SPECIAL COMMITTEE OF THE WHOLE REPORT

June 25, 2009

REPORT TO: **F. C. MANSON, C.G.A., CHIEF ADMINISTRATIVE OFFICER**

FROM: **G. A. JACKSON, DIRECTOR OF COMMUNITY PLANNING**

SUBJECT: **FOLLOW-UP REPORT - REVISIONS TO THE SUSTAINABLE COMMUNITY BUILDER CHECKLIST AND THE NEW ACCESSIBLE COMMUNITY BUILDER CHECKLIST**

Issue:

Follow-up on update to Sustainable Community Builder Checklist and a new Accessible Community Builder Checklist.

Executive Summary:

This report is a follow-up to the April 2, 2009 Committee of the Whole report that introduced an updated Sustainable Community Builder Checklist and a new Accessible Community Builder Checklist.

References:

Schedule "A"
Sustainable Community Builder Checklist, revised June 25, 2009
Accessible Community Builder Checklist, revised June 25, 2009
Letter - Measuring Up Parksville Committee, received June 24, 2009
Letter – Ocean Side Development and Construction Association, received June 12, 2008

Background:

An updated Sustainable Community Builder Checklist and new Accessible Community Builder Checklist were presented to the Committee of the Whole that was held on April 27, 2009.

At the regular Council meeting that was held on May 4, 2009 the following resolution was adopted:

"09-105 (3) THAT the report from the Director of Community Planning dated April 2, 2009 entitled "Introduction of an Updated Sustainable Community Builder Checklist and a New Accessible Community Builder Checklist", be received;
AND THAT the revised Sustainable Community Builder Checklist and a new Accessible Community Builder Checklist attached to the report from the Director of Community Planning dated April 2, 2009, be accepted;

AND FURTHER THAT the Accessible Community Builder Checklist be referred to Parksville's Measuring Up Committee and the Oceanside Development Construction Association. CARRIED."

The updated Sustainable Community Builder Checklist was referred to the Oceanside Development and Construction Association for comment. In addition, the new Accessible Community Builder Checklist was referred to both Parksville's Measuring-Up Committee and the Oceanside Development and Construction Association for comment. Comments received are attached for reference. The checklists that are attached have been amended to address the comments received.

Options:

Council may:

1. Accept the report and the attached checklists for information.
2. Refer back to Staff for additional changes.

Analysis:

1. Staff believe that the proposed Sustainable Community Builder Checklist is an improvement over the existing checklist. It better reflects the sustainable opportunities between the most typical development types and those that are of an industrial nature.

   With respect to the proposed Accessible Community Builder Checklist Staff believe that it will provide an opportunity to raise awareness on the principles of universal design. The checklist provides a self-assessment for developers who are seeking to improve the opportunities for universal design in their development proposals. Universal design strives to improve building access and accommodation for everyone.

   The Measuring Up Parksville Committee appears satisfied with the contents of the Accessible Community Builder Checklist; please refer to the attached letter.

   The Oceanside Development Association has provided comments for suggested changes to the checklists, the vast majority of which were related to format and layout. Schedule "A" summarises the comments received and steps that have been taken to address issues raised.

2. Referring the topic back to Staff is appropriate if Council believe further changes to the checklists are required to achieve satisfaction. In this case it would be appropriate for Council to provide general direction to Staff on what changes are needed.

Sustainability:

Sustainability implications to the City associated with the proposed checklists are neutral.

FOLLOW-UP REPORT - REVISIONS TO THE SUSTAINABLE COMMUNITY BUILDER CHECKLIST AND THE NEW ACCESSIBLE COMMUNITY BUILDER CHECKLIST

Financial Implications:

There are no financial implications to the City associated with the proposed checklist changes.

Recommendation:

That the report from the Director of Community Planning dated June 25, 2009 titled "Follow-Up Report - Revisions to the Sustainable Community Builder Checklist and the New Accessible Community Builder Checklist" be received;
And That the revised Sustainable Community Builder Checklist and a new Accessible Community Builder Checklist be accepted.

G. A. JACKSON

BR/dd
Attachments

Planning/6440-01-SUS/2009/ Agenda/Report-3.

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:

F. MANSON, C.G.A.

FOLLOW-UP REPORT - REVISIONS TO THE SUSTAINABLE COMMUNITY BUILDER CHECKLIST AND THE NEW ACCESSIBLE COMMUNITY BUILDER CHECKLIST

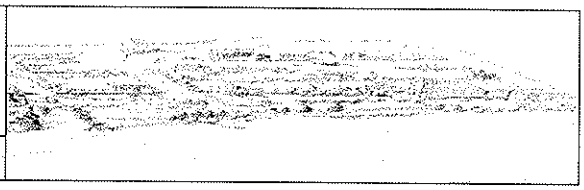
Schedule "A"

Summary of Comments Received	Action Taken
Found new format of checklist confusing.	Checklists have been reduced to a maximum of 2 categories.
Found shading did not photocopy well.	Shaded areas changed from mid-tone grey to black. Not an issue internally as we print directly to the photocopier to maintain quality.
Checklist assumes land developer and building contractor are both the same.	Checklist assumes land developer will consider a developer's building scheme; a building scheme which a builder would be legally subject to.
Single family development not included in checklist.	Correct. The Checklists are designed for development permit applications and rezoning applications neither of which deal with the form and character of single family development. Checklist or brochure specifically for single family being looked at.
Scoring system skews final rating.	Scoring system equally represented the three sustainable categories. In order to address concerns the scoring system has been changed back to one that equally scores each tick box question.
Simplify the checklist by providing pictograms on the first page for identification of the type of development and again on the last page for calculation of the percentages. Then a single tick box is all that is needed throughout the rest of the documents.	Number of development categories were reduced from the 5 to 2 and icons were removed.
Review the opportunities available for subdivision development vs. single family dwelling construction.	Is being looked into.
Add a section for construction phase sustainability items.	Items have been added, see numbers 22 - 25 in the environmental section of the sustainable community builder checklist.
Consider developing checklists that would be applicable only to single family dwelling construction which could be submitted with the Building Permit Application. This would target a large portion of the construction activities in the City and would encourage these builders to consider both sustainability and accessibility principles for single family dwellings.	Comment acknowledged. This has been in discussion as a next step in the development of these lists.
Enlarge the size of the Title of the Checklists for better differentiation between the 2 checklists. The sketches could also be reduced in size to save space and potentially reduce the paper required. The document which is essentially the same information has increased from 4 pages to 6.	Title font increased from 11 point to 20 point. Image size was due in part to previous category list. As category list has been reduced images have been rescaled accordingly.
Print the Checklists double sided to further reduce the paper required.	Normal practice is to print double sided.

City of Parksville

SUSTAINABLE COMMUNITY BUILDER CHECKLIST

- Residential
- Commercial
- Institutional
- Industrial



Environmental Protection and Enhancement

Please explain how the development protects and/or enhances the natural environment.

1.	Conserve, restore, or improve native habitat?			EXPLANATION
2.	Remove invasive species?			
3.	Involve innovative ways to reduce waste, and protect the air quality?			
4.	Include an ecological inventory?			

Pease explain how the development contributes to the more efficient use of energy.

5.	Use climate sensitive design features (passive solar, minimize the impact of wind, and rain, etc.)?			EXPLANATION
6.	Provide on-site renewable energy generation such as solar energy or geothermal heating?			
7.	Propose buildings constructed in accordance with LEED, and the accepted green building standards?			

Please explain how the development facilitates good environmentally friendly practices.

8.	Provide on-site composting facilities?			EXPLANATION
9.	Provide an area for a community garden?			
10.	Include a car free zone?			
11.	Include a car share program?			

Please explain how the development contributes to the more efficient use of water.

12.	Use drought tolerant plants?			EXPLANATION
13.	Use rocks and other materials in the landscaping design that are not water dependant?			

14.	Recycle water and wastewater?			
15.	Provide for zero stormwater run-off?			
16.	Utilize natural systems for sewage disposal and storm water?			
17.	Use low flush toilets?			

Please explain how the development protects, enhances or minimizes its impact on the local natural environment.

18.	Provide conservation measures for sensitive lands beyond those mandated by legislation?			EXPLANATION
19.	Cluster the housing to save remaining land from development and disturbance?			
20.	Protect groundwater from contamination?			

Please explain how the development protects a 'dark sky' aesthetic by limiting light pollution and light trespass from outdoor lighting.

21.	Include only "Shielded" light fixtures, where 100% of the lumens emitted from the light fixture are projected below an imaginary horizontal plane passing through the highest point on the fixture from which light is emitted?			EXPLANATION

Please explain how the project will be constructed sustainably.

22.	Reduce construction waste?			EXPLANATION
23.	Utilize recycled materials?			
24.	Utilize on-site materials / reduce trucking?			
25.	Avoid contamination?			
Environmental Score Total Number of "Yes"		/25	/22	% =

Community Character and Design

Does the development proposal provide for a more "complete community" within designated nodal centres?

1.	Improve the mix of compatible uses within an area?			EXPLANATION
2.	Provide services, or an amenity in close proximity to a residential area?			
3.	Provide a variety of housing in close proximity to a public amenity, transit, or commercial area?			

Please explain how the development increased the mix of housing types and options in the community.				
4.	Provide a housing type other than single family dwellings?			EXPLANATION
5.	Include rental housing?			
6.	Include seniors housing?			
7.	Include cooperative housing?			
Please explain how the development addresses the need for attainable housing in Parksville.				
8.	Include the provisioning of Affordable Housing units?			EXPLANATION
Please explain how the development makes for a safe place to live.				
9.	Have fire protection, or include fire prevention measures such as removal of dead fall, on-site pumps, etc?			EXPLANATION
10.	Help prevent crime through the site design?			
11.	Slow traffic through the design of the road?			
Please explain how the development facilitates and promotes pedestrian movement.				
12.	Create green spaces or strong connections to adjacent natural features, parks and open spaces?			EXPLANATION
13.	Promote, or improve trails and pedestrian amenities?			
14.	Link to amenities such as school, beach & trails, grocery store, public transit, etc.? (provide distance & type)			
Please explain how the development facilitates community social interaction and promotes community values.				
15.	Incorporate community social gathering places? (village square, halls, youth and senior facilities, bulletin board, wharf, or pier)			EXPLANATION
16.	Use colour and public art to add vibrancy and promote community values?			
17.	Preserve heritage features?			
Community Character Score Total Number of "Yes"		/17	/7	% =

Economic Development

Does the development proposal infill an existing developed area, as opposed to opening up a new area to development?

1.	Fill in pre-existing vacant parcels of land?			EXPLANATION
2.	Utilize pre-existing roads and services?			
3.	Revitalize a previously contaminated area?			

Please explain how the development strengthens the local economy.

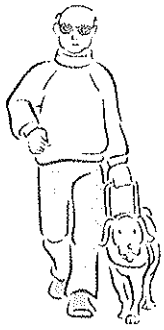
4.	Create permanent employment opportunities?			EXPLANATION
5.	Promote diversification of the local economy via business type and size appropriate for the area?			
6.	Increase community opportunities for training, education, entertainment, or recreation?			
7.	Use local materials?			
8.	Use local labour?			
9.	Improve opportunities for new and existing businesses?			
Economic Development Score Total Number of "Yes"		/9	/9	% =

TOTAL	/51	/38	**Disclaimer:** Please note that Staff is relying on the information provided by the applicant to complete the sustainability checklist analysis. The City of Parksville does not guarantee that development will occur in this matter.
% TOTAL			

Other sustainable features?

City of Parksville

ACCESSIBLE COMMUNITY BUILDER CHECKLIST



- Multifamily Residential
- Commercial
- Industrial
- Institutional

NOTE: The City of Parksville has adopted this checklist as an informal guide to assist developers in considering the needs of persons with disabilities. These guidelines do not absolve one from meeting the minimum standards of the BC Building Code but rather provide guidance on steps that may be taken beyond code in order to better accommodate persons with disabilities.

Parking

1.	Will there be parking that is designated for persons with disabilities?			EXPLANATION
2.	Will 2% (or more) of parking spaces be designated as handicap parking?			
3.	Will designated handicap space be located within 50 metres of an accessible entrance?			
4.	Will handicap parking spaces be located on level surfaces?			
5.	Will handicap parking spaces be located on hard paved surface?			
6.	Will near by sidewalks be easy to access? For example, is there a curb-cut ramp adjacent the designated parking space?			
7.	Will handicap parking spaces have a minimum width of 3.9 metres?			
8.	Will the designated space maintain a vertical clearance of at least 2.4 metres?			
Parking Score Total Number of "Yes"		/8	/8	% =

Access (paths to entrance)

1.	Will the path from parking or street be a minimum of 920 mm wide?			EXPLANATION
2.	Will the path consist of a hard travel surface?			

3.	Will the path be slip resistant?			
4.	Will the path be barrier free (no steps, stairs or obstructions over 13 mm high)?			
5.	Will the path have a slope of less then 1 unit rise for every 12 units of length?			
6.	Will adequate maneuvering space be provided? (i.e.: 1.5 X 1.5 m turning space)			
7.	Will protection from hazards (both on the ground and above) be provided?			
8.	Will the accessible entrance be obvious and easy to find?			
9.	Will there be more than one entrance that is easily accessible for persons with disabilities?			
Access Score Total Number of "Yes"		/9	/9	% =

Entrance (main entrance or accessible entrance)				
1.	Will the door be a minimum of 812 mm wide?			EXPLANATION
2.	Will the door have large, easy to grasp handle?			
3.	Will the door be easy to open manually?			
4.	Will the door feature an automated opening device?			
5.	If the main entrance will not be accessible, is their an alternative accessible entrance?			
6.	Will the accessible entrance be easy to locate?			
Entrance Score Total Number of "Yes"		/6	/6	% =

General Building Interior				
1.	Will doors be at least 812 mm wide?			EXPLANATION
2.	Will the threshold at doors be less than 13 mm high?			
3.	Will the door be equipped with accessible handles not more than 1219 mm high? (accessible handle should be operable with a closed fist)			
4.	Will the door be easy to open? i.e.: requires less than 21.6 newtons (5 pounds) of force.			
5.	Will the pull side of the door have a clear area of at least 457 mm?			
6.	Will hallways and interior travel routes be at least 914 mm wide?			
7.	If carpet is to be used will it be low-pile, tightly woven and secured?			
8.	If drinking fountains will be present are they accessible and will there be a clear floor space of at least 762 X 1219 mm?			

9.	If public phones are to be available will they be mounted to be at an accessible height (top of phone no higher than 1219 mm)?			
10.	Will the public phone be hearing-aid compatible? Will it have a volume control?			
11.	If there will be four or more public phones in a given location will one of them be text capable?			
12.	If glass doors are to be present, will they include an eye level high contrast visual clue, such as a colour?			
13.	Will all alarm systems include both audio and visual signals (bells and flashing lights)?			
General Building Interior Score Total Number of "Yes"		/7	/13	% =

Stairs / Escalators	yes ☐ no ☐			
1.	Will stairs feature non-slip surfaces?			EXPLANATION
2.	Will steps feature tactile edges?			
3.	Will steps feature high visibility, high contrast edges?			
4.	Will stairs have continuous railings on both sides, with extensions beyond the top and bottom?			
Stairs / Escalators Score Total Number of "Yes"		/4	/4	% =

Ramps	yes ☐ no ☐			
1.	Will the ramp have a slope of 1:12 or less? (for every 12 cm along the base the height of the ramp increases 1 cm)			EXPLANATION
2.	Will the ramp have a non-slip surface?			
3.	Will the ramp rise no more than 762 mm between landings?			
4.	Will the unobstructed ramp width be at least 914 mm?			
5.	Will the ramp have a railing? [May also be required by building code]			
Ramp Score Total Number of "Yes"		/5	/5	% =

Elevators	yes ☐ no ☐			
1.	Will the elevator feature a minimum unobstructed floor space of 750 mm X 1200 mm?			EXPLANATION
2.	Will access to elevator control buttons be unobstructed?			
3.	Will all elevator control buttons be located at a height between 381 mm to 1219 mm from the floor?			
4	Will the control buttons feature a tactile indication of floors, such as brail or raised letters?			
5.	Will the elevator feature both visual and audible indication of doors opening and closing?			
6.	Will an emergency intercom be present that is identified by brail and raised letters?			
Elevator Score Total Number of "Yes"		/6	/6	% =

Public Washroom	yes ☐ no ☐		
Main Washroom			EXPLANATION
1.	Will there be signs at non-accessible washrooms directing disabled persons to accessible facilities?		
2.	Will the signage identifying the washroom use large icons?		
3.	Will the signage identifying the washroom be readable via touch, such as Braille?		
4.	Will the main door to the washroom be at least 812 mm wide?		
5.	Will the threshold to enter the washroom be less than 13 mm high?		
6.	Will the door be equipped with accessible handles not more than 1219 mm high? (accessible handle should be operable with a closed fist)		
7.	Will the door be easy to open? i.e.: requires less then 21.6 newtons (5 pounds) of force		
8.	Will there be a clear path to all fixtures that is at least 914 mm wide?		
9.	Will sinks be a minimum of 680 mm high, 750 mm wide and 1200 mm deep?		
10.	Will faucets be capable of being operated with a closed fist?		
11.	Will vanity mirrors be mounted with the bottom reflective surface at a height of 1016 mm or less?		
12.	Will there be at least one grab bar or railing on the side wall?		
Washroom Stall			

13.	Will there be at least one accessible stall (or if washroom is single occupant) that is accessible?		
14.	Will there be an unobstructed maneuvering space in front of the accessible washroom or stall of 1524 mm X 1524 mm?		
15.	Will the door to the stall be a minimum of 760 mm wide?		
16.	Will the stall door be operable with a closed fist?		
17.	Will the stall door use a locking mechanism of a lever type that is easy to latch and un-latch? Such that is could be operated by a closed fist?		
18.	Will the stall door be easy to open? i.e.: requires less than 21.6 newtons (5 pounds) of force.		
19.	Will there be at least one grab bar on the side wall nearest to the toilette?		
20.	Will the space inside the stall be at least 1.6 m X 1.5 m?		
21.	Will the toilette have a seat height of between 432 mm – 482 mm?		
22.	Will there be 900 mm of clear space beside the toilette and 760 mm of clear space in front?		
Public Washroom Score Total Number of "Yes"		/22	% =

TOTALS	**Parking**	%	If category is not applicable enter: **N / A**
	Access	%	
	Entrance	%	
	General Building Interior	%	
	Stairs / Escalators	%	
	Ramps	%	**Disclaimer:** Please note that Staff is relying on the information provided by the applicant to complete the accessibility checklist analysis. The City of Parksville does not guarantee that development will occur in this matter.
	Elevator	%	
	Public Washroom	%	

Other things to consider....

General Retail

1.	Will aisles be a minimum of 1100 mm wide?	
2.	Will benches be provided for patrons to rest on as needed?	
3.	Will the lighting be adequate? For example, persons with reduced vision rely on bright and high contrast lighting.	
4.	Will product be displayed at a height that is appropriate for persons using wheelchair or scooters?	
5.	Will product displays be clear from the aisle and entrances so that the passage of persons in wheelchairs or scooters is not impeded?	
Total		/5

Auditorium & theater

1.	Will there be designated seating areas?	
2.	Will there be seating for a companion beside?	
3.	Will there be clear sight lines / viewing corridors?	
4.	Will headphones be available for the hard of hearing?	
Total		/4

Clothing Store Fitting Rooms

1.	Will the fitting room (or rooms) have a minimum space of at least 1.5 m X 1.5 m	
2.	Will the fitting room (or rooms) provide grab bars for persons to hold on to?	
3.	Will the door to the fitting room (or rooms) have a minimum width of 750 mm?	
4.	Will the fitting room door operate with a closed fist?	
5.	Will the fitting room door use a locking mechanism of a lever type that is easy to latch and un-latch?	
6.	Will the fitting room be easy to open? i.e.: requires less than 21.6 newtons (5 pounds) of force.	
Total		/6

Restaurant, Café or Dining Room

1.	Will some of the tables be accessible for persons in wheelchairs? (730 mm high, 680 mm knee clearance, 480 mm deep)	
2.	Will menus be offered in a large font (14 point or larger) or will they be available in Braille?	
Total		/2

Other accessible features?

June 19, 2009

Gayle Jackson
Director of Community Planning
City of Parksville
Box 1390
PARKSVILLE, BC
V9P 2H3

Dear Gayle

RE: Response to Updated Sustainable Community Builder Checklist and New Accessible Community Builder Checklist

On behalf of the Measuring Up Parksville Committee, I would like to thank you sincerely for providing these crucial documents for our perusal and I apologize for not responding sooner to you.

We have reviewed them and found them to be timely and progressive. We applaud the careful consideration that has been given to the issues of accessibility and inclusion as well as sustainability practices as is evidenced by the level of detail in the checklists.

As far as the Measuring Up Parksville Committee is concerned, we are very happy with the information and standards contained in the documents and see no need for changes.

We would like to commend you and your staff on the strong commitment you have shows to making Parksville accessible and inclusive for all and we are proud to be working with all of you to accomplish this important goal.

Sincerely yours,

Gail Hadfield

Gail Hadfield
Secretary – Measuring Up Parksville Committee

Oceanside Development & Construction Association
P.O. Box 616, Parksville, BC V9P 2G7

June 8, 2009

City of Parksville
100 E. Jensen Ave
PO Box 1390
Parksville, BC V9P 2H3

"Via Email, hardcopy to follow"

Attention: Gayle Jackson
Director of Community Planning

Re: Updated Sustainable Community Builder Checklist and New Accessible Community Builder Checklist

Thank you and Council for referring these documents to us for comment.

While we appreciate that the City is trying to simplify these forms by providing pictograms for the various building forms to acknowledge that different sustainable opportunities are available for different land uses, we find this revised format more confusing rather than simplified. The shading which has been used does not copy well and is lost on photocopies of the document.

This document also assumes that the developer and the building contractor are one in the same. This is likely not the case in residential development (subdivision). The developer of the subdivision that creates the lot does not usually have control over the dwelling construction. We also note that residential development is not even included within the Accessible Community Builder Checklist. It was our understanding that the Measuring Up Committee was in favour of promoting accessibility standards in new single family homes as well as other types of development.

The concept of averaging the 3 category scores on the final page skews the final rating, for example on a multi family development the Economic Development Score accounts for 33% of the final score but is less than 9% of the total of applicable questions.

We also note that there may be room for some further questions for the construction phase of the project for example:

- Commitment to reducing construction site material waste
- Commitment to utilization of recycled materials where possible
- Commitment to utilization of as much onsite material as possible (i.e. topsoil, rocks, fill) to reduce offsite trucking
- Avoiding on-site contamination (garbage, chemicals, etc)

In summary we recommend the following changes be considered prior to implementing the checklists.

- Simplify the checklist by providing pictograms on the first page for identification of the type of development and again on the last page for calculation of the percentages. Then a single tick box is all that is needed throughout the rest of the documents.
- Review the opportunities available for subdivision development vs. single family dwelling construction.
- Add a section for construction phase sustainability items.
- Consider developing checklists that would be applicable only to single family dwelling construction which could be submitted with the Building Permit Application. This would target a large portion of the construction activities in the City and would encourage these builders to consider both sustainability and accessibility principles for single family dwellings.
- Enlarge the size of the Title of the Checklists for better differentiation between the 2 checklists. The sketches could also be reduced in size to save space and potentially reduce the paper required. The document which is essentially the same information has increased from 4 pages to 6.
- Print the Checklists double sided to further reduce the paper required.

Thank you again for referring this document to ODCA for review and comment. Our committee would be pleased to meet with City Staff to review any of these comments and assist in any way possible.

Sincerely,

Bruce Cownden,
President

Maureen Pilcher,
Vice President

Denise Sakai
Secretary/Treasurer

c.c. Councillor Al Greir

Marilyn Hayden, Admin. Sec. Tel: 250-752-6214 Fax: 250-752-6216 Email: odca@shaw.ca Website: www.odca.ca

July 29, 2009

MEMO TO: FRED MANSON, CHIEF ADMINISTRATIVE OFFICER

FROM: PAMELA LOVEGROVE, MANAGER, BUDGETS & SPECIAL PROJECTS
LUCKY BUTTERWORTH, DIRECTOR OF FINANCE

SUBJECT: WATER RATE STRUCTURE AND RATE REVIEW

Issue

Water rate structure review

Executive Summary

As part of the City of Parksville's new Water Awareness initiative, and in response to numerous rate payers concerns about our current water rate system, City staff has reviewed the water rates and propose a new water rate system to implement fair and equitable charges that encourage wise use of water and meet the financial needs of the City's Water Utility fund.

Staff has evaluated a number of block rate models with progressively increasing rates using City of Parksville historical consumptions. Several models were tested in order to develop a model that is fair and equitable for both residential and commercial users, encourages wise water use and is financially viable for the City of Parksville's water utility fund.

Background

The water rate and billing structure has not been formally reviewed for over 10 years There are several compelling reasons to review this structure:

- Complaints that the current base allotment of 112 cubic metres (112,000 litres) per billing period is too high. It is punitive to those individuals using less than the minimum (about 70% of Parkville's residences).
- It does not encourage wise water use below the base quantity as there is no benefit to the user.
- Is does not effectively encourage wise water use above the minimum billing because the rate at higher levels is low.
- It includes a payment discount system that gives a larger reward to the high water user.

The City of Parksville reads water meters and issues water bills twice a year, once at mid March which covers the October to March (winter) period and once at mid September which covers the April to September (summer) period. Current rates are based on a minimum consumption of 112 cubic metres (m^3) for a 6 month period at a charge of $122.10 (1.091 cent per m^3) and any overages are also charged at 1.091 cents per m^3. The same rate is used regardless of the volume of water consumed.

In reviewing the rate structure, staff researched billing methods currently being used in other municipalities and tested various rate models before selecting several alternative block rate models.

Staff reviewed a number of block rate models which include a flat rate minimum and an increasing block rate per cubic meter as consumptions increases. These models worked well for single family residential homes but quickly proved to be very inequitable for multi-family, institutional and accommodation industry properties which only have one water meter coming into their property. For instance, applying the single family block rate structure to a 50 unit apartment would mean that the apartment would almost certainly be paying in the higher rate blocks, which is not equitable for the individual apartment owners/renters. This was not an issue with the current single rate system but is a significant issue with an escalating block rate system and as such is much more complex than was originally thought.

The average water use for residential properties in Parksville is around 240 cubic metres for the year or 120 cubic meters per 6 month billing cycle. The premise used in trying to build the block rate model was that the average water user should initially pay about the same amount under the new billing system as under the old system. Those using less than the average would see a reduced water charge and those using more would see an increase in their bills.

In building the model, it was determined that it would be more equitable to the high water users to allow them some time to adjust their water usage and thus a model was developed with a slow reduction in the rate tiers over three years. We found that going went straight to the final proposed tiers, created some substantial increases in water billings. By staging the reductions of the tiers, it allows water users some time to make changes to reduce water use.

The other big challenge with escalating rates is that certain commercial operations use significant water as part of their operations, whereas others do not require much water. The proposed residential block rate system proved to have a significant increase in water costs to those high commercial water users, so a significantly larger block rate system for commercial users was developed.

With the different rates for residential and commercial properties, it then became necessary to adjust some of our property classifications from residential to commercial and vice versa because mixed use properties and strata's generally have only 1 meter servicing these properties. Under the old rate system this really did not matter because the water rates were very similar. So for purposes of the proposed tiered rate model, staff have designated that residential billing rates will apply to single family homes, multi-family homes, mobile home parks and apartment buildings. Commercial billing rates will apply to mixed use buildings (commercial and residential units), resort properties, business, industry, care homes and institutional services.

The next difficulty encountered was with the sewer rates because they are tied to the water consumption and also have a 112 m^3 minimum charge. With the proposed water model having a decreasing minimum water usage over 3 years, it does not make a lot of sense to retain the 112 m^3 minimum sewer charge. On the other hand, an escalating tiered rate sewer charge may not make sense either as the RDN waste treatment plant charges the City of Parksville a rate based the City's annual usage which works out to approximately $1.18 per m^3. With the proposed water rates having an escalating charge, it would be a double whammy to also have an escalating sewer charge. So the proposal is a small change to a 100 cubic metre minimum charge for both residential and commercial properties with a flat consumption charge over 100 m^3 (See Appendix D).

Options:

1) Implement a new tiered block rate system.
2) Implement a 3 year tiered block rate system with annual reductions in the tiers.
3) Implement a 3 year tiered block rate system with annual reductions in the tiers and eliminate the 10% early payment discount
4) Remain with current rate system.

Analysis:

Option 1) Implement a new tiered block rate system:

The residential model for this option includes a base consumption of 60 cubic metres at a fixed rate, with 3 further block tiers at progressively higher rates. The commercial model also includes a base consumption and four large block rate levels dependant on consumption. The two new rate structures will lead to approximately 8% higher water revenues if consumption remained at the same level as under the old rate system. The reason for the higher revenues is because staff have assumed that the city's Water Awareness Program and tiered rate structure will reduce water use by 10%, so higher revenues are needed to offset the consumption reduction to meet the revenues indicated in the Financial Plan.

The benefits of this model are:

- Reduced user confusion compared to the 3 year model that reduces the block tiers and rates gradually.
- Reduce the annual changes to our software as the end model will be developed immediately.
- Water users with low water usage will also see a larger decrease in their water bill immediately.
- High water users will pay a premium for their above average consumption, so should promote wise use of water.

The impacts of this model are:

- A higher proportion of residences will have higher annual bills immediately than under the models in Options 2 and 3 (1,132 with increases over $100, including 30 with an increase over $1,000, including one over $4,000 increase). There are also over 1,900 properties that should see decreases in their water bills.
- Residences at the average consumption of 120 m^3 will see an increase in their water bill by $25 so this model inadvertently targets the average water user as well as the high users.
- A higher proportion of commercial properties will also have higher annual water bills immediately than under the models in Options 2 and 3 (31 commercial properties will see an increase of over $100 in their annual water bill-including 9 with an annual increase of $3,000 or more)
- Commercial and residential rates are different due to the different block sizes.
- Reduction in annual parcel taxes which are based on minimum consumption.
- The model penalizes families as they are more likely to over consume than our average household size of 2.1.

A summary of the block tiers and estimated revenues for the above model is attached as Appendix A.

Option 2) Implement a 3 year tiered block rate system with annual reductions in the tiers.

This rate system incorporates a 3 year reduction in the tiered rate blocks and will mean a gradual transition to the higher water rates allowing users some time to adjust their water use practices. This proposed system is essentially the same as Option 1 except that the base rate and the blocked tiers will decrease gradually over three years. At the end of the 3rd year the rate blocks are the same as option 1. This model also allows us to start with a lower rate per cubic meter for the first tier than in Option 1 and still generate the same amount of revenues.

The benefits of this model are:

- The residential customer has lower rates up to 120 m^3 so we can achieve our goal of rate neutrality for the average user.
- Heavy commercial and residential users will have a little smaller water bill than in Option 1 giving more time to make water use adjustments.
- High water users will pay a premium for their above average consumption, so should promote wise use of water.
- Reduced number of residential properties with large increases than in Option 1 (834 vs 1,132).
- 2,020 low residential water users will see a reduced water billing than under the old system.

The impacts of this model are:

- There are still 4 residential properties with increases over $2,000.
- There are 6 commercial properties with increases of $4,000 or more
- Commercial and residential rates are different due to the different block sizes.
- Reduction in annual parcel taxes which are based on minimum consumption.
- The model penalizes families as they are more likely to over consume than our average household size of 2.1.
- The model penalizes families as they are more likely to over consume than our average household size of 2.1

A summary of this model is attached – See Appendix B.

Option 3) 3 year tiered block rate system with annual reductions in the tiers and elimination of the 10% early payment discount

This option is structured the same as Option 2 except that the 10% early payment discount is eliminated. The discount is counter productive to the water awareness initiative. This model has the lowest rates for the block tiers with a greater reduction given to those using less water and a smaller reduction given to the higher consumption tiers.

The benefits of this model are:

- Heavy commercial and residential users will have a little smaller bill than in Options 1 and 2 giving more time to make water use adjustments (Only 19 commercial properties have an increase over $100).
- Reduced number of residential properties with increases over $100 than in Option 2 (729 vs 834).

- 2,154 low residential water users will see a reduced water billing than under the old system.
- High water users will pay a premium for their above average consumption, so should promote wise use of water.
- High water users do not receive a larger break on their bill than the average user from the 10% discount.

The impacts of this model are:

- The average residential user (120 m^3) will pay $9.40 more because of the loss of the discount than in Option 2
- There will be a significant number of complaints over the loss of the 10% discount and may be a reduction in timely payments.
- There are still 3 residential properties with increases over $2,000.
- There are still 6 commercial properties with increases of $4,000 or more
- Commercial and residential rates are different due to the different block sizes.
- Reduction in annual parcel taxes which are based on minimum consumption.
- The model penalizes families as they are more likely to over consume than our average household size of 2.1

In order to encourage payment on a timely basis, this proposal will require an interest charge applied to all overdue water bills (proposed at 1% per month which is similar to other utilities).

A summary of this model is attached – See Appendix C

Option 4) Retain the status quo.

Council may choose to remain with the current rate system and review rates on an annual basis. The current system includes a minimum base consumption of 112 m^3 and charges all usages over the base amount at the same rate.

The benefits of this model are:

- The system is consumption based-the more you use the more you pay-albeit at a flat rate.
- Most users are now used to our system and there are few complaints from the high users.
- The system is easier to apply and explain than a tiered rate model.
- Less penalty to families because the higher consumption rate is low.

The impacts of this model are:

- We get numerous complaints every water billing period about our current system from the people using less than 112 m^3 because they are billed for 112 m^3.
- This method does not create much incentive to reduce water consumption as the rates per cubic metre are not very high.
- There is no incentive to reduce usage below 112 m^3 because users will be billed for 112 m^3 regardless.
- The 10% discount rewards high water users more than the water savers.

All options outlined above will still see semi annual billings in April and October.

Financial Implications:

The financial implications are unknown. We have built the rate models assuming the same water usage with rates that will provide for about a 10% increase in revenues. Offsetting the revenue increases, we have assumed that consumption will drop 10% because of the Water Awareness program and the financial disincentives to over consume. However, the 10% reduction in consumption is just an estimate based on the water reduction that occurred when the current rate system was first put in place. Until the rates are applied, it is impossible to estimate how the consumers will react with their water usage. Therefore water revenue may decrease under the proposed method if significant water conservation practices are undertaken by the water users.

Environmental Impact/Sustainability:

Implementation of the new rate system proposed should encourage users to be more conservative with water usage which will reduce the required amount of pumping of water (and thus electrical usage) and chlorination. Any reduction of water use will also reduce the summer strain on the system as the City's population grows.

Recommendation:

That staff be directed to prepare all of the appropriate bylaws and policies to implement a new block tier water rate structure as per Appendix C along with elimination of the 10% early payment discount, effective for the October 2009 to March 2010 billing period
AND THAT staff be directed to prepare the appropriate bylaws and policies to implement the new Sanitary Sewage rates as per Appendix D along with the elimination of the 10% early payment discount effective for the October 2009 to March 2010 billing period.

Pamela Lovegrove, CMA
Manager of Budget & Special Projects

Director of Finance comments:

G. Lucky Butterworth, CGA.
Director of Finance

Chief Administrative Officer comments:

Gayle Jackson,
Acting CAO

CITY OF PARKSVILLE
PROPOSED WATER RATES AND CONSUMPTION BASE

PROPOSED RATES - RESIDENTIAL

		Base	Tier 1	Tier 2	Tier 3
Base Consumption	m^3	60	100	140	> tier 2
Base Rate	$	$ 72.00	$ 58.00	$ 80.00	
Rate per m^3			$ 1.45	$ 2.00	$ 3.25

Rate Comparisons

6 Month Usage	Current System	Tiered System	Billing Incr (Decr)
90 m^3	$ 134.92	$ 115.50	$ (19.42)
120 m^3	$ 144.56	$ 170.00	$ 25.44
150 m^3	$ 180.71	$ 242.50	$ 61.79
200 m^3	$ 240.97	$ 405.00	$ 164.03

PROPOSED RATES - COMMERCIAL

		Base	Tier 1	Tier 2	Tier 3	Tier 4
Base Consumption	m^3	100	2,500	7,000	13,000	> tier 3
Base Rate	$	$ 130.00	$ 2,880.00	$ 6,750.00	$ 10,080.00	
Rate per m^3			$ 1.20	$ 1.50	$ 1.68	$ 2.00

Rate Comparisons

6 Month Usage	Current System	Tiered System	Billing Incr (Decr)
112 m^3	$ 134.92	$ 130.00	$ (4.92)
1000 m^3	$ 1,204.60	$ 1,210.00	$ 5.40
5000 m^3	$ 6,023.00	$ 6,760.00	$ 737.00
10000 m^3	$ 12,046.00	$ 14,800.00	$ 2,754.00

Billing Increases	Residential	Commercial
>$4000	1	6
$3000-4000	1	3
$2000-3000	2	4
$1000-2000	26	5
750 - 1000	30	2
500 - 750	109	3
250 - 500	375	4
100 - 250	588	4
50 - 100	361	1
10 - 50	401	95
0 - 10	95	53
0	-	-
Decreases	1,937	153
Total	3,926	333

2008 CONSUMPTION RATE COMPARISON

	RESIDENTIAL		COMMERCIAL		TOTAL	
	Current	Tiered Rates	Current	Tiered Rates	Current	Tiered Rates
Total Fees	$ 1,821,289	$ 1,949,172	$ 678,907	$ 760,589	$ 2,500,197	$ 2,709,762
% Increase		7%		12%		8%

CITY OF PARKSVILLE
PROPOSED WATER RATES AND CONSUMPTION BASE

2010

RESIDENTIAL

ALL METERS

	Base	Tier 1	Tier 2	Tier 3
Base Consumption	90	120	165	> tier 2
Base Rate	$ 108.00	$ 39.00	$ 90.00	-
Rate per m^3		$ 1.30	$ 2.00	$ 3.25

Rate Comparisons

Usage	Current System	Tiered System	Billing Incr (Decr)
90 m^3	$ 134.92	$ 108.00	$ (26.92)
120 m^3	$ 144.56	$ 147.00	$ 2.44
150 m^3	$ 180.71	$ 207.00	$ 26.29
200 m^3	$ 240.97	$ 350.75	$ 109.78

2011

RESIDENTIAL

ALL METERS

	Base	Tier 1	Tier 2	Tier 3
Base Consumption	75	110	155	> tier 2
Base Rate	$ 92.70	$ 50.05	$ 92.70	-
Rate per m^3		$ 1.43	$ 2.06	$ 3.35

Usage	Current System	Tiered System	Billing Incr (Decr)
90 m^3	$ 139.73	$ 114.15	$ (25.58)
120 m^3	$ 148.96	$ 163.35	$ 14.39
150 m^3	$ 186.20	$ 225.15	$ 38.95

2012

RESIDENTIAL

ALL METERS

	Base	Tier 1	Tier 2	Tier 3
Base Consumption	60	100	140	> Tier 2
Base Rate	$ 76.38	$ 61.20	$ 84.87	
Rate per m^3		$ 1.53	$ 2.12	$ 3.45

Usage	Current System	Tiered System	Billing Incr (Decr)
90 m^3	$ 143.20	$ 122.29	$ (20.91)
120 m^3	$ 153.43	$ 180.02	$ 26.59
150 m^3	$ 191.80	$ 256.94	$ 65.14

CITY OF PARKSVILLE
PROPOSED WATER RATES AND CONSUMPTION BASE

COMMERCIAL

	Base	Tier 1	Tier 2	Tier 3	Tier 4
Base Consumption	100	3,000	8,000	15,000	> Tier 3
Base Rate	$ 130.00	$ 3,480.00	$ 7,500.00	$ 12,250.00	
Rate per m^3		$ 1.20	$ 1.50	$ 1.75	$ 2.00

Rate Comparisons

Usage	Current System	Tiered System	Billing Incr (Decr)
112 m^3	$ 134.92	$ 144.40	$ 9.48
1000 m^3	$ 1,204.60	$ 1,210.00	$ 5.40
5000 m^3	$ 6,023.00	$ 6,610.00	$ 587.00
10000 m^3	$ 12,046.00	$ 14,610.00	$ 2,564.00

COMMERCIAL

	Base	Tier 1	Tier 2	Tier 3	Tier 4
Base Consumption	100	2,750	7,500	14,000	> Tier 3
Base Rate	$ 133.90	$ 3,275.40	$ 7,338.75	$ 11,716.25	-
Rate per m^3		$ 1.24	$ 1.55	$ 1.80	$ 2.25

112 m^3	$ 138.97	$ 148.73	$ 9.76
1000 m^3	$ 1,240.74	$ 1,246.30	$ 5.56
5000 m^3	$ 6,203.69	$ 6,885.55	$ 681.86

COMMERCIAL

	Base	Tier 1	Tier 2	Tier 3	Tier 4
Base Consumption	100	2,500	7,000	13,000	> Tier 3
Base Rate	$ 137.92	$ 3,055.39	$ 7,161.08	$ 11,139.45	
Rate per m^3		$ 1.27	$ 1.59	$ 1.86	$ 2.50

112 m^3	$ 143.14	$ 153.19	$ 10.06
1000 m^3	$ 1,277.96	$ 1,283.69	$ 5.73
5000 m^3	$ 6,389.80	$ 7,171.68	$ 781.88

CITY OF PARKSVILLE

2008 CONSUMPTION - 2010 RATE COMPARISON

2010	RESIDENTIAL		COMMERCIAL		TOTAL	
	Current	Tiered Rates	Current	Tiered Rates	Current	Tiered Rates
Annual Billing	$ 1,821,289	$ 1,978,915	$ 678,907	$ 755,774	$ 2,500,197	$ 2,734,689
% Increase		8.65%		11.32%		9.38%

2008 CONSUMPTION -2011 RATE COMPARISON

2011	RESIDENTIAL		COMMERCIAL		TOTAL	
	Current	Tiered Rates	Current	Tiered Rates	Current	Tiered Rates
Annual Billing	$ 1,876,650	$ 1,978,414	$ 699,339	$ 783,479	$ 2,575,989	$ 2,761,893
% Increase		5.42%		12.03%		7.22%

2008 CONSUMPTION - 2012 RATE COMPARISON

2012	RESIDENTIAL		COMMERCIAL		TOTAL	
	Current	Tiered Rates	Current	Tiered Rates	Current	Tiered Rates
Annual Billing	$ 1,933,048	$ 2,065,845	$ 720,544	$ 817,518	$ 2,653,592	$ 2,883,363
% Increase		6.87%		13.46%		8.66%

CITY OF PARKSVILLE
PROPOSED WATER RATES AND CONSUMPTION BASE
10% Discount Eliminated

2010

RESIDENTIAL

ALL METERS

	Base	Tier 1	Tier 2	Tier 3
Base Consumption	90	120	165	> tier 2
Base Rate	$ 108.00	$ 31.50	$ 85.50	-
Rate per m^3		$ 1.05	$ 1.90	$ 3.10

Rate Comparisons (before 10% discount)

Usage	Current System	Tiered System	(Decr) Incr
90 m^3	$ 134.92	$ 108.00	$ (26.92)
120 m^3	$ 144.56	$ 139.50	$ (5.06)
150 m^3	$ 180.71	$ 196.50	$ 15.79
200 m^3	$ 240.97	$ 333.50	$ 92.53

2011

RESIDENTIAL

ALL METERS

	Base	Tier 1	Tier 2	Tier 3
Base Consumption	75	110	158	> tier 2
Base Rate	$ 92.70	$ 37.85	$ 90.00	-
Rate per m^3		$ 1.08	$ 1.96	$ 3.19

90 m^3	$ 139.03	$ 108.92	$	(30.11)
120 m^3	$ 148.96	$ 150.12	$	1.16
150 m^3	$ 186.20	$ 208.83	$	22.63

2012

RESIDENTIAL

ALL METERS

	Base	Tier 1	Tier 2	Tier 3
Base Consumption	60	100	150	> Tier 2
Base Rate	$ 76.38	$ 44.56	$ 100.79	
Rate per m^3		$ 1.11	$ 2.02	$ 3.29

90 m^3	$ 143.20	$ 109.80	$	(33.40)
120 m^3	$ 153.43	$ 161.25	$	7.82
150 m^3	$ 191.80	$ 221.72	$	29.92

CITY OF PARKSVILLE
PROPOSED WATER RATES AND CONSUMPTION BASE
10% Discount Eliminated

COMMERCIAL

	Base	Tier 1	Tier 2	Tier 3	Tier 4
Base Consumption	100	3,000	8,000	15,000	> Tier 3
Base Rate	$ 130.00	$ 3,335.00	$ 7,000.00	$ 11,550.00	
Rate per m^3		$ 1.15	$ 1.40	$ 1.65	$ 1.90

Rate Comparisons (before 10% discount)

6 Month Usage	Current System	Tiered System	Billing Incr (Decr)
112 m^3	$ 134.92	$ 143.80	$ 8.88
1000 m^3	$ 1,204.60	$ 1,165.00	$ (39.60)
5000 m^3	$ 6,023.00	$ 6,265.00	$ 242.00
10000 m^3	$ 12,046.00	$ 13,765.00	$ 1,719.00

COMMERCIAL

	Base	Tier 1	Tier 2	Tier 3	Tier 4
Base Consumption	100	2,750	7,500	14,000	> Tier 3
Base Rate	$ 133.90	$ 3,138.93	$ 6,849.50	$ 11,046.75	-
Rate per m^3		$ 1.18	$ 1.44	$ 1.70	$ 1.96

112 m^3	$ 138.97	$ 148.11	$ 9.15
1000 m^3	$ 1,240.74	$ 1,199.95	$ (40.79)
5000 m^3	$ 6,203.69	$ 6,517.33	$ 313.64

COMMERCIAL

	Base	Tier 1	Tier 2	Tier 3	Tier 4
Base Consumption	100	2,500	7,000	13,000	> Tier 3
Base Rate	$ 137.92	$ 2,928.08	$ 6,683.67	$ 10,502.91	
Rate per m^3		$ 1.22	$ 1.49	$ 1.75	$ 2.02

112 m^3	$ 143.14	$ 152.56	$ 9.42
1000 m^3	$ 1,277.96	$ 1,235.95	$ (42.01)
5000 m^3	$ 6,389.80	$ 6,779.15	$ 389.35

CITY OF PARKSVILLE

Model with 10% quick payment discount to be eliminated

2008 CONSUMPTION - 2010 RATE COMPARISON

2010	RESIDENTIAL		COMMERCIAL		TOTAL	
	Current	Tiered Rates	Current	Tiered Rates	Current	Tiered Rates
Annual Billing	$ 1,821,289	$ 1,919,777	$ 678,907	$ 721,151	$ 2,500,197	$ 2,640,928
% Increase		5.41%		6.22%		5.63%

2008CONSUMPTION -2011 RATE COMPARISON

2011	RESIDENTIAL		COMMERCIAL		TOTAL	
	Current	Tiered Rates	Current	Tiered Rates	Current	Tiered Rates
Annual Billing	$ 1,876,650	$ 1,871,351	$ 699,339	$ 744,722	$ 2,575,989	$ 2,616,073
% Increase		-0.28%		6.49%		1.56%

2008 CONSUMPTION - 2012 RATE COMPARISON

2012	RESIDENTIAL		COMMERCIAL		TOTAL	
	Current	Tiered Rates	Current	Tiered Rates	Current	Tiered Rates
Annual Billing	$ 1,933,048	$ 1,897,140	$ 720,544	$ 773,035	$ 2,653,592	$ 2,670,175
% Increase		-1.86%		7.28%		0.62%

CITY OF PARKSVILLE
PROPOSED SEWER RATES AND CONSUMPTION BASE

PROPOSED RATES - RESIDENTIAL

		Base	Tier 1	Tier 2	Tier 3
Base Consumption	m^3	100	800	-	> tier 2
Base Rate		$ 50.00	$ -		
Rate per m^3			$ 0.43		
		(See Note)			

Rate Comparisons

6 Month Usage	Current System	Tiered System	Billing Incr (Decr)
90 m^3	$ 53.50	$ 50.00	$ (3.50)
120 m^3	$ 57.30	$ 58.60	$ 1.30
150 m^3	$ 71.55	$ 71.50	$ (0.05)
200 m^3	$ 95.30	$ 93.00	$ (2.30)

PROPOSED RATES - COMMERCIAL

		Base	Tier 1	Tier 2	Tier 3
Base Consumption	m^3	100	30,000	-	-
Base Rate		$ 50.00	$ -		
Rate per m^3			$ 0.43		

Rate Comparisons

6 Month Usage	Current System	Tiered System	Billing Incr (Decr)
90 m^3	$ 53.50	$ 50.00	$ (3.50)
120 m^3	$ 52.64	$ 58.60	$ 5.96
1000 m^3	$ 427.00	$ 437.00	$ 10.00
5000 m^3	$ 2,135.00	$ 2,157.00	$ 22.00

The cost of black water treatment at the French Creek plant for 2008 was approximately $1.18 per m^3.

2008 CONSUMPTION RATE COMPARISON

	RESIDENTIAL		COMMERCIAL		TOTAL	
	Current	Tiered Rates	Current	Tiered Rates	Current	Tiered Rates
Total Fees	$ 651,903	$ 620,006	$ 240,352	$ 245,183	$ 892,255	$ 865,189
% Increase (decr)		-5%		2%		-3%

Note: Attempting to reduce the Residential Base from 100 cubic metres to 60 (same as water model) really creates an impossible challenge of keeping the total charge roughly the same for those using 112 m3 without a loss in total revenues. Reducing the base too far means a significant loss in revenues or a significantly higher bill for the average user.

SPECIAL COMMITTEE OF THE WHOLE REPORT

July 13, 2009

REPORT TO: F. C. MANSON, C.G.A., CHIEF ADMINISTRATIVE OFFICER

FROM: G. A. JACKSON, DIRECTOR OF COMMUNITY PLANNING

SUBJECT: CONSIDERATION OF CHANGE OF SCOPE FOR TRANSPORTATION PLAN AND DIRECTION REGARDING TIMING OF THE JENSEN AVENUE CONNECTOR COMPLETION

Issue:

Consideration of change of scope for Transportation Plan and direction regarding timing of the Jensen connector completion

Executive Summary:

The Boulevard Transportation Group is presently doing a Transportation Plan for the City. As a result of discussion at one of the workshops that they hosted, the topic of converting Highway 19A to 'one-way' along with the Jensen Avenue connector also being one-way, arose as a means of implementing Downtown Revitalization goals. There is added scope of work to examine the technical considerations. Staff is seeking direction as to the addition of this work to the project and also to postponing the tender for current work related to completion of the Jensen Avenue connector until this technical examination is undertaken.

References:

Original terms of reference
Boulevard Transportation Group draft proposal for reviewing Downtown road network
Downtown Revitalization Strategy

Background:

The City awarded a contract to undertake a Transportation Plan to Boulevard Transportation Group in the amount of $41,680.00 plus GST at the February 2, 2009 Council meeting. Work has proceeded and to date preliminary work has been done, a public Open House and also a Council workshop has been held. The focus of the plan to date has been a multi modal and overall transportation plan focusing on the City's current situation and establishing future needs. Ultimately the findings of this Plan and any required policies are to be incorporated into the Official Community Plan and will form the basis for capital project planning.

The Open House was attended by approximately 80 people. One of the main areas of interest was the continuation of the Jensen Avenue connector. This interest was prompted by the timing of the Open House relative to media articles about tendering the design work.

Consideration of Change of Scope for Transportation Plan and Direction Regarding Timing of the Jensen Avenue Connector Completion

The Council workshop discussion focused on exploring the possibility of de-emphasising Highway 19A by considering converting it to a one-way thoroughfare and including in its design some of the features outlined in the City's Downtown Revitalization Strategy. As this topic is outside of the original scope of work the Consultant has provided an addendum to the original proposal detailing the added work and providing a fee estimate of $21,400.00. This proposed work includes modelling of traffic flows and volumes, an additional workshop with Council, conceptual design work and conducting an Open House based on the new findings.

Financial:

The existing budget for the Transportation Study does not include funding for an additional scope of work. Staff would reallocate funding from another source within the departmental budget for this purpose. If, as a result of the Study additional capital work is identified, the appropriate budget allocations would need to be made within the capital plan for a subsequent year.

Options:

Council may:

1. Endorse the proposed addendum for the Consultant's work to consider the one-way option for Highway 19A and direct Staff to proceed with this work.

2. Endorse the proposed addendum for the Consultant's work to consider the one-way option for Highway 19A and direct Staff to proceed with this work, and;

   Direct Staff to withhold the tender process for the Jensen Avenue connector construction until the additional work is complete.

3. Direct Staff to continue with the original terms of reference.

Analysis:

1. Consideration of making Highway 19A one-way between Corfield and McMillan offers the possibility of including some of the components of the Downtown Revitalization Study, such as on-street parking and traffic calming. This would be is a significant change to existing traffic patterns making technical examination of feasibility necessary prior to implementation.

2. The portion of the Jensen Avenue connector from Corfield to McVickers [including the associated Corfield work to bring it to connector standard for the connection with Jensen] which is presently being designed is proceeding based on the current standards and road network classification and could not easily be adapted to one way conditions. For this reason it would be prudent to await the outcome of the above noted work ahead of awarding a construction tender.

3. Continuation of the Transportation Plan based on the initial Terms of Reference does not include consideration of making Highway 19A one way as an option for the purposes of enhancing downtown. It does include the other traffic calming and management techniques set out in the Downtown Revitalization Strategy.

Consideration of Change of Scope for Transportation Plan and Direction Regarding Timing of the Jensen Avenue Connector Completion

Recommendation:

That the report from the Director of Community Planning dated July 13, 2009 for consideration of change of scope for transportation plan and direction regarding timing of the Jensen Avenue connector completion be received;

And That Staff be authorized to award an additional scope of work to Boulevard Transportation Group in accordance with the Draft Terms of Reference and in the amount of $21,400.00 plus tax to consider a one-way option for Highway 19A, and;

And Further That Staff be directed to withhold the tender process for the Jensen Avenue connector construction until the additional work is complete.

GAYLE A. JACKSON

GAJ/sh
Attachment

MANAGER OF ENGINEERING COMMENTS:

For. M. SQUIRE

CHIEF ADMINISTRATIVE OFFICER COMMENTS:

F. MANSON, C.G.A.

draft for discussion

INTRODUCTION

Boulevard Transportation Group Ltd (Boulevard) has been awarded by the City of Parksville the project entitled "City of Parksville Transportation Plan Update". As this project proceeds it has become obvious that City Council has differing opinions as to what the downtown core roads should do and how they may be "improved". Issues of traffic congestion, traffic speeding, poor pedestrian connections across 19a, Jensen Ave extension, etc. have all been discussed in a public manner through the local paper and elsewhere. The underlying objective of these comments seemed to be, how to connect the downtown core with the waterfront. This objective of connecting these two areas is significant and a priority contained in many documents including the OCP, Downtown Revitalization Plan and the Economic Development Strategy.

Boulevard with the assistance of staff held a workshop on June 26th with the intent of understanding what Council's transportation priorities are and what options should be analyzed. At this workshop it became very obvious that Council's priority is to connect the waterfront to the core as an initiative to revitalize the downtown core. The Mayor and all Council members whom attended, agreed that a number of options should be evaluated:

- One way system using 19a and Jensen Ave
- On street parking on 19a
- Curb bulbs on 19a to improve pedestrian crossing
- One lane in either direction on 19a
- Extending Craig St across 19a

These options can be condense for analysis purposes into three scenarios: one lane in either direction, two lanes in either direction, one way system. The additions of curb bulbs and on street parking could be included in any of the three scenarios.

PURPOSE

This proposal discusses the approach to evaluating the options, the scope of work that was agreed upon for the original TPU and the additional scope of work needed to carry the evaluation forward with enough detail to make well-informed decisions on the core area road network.

Transportation Plan Update

The transportation plan update project included a City wide approach to the study. It was envisioned that two transportation models would be necessary. The first is a VISUM model which uses origin and destination matrix formulas to determine the attractiveness of various roads that would be used under future conditions. The model assigns traffic to links and nodes depending on road characteristics including travel time, capacity restraints, zoning/ land use etc. The model is being set up based on the current collector and arterial road network. The project included analyzing 3 future condition scenarios based on growth.

Once the VISUM determined the macro level requirements of the major road network, a model called Synchro microsimulation would be used to determine capital improvements at a more micro level. This model is a simulation model which determines capacity and does not assign traffic.

With the VISUM analysis the origins and destinations are at macro level and include the downtown as 20 of the 90 zones set up for the model. As such the project includes the assessment at a high level of one or two lanes per direction on 19a.

The option evaluation not covered in the original scope is the one way system. A micro analysis of the downtown core and all its roads was not envisaged in the original scope as the downtown roads would need to be added to the modelled network.

Added Scope

This "added scope" chapter is developed assuming that the end expectation is a fully simulated model of all roads in the downtown core for each option analyzed. The deliverable of this added scope would include cross sections and concept plan view drawings for each road and each options and a report with the miscrosimulation. As each option will have its weaknesses and strengths it is also suggested that a detailed analysis of each option is done and technical conclusions and recommendations developed.

In order to accomplish this, an existing downtown model would be created, built from the major road network Synchro model which includes all roads in the downtown core (McMillian to McVickers). Manual traffic counts that have not been undertaken in the Transportation Plan Update Study would need to be completed. Using data from the VISUM model on each of the long term options (4 lane Highway 19a, 2 lane Highway 19a, one way Highway 19a/Jensen) a Synchro model of each option may be completed.

Each option listed would be evaluated based on a set of evaluation criteria agreed upon by the City staff. Examples of these criteria are; impact to private property, costs, linkages to the waterfront from the core, benefits to pedestrians, environmental impacts, travel delay, transit, general vehicles, truck traffic, and cyclist.

Tasks

The following tasks will be integrated into the TPU schedule:

- Undertake the VISUM analysis for two lane and one lane scenarios (on Highway 19a) for present day and 15 and 25 year horizons – fees included in Transportation Plan Update (TPU).
- Undertake the VISUM analysis for one way scenario for present day and 15 and 25 year horizon year - $2,000
- Set up the major road Synchro models for the two lane and one lane scenarios for present day, 15 and 25 year horizon years – fees included in TPU
- Set up the major road Synchro model for the one way scenario at present day, 15 and 25 year horizon years - $2,000
- Workshop with council the results of the high level analysis and on which scenarios to take forward for further analysis $3,200
- Undertake counts at all intersection locations downtown which have not been done - $3000
- Set up a downtown Synchro model for refined analysis using all streets in the core for each chosen scenario - $2,000 for each scenario to be reviewed
- Evaluate each option chosen for the downtown analysis and compare against the existing scenario using evaluation criteria agreed upon by the City - $3,000
- Prepare cross sections to illustrate the various scenarios - $2,000 for each scenario
- Consider details such as curb bulbs, on street parking and the impact or effect of the Jensen Extension, - $1,000
- Workshop with Council on the final analysis in preparation for presenting a plan to the community - $3,200
- Prepare an open house with the results of this exercise to garner support from the community for one of the options - included in TPU

SCHEDULE

The schedule will closely follow the TPU schedule with the exception that a Council workshop will be held at the end of July and another at the beginning of September.

FEES

The added fees required to complete this workplan is estimated to be $21,400* plus taxes. The workshop held on June 26th is not included in this fee estimate nor in the TPU. The fees for this extra item is $3,000.

Note * - This estimate is based on one chosen scenario for refined analysis and conceptual drawings