	15.2%	3+ bedrooms	76.5%	Single Family Home Rowhouse
	26-64					
New Adults	19-25	1-2 persons	84.8%	1-2 bedrooms	14.7%	Suites/ADU's, 2/3/4 Plexes
Older Adults	65-79					Apartments Condos
Persons Over 80	80+					Apartments, Seniors Housing

### Childhood & Adulthood Housing (Families)

As per the 2021 statistics, approximately 15.2% of households contain three or more persons. This compares to 76.5% of the housing stock being noted as having three or more bedrooms, which is the most appropriate housing type for this group. This suggests that there may not be a need for additional housing designed to accommodate larger households. **77% of the housing stock is designed for only 15% of households.**

### New Adults, Older Adults, & Persons Over 80


In 2021, approximately 76.5% of households contain 1-2 persons, which is assumed to be the household size for young adults, and people aged over 65. The types of units most suitable for this group are secondary suites, accessory dwelling units, plexes (such as duplexes, triplexes, and fourplexes), and apartments/condos and seniors housing. Together, these units account for only 14.7% of the housing stock. **14.7% of the housing stock is designed for 77% of households, meaning that many housing units designed for larger families are being utilized for smaller households.** While this may be preferred by

some residents, it is important to determine if this is an intentional desire for community members to age in place, or if smaller, easier-to-maintain units would better suit their housing needs as they age.

### Neighbourhood Diversity

Additionally, it is important to note that integrated and diverse communities provide key benefits to the social health of any neighbourhood, and that these cohort designations are intended to serve as general notes on population, and not to assign any one area or neighbourhood to any housing type or targeted cohort. It is noted that residents of different cohorts in any neighbourhood provide valuable diversity that contributes to that neighbourhood socially, economically, and for the health of the residents.

### What This Means

 Key Takeaway Most of the housing stock is designed for three to five-person households, though most households are one to two persons in size. This notes an opportunity for exploring options for retrofitting more units in existing buildings to accommodate more community members. New units should focus on satisfying one to two person households rather than larger families.

## Key Areas of Local Need – Initial Takeaways

Housing Needs Reports in BC are required to report on the following key areas of local need: Affordable Housing, Rental Housing, Special Needs Housing, Housing for Seniors, Housing for Families, Shelters, and Housing Near Transportation. Key takeaways from this analysis have informed the following statements on the Village of Sayward Key Areas of Local Need.

## **General**

With an aging housing stock, the need for repairs and maintenance will be a significant factor in preserving the existing homes in the Village of Sayward for future generations. The proportion of dwellings requiring major repairs has risen to 14% since 2011, highlighting a need for support and education in home maintenance, particularly for homeowners. Resources that could assist homeowners in maintaining their homes include financial aid, guidance on performing basic home repairs, and information on hiring skilled workers for more complex repairs. Additionally, addressing the challenges posed by the community's remote location, such as the difficulty in finding skilled tradespeople, will be beneficial.

Another key element in meeting the community's housing needs, both now and in the future, is ensuring that housing types and sizes align with the needs of households. At present, 51.5% of households in Sayward consist of two people, while 33.3% are one-person households. Combined, these two categories represent 84.8% of households, indicating a demand for smaller housing types. Over the past two decades, there has been a trend toward smaller households, suggesting that the future housing needs of the community may center around one- and two-person households. The projected aging of the population further implies that these smaller units may need features that cater to older residents over the coming decades.

While much of the existing housing stock is built for households of three to five people, most households in Sayward are smaller, consisting of one or two people. This mismatch presents an opportunity to explore retrofitting existing homes to better serve the community's current needs. Future housing developments should prioritize creating units suited for one- to two-person households rather than larger families.

## **Affordable Housing & Rental Housing**

Affordability remains a challenge in Sayward, especially for renters. Given this, specific measures to improve affordability for renters should be considered, alongside broader efforts to support affordable housing for all residents, regardless of tenure.

According to the HART model, affordable housing costs for low-income households (typically equivalent to one full-time minimum wage job) range from \$308 to \$770 per month, with over 21% of households falling into this income bracket. For moderate-income households, affordable shelter costs range from \$770 to \$1,232 per month, with over 17% of households in this category. Median-income households can afford shelter costs between \$1,232 and \$1,848 per month, which includes about 25% of households.

## **Special Needs Housing**

It is unclear the level of need for Special Needs housing in the community, however, the results of community engagement may provide a more in-depth understanding of the demand for special needs housing in Sayward.

## **Housing for Seniors**

With a projected increase in Sayward's population over the age of 65—and an even sharper rise in residents over 80—housing options that cater to seniors will be increasingly important in the coming decades. This may result in a higher demand for seniors' housing, supportive housing, smaller accessible units for one-person households, multi-generational homes, or accessory dwelling units (such as secondary suites) designed for older family members. Assisted living facilities may also become necessary.

## **Housing for Families**

The projected decrease for Sayward residents under the age of 26 could mean a decrease in average household size, with less children and families living in Sayward. This could mean a decrease in demand for larger homes that have been traditionally used for larger families.

## **Shelters**

Based on the remoteness of Sayward within the Strathcona A District, numbers specific to Sayward should be obtained to better understand the needs for housing for those experiencing homelessness, and what measures can be taken to support those individuals in the community now and over time.

## **Housing Near Transportation**

For many communities in BC, housing located near public transportation is crucial to ensure residents can move around without relying on personal vehicles. However, as Sayward does not currently have transit services, public transportation access will not play a significant role in determining housing locations.

# Appendix A

## HNR Calculation Data Tables: Village of Sayward

### Extreme Core Housing Need (Component A)

The BC HNR Calculator tool has been used to produce the below housing needs for Component A (Extreme Core Housing Need):

Calculation Table 1 – Extreme Core Housing Need Calculations, Step 1 and 2

Total Households	2006		2011		2016		2021		Average ECN Rate
<b>Owners</b>	130		155		120		125		
<b>Renters</b>	25		25		15		30		
<b>Extreme Core Housing Need</b>	#	% of total	#	% of total	#	% of total	#	% of total	
<b>Owners with a mortgage</b>	n/a		n/a		n/a		0	0%	<b>0%</b>
<b>Renters</b>	0	0%	0	0%	0	0%	0	0%	<b>0%</b>

Calculation Table 2 – Extreme Core Housing Need Calculations, Steps 3 and 4

Total Households	2021 Households	Average ECHN Rate	Households in ECHN
Owners	125	n/a	n/a
Owners with a mortgage		0%	0.00
Renters	30	0%	0.00
Total New Units – 20 years			<b>0.00</b>

### Individuals Experiencing Homelessness (Component B)

The BC HNR Calculator tool has been used to produce the below housing needs for Component B (Individuals experiencing homelessness):

Calculation Table 3 – People experiencing homelessness calculations, Step 1, 2, and 3

Regional Population	Local Population		Regional PEH	Proportional Local PEH
	#	% of Region		
47,280	285	0.6%	383	2.31
<b>Total New Units – 20 years</b>				<b>2.31</b>

## 2024 Housing Needs Analysis

Village of Sayward

### Suppressed Households (Component C)

The BC HNR Calculator tool has been used to produce the below housing needs for Component C (Suppressed Households):

Calculation Table 4 – Suppressed household formation calculations, Step 1

Age – Primary Household Maintainer 2006 Categories	2006 Households	
	Owner	Renter
Under 25 years	0	0
25-34 years	0	0
35-44 years	0	10
45-54 years	50	0
55-64 years	35	0
65-74 years	25	10
75+ years	0	0

Age – Primary Household Maintainer 2021 Categories	2021 Households	
	Owner	Renter
15-24 years	0	0
25-34 years	0	0
35-44 years	10	0
45-54 years	0	0
55-64 years	40	0
65-74 years	40	25
75 to 84 years	20	0
85+ years	0	0

Calculation Table 5 – Suppressed household formation calculations, Step 2

Age Categories – Household Maintainer	Age Categories - Population	2006		2021	
		All Categories	Summed Categories	All Categories	Summed Categories
15-24 years	15-19 years	15	15	25	25
	20-24 years	0		0	
25-34 years	25-29 years	10	20	0	0
	30-34 years	10		0	
35-44 years	35-39 years	15	45	10	25
	40-44 years	30		15	
45-54 years	45-49 years	30	65	15	15
	50-54 years	35		0	
55-64 years	55-59 years	35	70	25	60
	60-64 years	25		35	
65-74 years	65-69 years	25	60	45	80
	70-74 years	35		35	
75 years+	75-79 years	0	10	35	35
	80-84 years	10		0	
	85 years +	0		0	

Calculation Table 6 – Suppressed household formation calculations, Step 3

Age Categories – Household Maintainers	2006 Households		2006 Population	2006 Headship Rate	
	Owner	Renter		Owner	Renter
15-24 years	0	0	15	0.00%	0.00%
25-34 years	0	0	20	0.00%	0.00%
35-44 years	0	10	45	0.00%	22.22%
45-54 years	50	0	65	76.92%	0.00%
55-64 years	35	0	70	50.00%	0.00%
65-74 years	25	10	60	41.67%	16.67%
75+ years	0	0	10	66.67%	0.00%

Calculation Table 7 – Suppressed household formation calculations, Step 4

Age Categories – Household Maintainers	2006 Headship Rate		2021 Population	2021 Potential Households	
	Owner	Renter		Owner	Renter
15-24 years	0.00%	00.00%	25	0.00	0.00
25-34 years	0.00%	00.00%	0	0.00	0.00
35-44 years	00.00%	22.22%	25	0.00	5.56
45-54 years	76.92%	00.00%	15	11.54	0.00
55-64 years	50.00%	0.00%	60	30.00	0.00
65-74 years	41.67%	16.67%	80	33.33	13.33
75+ years	00.00%	0.00%	35	0.00	0.00

Calculation Table 8 – Suppressed household formation calculations, Steps 5 and 6

Age Categories – Household Maintainers	2021 Potential Households		2021 Households		2021 Suppressed Households		
	Owner	Renter	Owner	Renter	Owner	Renter	Total
15-24 years	0.00	0.00	0	0	0.00	0.00	<b>0.00</b>
25-34 years	0.00	0.00	0	0	0.00	0.00	<b>0.00</b>
35-44 years	0.00	5.56	10	0	-10.00	5.56	<b>0.00</b>
45-54 years	11.54	0.00	0	0	11.54	0.00	<b>11.54</b>
55-64 years	30.00	0.00	40	0	-10.00	0.00	<b>0.00</b>
65-74 years	33.33	13.33	40	25	-6.67	-11.67	<b>0.00</b>
75+ years	0.00	0.00	20	0	-20.00	0.00	<b>0.00</b>
<b>Total New Units – 20 years</b>							<b>11.54</b>

## 2024 Housing Needs Analysis

Village of Sayward

### Anticipated Household Growth (Component D)

The BC HNR Calculator tool has been used to produce the below housing needs for Component D (Anticipated Household Growth):

Calculations Table 9 – Anticipated household growth calculations, Step 1

Regional District Projections	2021	2041	Regional Growth Rate
Households	21,230	27,364	28.89

Calculations Table 10 – Anticipated household growth calculations, Steps 2-5

Growth Scenarios	Regional Growth Rate	Households		New Units
		2021	2041	
Local Household Growth	n/a	155	199.00	44.00
Regionally Based Household Growth	28.89%	155	199.78	44.78
Scenario Average				44.39
<b>Total New Units – 20 years</b>				<b>44.39</b>

### Increasing the Rental Vacancy Rate to 3% (Component E)

The BC HNR Calculator tool has been used to produce the below housing needs for Component E (Increasing Rental Vacancy Rate to 3%):

Calculations Table 11 – Rental vacancy rate adjustment calculations, Steps 1-4

	Vacancy Rate	Occupied Rate	Renter Households	Estimated Number of Units
<b>Target Vacancy Rate</b>	3.00%	97.00%	30	30.93
<b>Local Vacancy Rate</b>	1.4%	98.6% (BC)		30.43
<b>Total New Units – 20 years</b>				<b>0.50</b>

### Demand Buffer (Component F)

The BC HNR Calculator tool has been used to produce the below housing needs for Component F (Demand Buffer):

Calculations Table 12 – Additional local housing demand calculations, Steps 1 and 2

Component	Result
A – Extreme Core Housing Need	0.00

B – Persons Experiencing Homelessness	2.31
C – Suppressed Household Formation	11.54
E – Rental Vacancy Rate Adjustment	0.50
<b>Total</b>	<b>14.35</b>
Demand Factor	0.65
<b>Total New Units – 20 years</b>	<b>9.28</b>

## The Numbers: 5 & 20-Year Required Units

### 5 & 20-year Unit Requirements

Component	5 Year Result	20 Year Result
A – Extreme Core Housing Need	0.00	0.00
B – Persons Experiencing Homelessness	1.15	2.31
C – Suppressed Household Formation	2.88	11.54
D – Anticipated Household Growth	28.09	44.39
E – Rental Vacancy Rate Adjustment	0.12	0.50
F – Demand Buffer	2.32	9.28
<b>Total</b>	<b>35</b>	<b>68</b>



**Village of Sayward – OCP  
Recommendations from  
the Housing Needs Report**

July 22, 2025

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Submitted to: Village of Sayward  
Prepared by McElhanney

**Contact**

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778-647-2513  
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**Address**

1196 Dogwood Street,  
Campbell River BC  
Canada, V9W 3A2

Our file: 2221-149618-07



July 22, 2025

Village of Sayward  
cao@saywardvalley.ca

Attention: John Thomas

## OCP Recommendations from the Housing Needs Report

Dear John,

On behalf of McElhanney, I am pleased to submit this report outlining recommended updates to the Village of Sayward's Official Community Plan (OCP), based on the findings of the 2024 Housing Needs Report and recent legislative changes including Bill 44.

The report identifies key gaps in the current OCP and provides actionable recommendations to align Village policies with emerging housing needs, infrastructure capacity, and land use objectives.

The Housing Needs Report highlights important trends, including an aging population, limited rental supply, challenges in retaining skilled workers, and the out-migration of some households seeking better economic opportunities. In response, this report outlines priority areas to ensure the OCP supports a more diverse and sustainable housing future.

We trust this report will support the Village's efforts to plan for an inclusive and resilient future. We trust this report will support the Village's efforts to create a more inclusive and sustainable community.

**Sincerely,**  
McElhanney Ltd.

Prepared by:

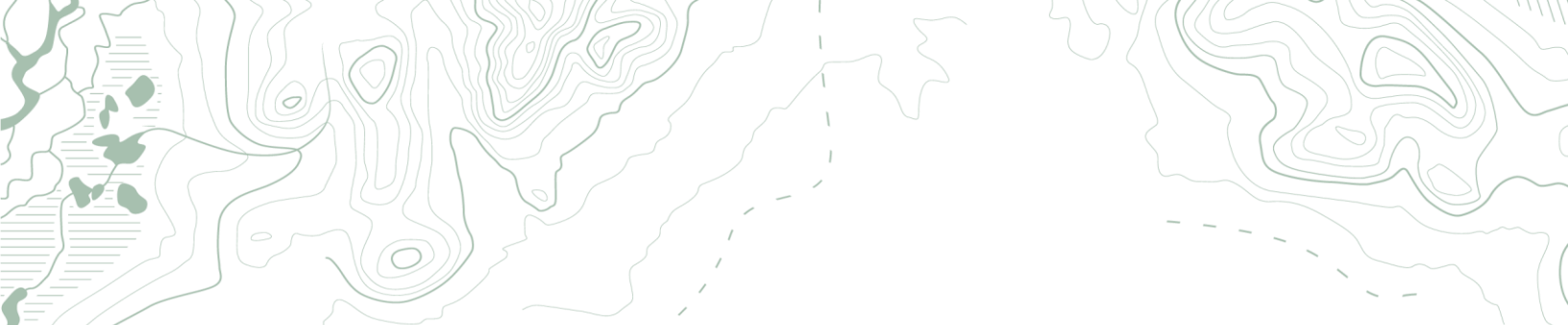


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Reviewed by:



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## Executive Summary

In response to new provincial housing legislation, including Bill 44, the Village of Sayward should consider aligning its Official Community Plan (OCP) and Zoning Bylaw with updated housing targets and policy directions. This report outlines practical, locally grounded recommendations to help Sayward comply with these requirements while addressing its unique rural context, aging population, and constrained housing market.

The Housing Needs Report prepared for the Village indicates that if no action is taken, the issues that are persistent in the Village will be exacerbated, which includes aging houses in need of critical repairs, the inability to accommodate or hire skilled laborers, and an overall lack of housing options that go beyond that of a single-family residence.

### Key Findings:

- **Sayward is aging rapidly**, with seniors expected to make up over 40% of the population by 2041. Most homes are large, detached units, yet nearly 85% of households consist of one or two people.
- The Housing Needs Report (2024) identifies a need for **68 new units by 2041**, including 35 units in the next five years, primarily small, affordable, and accessible homes.
- The **OCP provides a solid policy foundation**, but lacks specific implementation tools, zoning permissions, and infrastructure flexibility to fully meet Bill 44 requirements.

### Major Policy Gaps:

- **Land Use Designations:** Current designations do not explicitly allow triplexes, fourplexes, or townhouses, creating barriers to low-rise infill housing.
- **Senior & Supportive Housing:** There is significant room to plan for Saywards aging population.
- **Parking & Mixed Use:** There is no guidance on parking minimum reductions for new housing.

### Key Recommendations:

#### Expand Housing Permissions

- Allow triplexes, fourplexes, rowhouses, and small-scale rentals in Residential, Rural Residential, and Residential/Industrial areas.

## Advance Senior and Special Needs Housing

- Expand areas where purpose-built seniors and supportive housing is permitted to include the Residential and Community Facility designations.

## Parking Requirements Reduction

- Introduce guidance for reducing parking requirements, particularly in support of affordable and multi-unit housing forms.

## Purpose

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The purpose of these recommendations is to assess how Bill 44 impacts the Village of Sayward's existing Official Community Plan (OCP) policies and Zoning Bylaw and to provide clear recommendations to comply with the Bill. The Housing Needs Report (HNR), completed by McElhanney at the end of 2024, summarizes key findings related to housing demand, affordability, and supply gaps within the community.

The next step is to review the legislative requirements and local housing needs and provide specific amendments to the Village of Sayward's OCP & Zoning Bylaw, that will allow the Village to align with provincial housing targets. The intent of this document is to serve as a guiding framework for Council and staff, providing a clear path forward to meet housing requirements.

## Legislative Context

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### BILL 44 REQUIREMENTS

Recent housing legislation in British Columbia, including Bill 44, requires local governments to update their Official Community Plans (OCPs) and zoning bylaws to support housing diversity and meet provincial housing targets. Several key legislative provisions are particularly relevant to Sayward.

The OCP must designate sufficient residential land to accommodate the housing targets outlined in the Housing Needs Report. The Village may need to assess current land use designations and ensure there is enough capacity for housing development to address the needs outlined in the Report. Ensuring OCP and Zoning Bylaw alignment with provincial targets will be essential for accessing funding opportunities and

demonstrating compliance with legislated housing mandates.

The Village must align with provincial regulations that limit off-street parking requirements for multi-unit housing. Reducing parking minimums can lower development costs, making housing more affordable while also encouraging alternative transportation methods such as walking, or cycling. This approach supports more compact and sustainable development, particularly in areas where land availability is limited.

To support faster housing development, the Village should review and streamline approval processes for housing projects that align with provincial priorities. Long and complex approval timelines can increase construction costs and delay housing supply, making it critical to



implement more efficient review procedures. This may involve updating permitting systems, reducing unnecessary red tape, and introducing pre-approved design templates for small-scale

multi-unit housing. By improving the approval process, the Village can help facilitate housing development while maintaining necessary oversight and community engagement.

## REMOTE COMMUNITIES

While Bill 44 aims to increase housing supply across British Columbia, its implementation poses unique challenges for small and remote communities like the Village of Sayward. Unlike urban centers where developers readily invest in multi-unit projects, these communities face limited private-sector interest due to low market demand, high material transportation costs, and especially a shortage of skilled tradespeople and contractors. Development is typically further constrained by limited municipal resources and infrastructure servicing challenges. Additionally, the small population size reduces the financial viability of large-scale projects, meaning that municipal or non-profit-led initiatives will likely be required to meet housing needs. The high cost of skilled labor, which is not easily sourced in the community, combined with rising material costs and logistical challenges often makes small-scale housing projects financially unfeasible without government subsidies or grant funding. Given these constraints, a one-size-fits-all approach to housing legislation alignment may not be practical, and Sayward will need to implement flexible



Photo Credit – GoSawyard.com

policies and funding mechanisms that meet the legislative requirements while acknowledging the realities of remote communities with declining populations. To align with the legislation while addressing these local constraints, the Village must explore targeted incentives, public-private partnerships, and alternative housing models that balance meeting housing needs with the economic realities of remote communities.

# Housing Needs Report Summary

## KEY DEMOGRAPHICS & TRENDS

The population of Sayward is projected to increase slightly from 334 in 2021 to 342 by 2041, which mainly consisted of Seniors. Alongside this decline, the median age is expected to rise significantly from 49.5 to 67.5 years, highlighting a growing need for senior-friendly housing options that accommodate aging residents. Additionally, while one- and two-person households account for 84.8%% of all households, most existing homes in the community have three or more bedrooms, indicating a mismatch between housing supply and demand. Addressing these trends will require strategic planning to ensure that future housing development aligns with the evolving needs of the population.

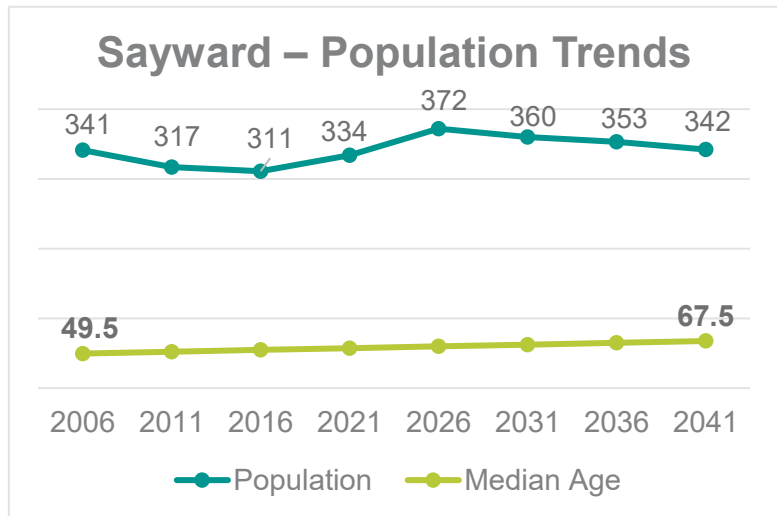


Fig 1. Sayward Population Projections

## HOUSING SUPPLY & DEMAND

By 2041, Sayward **will need 68 new housing units within the next 20 years, with 35 required within the next five years** to meet the demand as identified in the Housing Needs Report. Despite this need for new housing, the community faces an oversupply of large single-family homes and a shortage of smaller, more affordable units suited for seniors, young adults, and small households. Rental housing options remain limited, with no dedicated senior or supportive housing available, making it difficult for aging

# 68

UNITS TO BE FACILITATED BY 2041

# 35

FIVE YEAR TARGET

0 units for extreme core housing need

2.32 units for people experiencing homelessness

11.54 units for suppressed household formation

44.39 units for anticipated household growth

0.5 units for rental vacancy rate adjustment

9.28 units for demand buffer

**35 units**



residents and those with specific care needs to find appropriate accommodations. Additionally, much of the existing housing stock is aging and requires significant repairs, yet access to skilled trades is limited, posing challenges for homeowners trying to maintain and upgrade their properties. Addressing these housing gaps will be critical to ensuring that Sayward can provide suitable and sustainable housing options for its residents in the years to come.

Addressing these housing gaps will be critical to ensuring that Sayward can provide suitable and sustainable housing options for its residents in the years to come.

## Public Engagement Findings

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As part of the Village of Sayward's housing policy and Official Community Plan (OCP) update, McElhanney hosted a public engagement session on Wednesday, June 25, 2025, at the Kelsey Recreation Centre. The purpose was to gather community input on proposed housing policy directions, as a response to the 2024 housing Needs Report, particularly related to infill, accessibility, and senior-friendly design.

### POLICY DIRECTIONS PRESENTED

Residents were invited to comment on a number of policy ideas under consideration:

- Allowing duplexes, fourplexes, and townhomes in more residential areas
- Updating lot size rules to support gentle infill and smaller homes
- Encouraging accessible housing and age-friendly design
- Supporting rental and non-profit housing through partnerships
- Focusing new development near the village core and existing services
- Reducing or eliminating parking requirements for residential uses

### WHAT WE HEARD:

Overall, participants expressed cautious support for introducing new housing types, with a strong emphasis on quality design and senior accessibility. Some were surprised to learn that current policies restrict the development of alternative housing forms. While generally open to infill and increased housing diversity, residents voiced concerns about the potential size and height of new buildings. Maintaining the character of neighbourhoods like MacMillan Drive was seen as essential, even as the community looks to accommodate growth.



## Key Topics for Official Community Plan Updates

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### LAND USE DESIGNATIONS & LAND USE MAP (SCHEDULE B OF THE OCP)

The Sayward Official Community Plan (OCP) establishes a framework for land use through its designations, outlined in Part 4 (Page 25). The land use categories include “Residential Core,” “Future Community Expansion,” and “Village Centre.” While these designations encourage compact forms such as single-detached and duplex housing, they do not explicitly support medium-density residential forms like triplexes, fourplexes, or rowhouses.

While the Sayward Official Community Plan (OCP) demonstrates a foundational commitment to preserving Village character and supporting incremental growth, several limitations within the current policy framework may hinder the delivery of diverse and affordable housing options.

#### Gaps Identified

Although the Village of Sayward is exempt from the mandatory zoning changes required by Bill 44 due to its population being below the 5,000-resident threshold, the current Official Community Plan (OCP) presents several limitations that may constrain the delivery of diverse, affordable, and age-friendly housing. These are:

- **Limited housing variety in residential zones:** The OCP permits primarily single-detached homes, with only secondary suites mentioned as a form of affordability. It does not explicitly support small-scale multi-unit housing such as duplexes, triplexes, fourplexes, or rowhouses, limiting the Village’s ability to respond to demographic change or attract younger families.
- **No dedicated housing section:** The absence of a high-level housing policy section limits the Village’s ability to set out long-term goals for affordability, diversity, lifecycle housing, or partnerships.
- **No support for parking flexibility:** While many communities are exploring parking reform to reduce development costs and support walkability, the OCP still requires off-street parking for residential uses, which can be a barrier for infill or affordable projects.
- **Unclear permissions in other zones:** Designations such as Rural Residential, Residential/Industrial, and Community Facility allow limited forms of housing and do not clearly support modern housing needs such as seniors housing, live-work units, or gentle density.

#### Recommendations

Updating the land use designations and policies in the Sayward Official Community Plan (OCP) will help reduce barriers to diverse housing development and provide a clearer framework for incremental, sustainable growth. The following recommendations aim to align Sayward’s land use approach with its



identified housing needs and recent changes in provincial legislation, particularly around enabling small-scale multi-unit housing.

1. **Add a Housing Objectives Section**

Introduce a new Section 2.5 – *Housing* to clearly articulate the Village’s intent to support a range of housing types, promote affordability, and ensure long-term livability and resilience.

2. **Expand Housing Permissions in Residential Zones**

Amend policies in Section 3.1 to explicitly permit duplexes, triplexes, fourplexes, and rowhouses, providing clarity for staff and applicants and enabling a broader range of modest infill options.

3. **Clarify and Encourage Gentle Infill**

Strengthen existing language around infill to encourage housing diversity while maintaining form and scale appropriate to Sayward’s village character.

4. **Enable Housing Variety Across Designations**

Expand permitted uses in Rural Residential, Residential/Industrial, and Community Facility zones to include a broader range of housing, including purpose-built seniors housing and live-work units.

5. **Introduce Parking Flexibility Tools**

Add policy language that supports reducing or removing off-street parking requirements for certain housing types, especially in walkable areas or for seniors and affordable housing. This flexibility can lower development costs and support compact, human-scaled growth.

6. **Plan for an Aging Population**

Recognize seniors as a core demographic in community design and land use planning by identifying priority housing types and preferred locations and exploring opportunities for partnerships or pre-zoning to reduce barriers to development.

## Future Housing Land Use Analysis

In response to upcoming provincial housing legislation, the Village has completed a high-level review of large, potentially developable parcels. This analysis supports future planning by estimating how many new housing units could be accommodated under current zoning. The focus is on parcels most likely to develop (particularly those zoned **Residential One**) to understand the Village’s capacity to meet new housing targets.



Civic Address	PID	Zone	Area (m <sup>2</sup> )	Min Lot Size (m <sup>2</sup> )	Net Land Use	Potential Units
18 SAYWARD RD	000-568-309	Residential One (R-1)	248,081.1	668	80%	297
AMBLESIDE DR	009-679-065	Residential One (R-1)	213,479.25	668	80%	256
M BRANCH FOREST SERVICE RD	000-914-070	Residential One (R-1)	61,312.05	668	80%	73
M BRANCH FOREST SERVICE RD	000-914-070	Residential One (R-1)	28,571.82	668	80%	34
779 SAYWARD RD	000-126-250	Residential One (R-1)	107,690.67	668	80%	129
<b>NET TOTAL</b>						<b>789</b>

The table below estimates the number of potential single-family units for each large R-1 parcel. Each parcel's area was divided by the **minimum lot size of 668 m<sup>2</sup>**, then adjusted with a **20% net land use factor** to account for internal roads, sidewalks, and other infrastructure. This reflects a more realistic build-out scenario based on site planning constraints.

- **Total estimated capacity: 789 net new housing units**

This high-level analysis demonstrates the Village's potential to accommodate significant new housing within current boundaries and zoning, aligning with the goals of provincial housing policy.

## Conclusion

The Village of Sayward stands at a pivotal moment as it plans for a changing population, new legislative requirements, and evolving community needs. While the current Official Community Plan provides a solid foundation, strategic updates are necessary to align with the Housing Needs Report and meet provincial expectations under Bill 44.

This report has outlined realistic, actionable recommendations that reflect the Village's rural context, financial capacity, and demographic trends. By implementing these updates, particularly in the areas of land use, housing diversity, senior and special needs housing, and flexible servicing, the Village can better respond to its unique challenges and support a more resilient, inclusive future for all residents.

These efforts will not only position Sayward to access future funding opportunities but will also help ensure the long-term sustainability and livability of the community.



# **APPENDIX A**

## In Person Engagement Responses



**Verbatim comments included:**

- *“McMillan: Not a dump”*
- *“Transport for seniors that require medical services”*
- *“I like the ideas here and would support most of them. I am a senior and homeowner in Sayward, 321 MacMillan”*
- *“One level townhouses, single story”*
- *“MacMillan: Not a trailer park”*
- *“A care home for seniors – which all facilities require doctors, nurses available – more recreation for seniors – outside trips, etc.”*

**General discussion themes:**

- Surprise and confusion that current policies may limit housing options beyond single-family dwellings.
- Support for expanding housing options, particularly for seniors, provided that new development respects the existing neighbourhood character.



# **APPENDIX B**

## OCP Policy Recommendations

## Appendix B: OCP POLICIES

Based on the recommendations presented within the report, specific policies have been provided as part of Appendix A. McElhanney has provided instructions below to ADD, DELETE or AMEND based on the existing policy language in the OCP. *Letters italicized in blue* are recommended additions and words with ~~strike through~~ are recommended deletions.

### LAND USE DESIGNATIONS & LAND USE MAP (SCHEDULE A OF OCP)

#### **AMEND Section 2.1(b) – Settlement & Community (page 2)**

To ensure village design that encourages community interaction, village cohesiveness and that incorporates the needs of children *& seniors*.

#### **ADD Section 2.5 – Housing (page 2)**

##### **2.5 Housing**

*To support the provision of safe, adequate, and diverse housing for all residents of the Village.*

- a) To ensure a variety of housing options are available to meet the needs of residents at all stages of life.*
- b) To promote residential development that makes efficient use of land and infrastructure.*
- c) To work collaboratively with partners to support housing affordability and availability.*
- c) To ensure the long-term sustainability, livability, and resilience of the Village's housing stock.*

#### **AMEND Section 3.1(a)(i) - Residential (page 4)**

The primary use permitted in the Residential designation is single-detached ~~residential~~ *homes, duplexes, triplexes, fourplex dwellings, and rowhouses*.

#### **AMEND Section 3.1(a)(iii) - Residential (page 4)**

Affordable housing ~~may be provided~~ in the form of secondary suites *is supported* in the Residential designation provided that building and fire codes are met. ~~and that adequate off-street parking is provided.~~

#### **AMEND Section 3.1(a)(v) - Residential (page 4)**

The Village shall encourage ~~similar densities and infilling of the established residential area~~ *gentle infill and increased housing diversity within the Residential designation, provided that new development maintains similar massing, scale, and form to the surrounding neighbourhood.*



**AMEND Section 3.1(c)(ii) – Rural Residential - (page 5)**

Permitted uses in the Rural Residential designation are ~~single and multi family residential~~ *single-detached homes, duplexes, triplexes, fourplex dwellings, and rowhouses*, and home occupations.

**AMEND Section 3.1(d)(ii) – Residential/Industrial - (page 5)**

Permitted uses in the Residential/Industrial designation are single family residential, *secondary suites, duplexes*, live-work units, home based business and industrial.

**AMEND Section 3.1(e)(ii) – Community Facility - (page 5)**

Permitted uses in the Community Facility designation may include but are not limited to a medical centre, public educational services, *purpose-built social or seniors housing*, and recreational facilities.

**ADD Section 3.1(f)(viii) – Community Facility - (page 5)**

*The Village shall explore the reduction or removal of parking requirements for residential and commercial uses.*

**Contact**

Caelen Middleton

778-841-1176

[cmiddleton@mcelhanney.com](mailto:cmiddleton@mcelhanney.com)



**McElhanney**



Platinum member



# Village of Sayward

**Monday, February 23rd, 2026**

**Via Email:** natalie.crenshaw@sd72.bc.ca

**Subject:** Referral for Review – OCP Amendment Bylaw No. 520, 2026

Mr. Geoff Manning  
Superintendent of Schools and Chief Executive Officer  
School District No. 72 (Campbell River)  
425 Pinecrest Road, Campbell River, BC, V9W 3P2

Dear Mr. Manning,

The Village of Sayward is in the process of updating its Official Community Plan (OCP) to bring it into compliance with recent legislative changes introduced through Bill 44: Housing Statutes (Residential Development) Amendment Act, 2023.

These amendments are procedural in nature and are required of all municipalities in British Columbia. The purpose is to align the Village's OCP with the updated provisions of the Local Government Act. The proposed changes do not introduce new growth areas or major land use re-designations but rather update policy language to reflect the Province's housing framework.

### **Summary of proposed changes:**

- Adds a new Housing section supporting diverse, affordable, and resilient housing.
- Expands permitted residential uses to include duplexes, triplexes, fourplexes, and rowhouses.
- Supports secondary suites and gentle infill within existing neighbourhoods.
- Adds support for purpose-built social and seniors housing.
- Introduces policy direction to explore reduced parking requirements.

### **Enclosed Documents:**

- Draft OCP Amendment Bylaw No. 520, 2026

Council has directed that the bylaw proceed to public hearing, anticipated sometime in May 2026.

This letter is intended as a courtesy referral to inform you of the proposed changes. While these are housekeeping amendments to ensure compliance, we welcome any feedback, questions, or comments you may have. If you wish to provide feedback, questions, or comments on the proposed bylaw, please do so by email to: [cao@saywardvalley.ca](mailto:cao@saywardvalley.ca) and [village@saywardvalley.ca](mailto:village@saywardvalley.ca) before March 31, 2026.

Sincerely,

Andrew Young, MCIP, RPP  
Chief Administrative Officer & Corporate Officer  
Village of Sayward  
[cao@saywardvalley.ca](mailto:cao@saywardvalley.ca)

Sayward Village Office, 652 H'Kusam Way, PO Box 29, Sayward, BC, V0P 1R0  
Phone: 250-282-5512 Fax: 250-282-5511 e-mail: [village@saywardvalley.ca](mailto:village@saywardvalley.ca)

*The Village of Sayward respectfully acknowledges that the land we gather on is on the unceded territory of the K'ómoks First Nation, the traditional keepers of this land.*



# Village of Sayward

**Monday, February 23rd, 2026**

**Via Email:** [kfncc@komoks.ca](mailto:kfncc@komoks.ca)

**Subject:** Referral for Review – OCP Amendment Bylaw No. 520, 2026

Chief Councillor Nicole Rempel  
K'omoks First Nation  
330 Comox Road, Comox, BC, V9N 3P8

Dear Chief Rempel,

The Village of Sayward is in the process of updating its Official Community Plan (OCP) to bring it into compliance with recent legislative changes introduced through Bill 44: Housing Statutes (Residential Development) Amendment Act, 2023.

These amendments are procedural in nature and are required of all municipalities in British Columbia. The purpose is to align the Village's OCP with the updated provisions of the Local Government Act. The proposed changes do not introduce new growth areas or major land use re-designations but rather update policy language to reflect the Province's housing framework.

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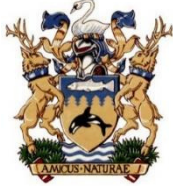
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Sincerely,

Andrew Young, MCIP, RPP  
Chief Administrative Officer & Corporate Officer  
Village of Sayward  
[cao@saywardvalley.ca](mailto:cao@saywardvalley.ca)

Sayward Village Office, 652 H'Kusam Way, PO Box 29, Sayward, BC, V0P 1R0  
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# Village of Sayward

**Monday, February 23rd, 2026**

**Via Email:** corporate@srd.ca

**Subject:** Referral for Review – OCP Amendment Bylaw No. 520, 2026

Mr. Mark Baker  
Board Chair  
Strathcona Regional District  
990 Cedar Street, Campbell River, BC, V9W 7Z8

Dear Mr. Baker,

The Village of Sayward is in the process of updating its Official Community Plan (OCP) to bring it into compliance with recent legislative changes introduced through Bill 44: Housing Statutes (Residential Development) Amendment Act, 2023.

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Andrew Young, MCIP, RPP  
Chief Administrative Officer & Corporate Officer  
Village of Sayward  
[cao@saywardvalley.ca](mailto:cao@saywardvalley.ca)

Sayward Village Office, 652 H'Kusam Way, PO Box 29, Sayward, BC, V0P 1R0  
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# Village of Sayward

**Monday, February 23rd, 2026**

**Via Email:** Courtney.Hayre@gov.bc.ca

**Subject:** Referral for Review – OCP Amendment Bylaw No. 520, 2026

Ms. Courtney Hayre  
Manager, Divisional Operations  
Ministry of Transportation and Transit  
9850 Stn Prov Govt Victoria, BC, V8W 9T5

Dear Ms. Hayre,

The Village of Sayward is in the process of updating its Official Community Plan (OCP) to bring it into compliance with recent legislative changes introduced through Bill 44: Housing Statutes (Residential Development) Amendment Act, 2023.

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Sincerely,

Andrew Young, MCIP, RPP  
Chief Administrative Officer & Corporate Officer  
Village of Sayward  
[cao@saywardvalley.ca](mailto:cao@saywardvalley.ca)

Sayward Village Office, 652 H'Kusam Way, PO Box 29, Sayward, BC, V0P 1R0  
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**Fw: Referral – OCP Amendment Bylaw No. 520, 2026 (Village of Sayward)**

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**From** Caelen Middleton <cmiddleton@mcelhanney.com>

**Date** Thu 4/9/2026 6:06 PM

**To** Caelen Middleton <caelenmiddleton@gmail.com>

**From:** McRae, Tallina TT:EX <Tallina.McRae@gov.bc.ca>

**Sent:** Friday, March 13, 2026 10:22 AM

**To:** Caelen Middleton <cmiddleton@mcelhanney.com>

**Subject:** RE: Referral – OCP Amendment Bylaw No. 520, 2026 (Village of Sayward)

[EXTERNAL EMAIL] Check email address, links, and attachments

Hello Caelen,

The Ministry does not have any comments on the OCP amendments. Our eDAS system is on the fritz at the moment and I cannot produce a file number for this referral. I'll keep this email chain for reference and future correspondence.

Sincerely,

**Tallina McRae (she/her)**

**Development Services Officer**



Vancouver Island District - SA03

Telephone: (250) 331 - 9891

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[Apply for Permit](#)

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*Vacation: April 17<sup>th</sup> 2026 – May 10<sup>th</sup> 2026*