

Appendix A Heritage Buildings

Cedar's past is still evident today through its historic buildings. The following provides a brief summary of the historic buildings and businesses in the area.

Mahle House Restaurant

The Mahle House Restaurant located on the corner of Hemer and Cedar Roads may have been named after Andrew Mahle who came from Sweden to Nanaimo in 1873. The building was constructed in 1904 and has been operating as a restaurant in the community for almost thirty years. The Mahle house is designed in a Swedish Arts and Crafts farmhouse vernacular.



St. Philips Anglican Church

The Church was started in 1891, under the care of Rev. Ernest G. Miller, The church was built that year. The original building was destroyed by fire on May 9th, 1907 and was rebuilt the following year. The Church is built in a modest Arts and Crafts style inspired by the English Arts and Crafts movement made famous by William Morris.



Wheatsheaf Inn

Established in 1885, the Wheatsheaf Inn was once a stagecoach stop on Cedar Road. It was also a bar and restaurant until prohibition closed the bar. In about 1926, the original building burned to the ground. The owner (the Mahle's) hauled two houses to the site, added connecting doors and was back in business in short order. The Wheatsheaf Inn is designed in an American West Stagecoach vernacular.



Cranberry Arms Hotel

The Cranberry Arms Hotel was built in 1878. Since then it has undergone some significant updates, but continues to operate as a pub and liquor store. The Cranberry Arms building includes elements of Tudor and Arts and Crafts style architecture.



Left:
RDN Parking standards. These standards were created in the 1980's. This exercise has looked at ways in which these standards can be improved on such as reductions for shared usage and a relaxation of standards for mixed use walkable neighbourhoods.

REGIONAL DISTRICT OF NANAIMO

BYLAW NO. 500

SCHEDULE '3B'

TABLE 1

REQUIRED NUMBER OF OFF STREET PARKING SPACES

The minimum number of off-street parking spaces shall be provided in accordance with the following table:

Use	Required Parking Spaces
Residential	
Mobile Home Parks	(see Schedule '3D' of this Bylaw)
Multi-unit dwellings	1 per 4 units (visitor) plus
- bachelor	1 per dwelling unit
- 1 bedroom	1.25 per dwelling unit
- 2 bedrooms	1.50 per dwelling unit
- 3 or more bedrooms	2 per dwelling unit
Single dwelling unit and duplex	2 per dwelling unit
Home based business, excluding bed and breakfast	2 plus 1 per non-resident employee
Bed and breakfast	1 per bedroom used for bed and breakfast
Commercial	
Animal Care	1 per 20.0 m ² of floor area
Bowling Alley	3 per lane
Campground	(see Schedule '3C' of this Bylaw)
Fairground	1 per 2 employees plus 1 per 100 m ² of site area
Fast Food Outlet	1 per 10.0 m ² of floor area
Financial Institution	1 per 20.0 m ² of floor area
Funeral Parlour	1 per 4 seats in Chapel
Gasoline Service Station	4 per service bay plus 1 per 15.0 m ² of floor area
Golf Course (9 holes)	75 spaces per 9 holes
Golf Driving Range	2 per tee
Health Club, Spa, Games Court, Gymnasium	1 per 10.0 m ² of fitness or gymnasium floor area
Heavy Equipment Display	1 per 70.0 m ² of floor area
Hotel or Resort	1 per unit, plus 1 per 3 seats in restaurant or licensed premises, plus 1 per 4 units (visitor)
Condominium	1 per 3 washing machines
Laundromat	1 per 3 washing machines
Laundry and Dry Cleaning Establishment	1 per 2 employees counted as a total of 2 shifts
Marina	1 per 2 mooring berths plus 1 per 2 employees
Neighbourhood Pub	1 per 3 seats
Nursery	1 per 15.0 m ² of sales building

Office	1 per 15.0 m ² of floor area
- medical	
- single tenant	1 per 32.0 m ² of floor area
- multi tenant	1 per 30.0 m ² of floor area
Personal Service	1 per 50.0 m ² of floor area
Produce Market or Stand	1 per 5.0 m ² of floor area plus 1 per 2 employees
Restaurant	1 per 10.0 m ² of floor area
Retail, Tourist or Convenience Store	1 per 15.0 m ² of floor area
Shopping Centre- to 5000 m ² g.l.a.	6.5 per 100 m ² g.l.a.
- to 15 000 m ² g.l.a.	5.5 per 100 m ² g.l.a.
- above 15 000 m ² g.l.a.	1.5 per 100 m ² g.l.a.
Ski Resort	0.5 per person hourly capacity of ski lift
Theatre, Drive-in	1 per 2 employees

Industrial	
Medium Industry	1 per 50.0 m ² of floor area
Taxi Stand	1 per taxi plus 1 per office employee
Transportation Terminal (excluding Taxi Stand)	1 per 10.0 m ² of waiting room
All other Industrial Uses	1 per 175.0 m ² of floor area used for storage 1 per 95.0 m ² of floor area used for display 1 per 15.0 m ² of floor area used for sales
Public and Institutional Uses	
Beach, Swimming	1 per 9.0 m ² developed beach above high water mark
Cabin	2 per cabin
Church	1 per 4 seats
Church Hall, Lodge Hall, Private Clubs, Community Hall	1 per 20.0 m ² of floor area
College	10 per classroom
Day Care Facility	2 per facility plus 1 per employee
Hospital	1 per 2 employees plus 1 per 5 beds
Personal Care	1 per 3 beds
Police Office, Fire Station, Prison	1 per 2 employees counted as a total of 2 shifts
Recreational or Cultural Facility	1 per 50.0 m ² of floor area or 1 per 3 spectator seats or 1 per 5.0 m ² of floor area used for dancing or assembly or 1 per 4 persons capacity, whichever is the greater
Swimming Pool	1 per 5.0 m ² of pool water surface
Public Utility	1 per employee
School - Elementary	2 per classroom
- Secondary	5 per classroom
Tourist Information Booth	4 per employee



A Shared Community Vision:

In 2033 Electoral Area 'A' is a highly desirable place to live, work, and play and as a result has become more socially, environmentally, and economically sustainable. The community has evolved over time through careful planning and guidance provided by the OCP, which has been upheld by the RDN and strongly supported by members of the community. The OCP is based on the concept of sustainability and 'smart growth', which seeks to minimize the impacts of human activities. This has been accomplished by managing natural resources, as well as economic, environmental, and social systems in a way that enhances the quality of life, yet does not diminish the ability of future generations to meet their needs.

Electoral Area 'A' has become a leader in local food production and sustainability and is often showcased as a model community due to its environmental stewardship and protection policies, growth management strategies, innovative use of alternative technologies, green building programs, recreational and sports opportunities, diverse culture, artistic talent, and excellent multi-modal transportation system.

After nearly 25 years of well managed development, rural values are not only maintained and protected but are also enhanced. Young families and seniors are now attracted to and are staying within the community. There are opportunities for local employment which pay a livable wage, contribute to the local economy, and have minimal impacts on the environment. Per capita greenhouse gas emissions have been reduced and continue to decline as the economy prospers.

Growth is directed into well-defined rural centres. Growth and development outside these areas has largely been avoided as agriculture, resource use, and conservation of biodiversity have become the top priority for these areas. The community is a vibrant place to live where a diversity of residents from all economic levels and ethnic backgrounds are welcomed and have an enhanced sense of community pride. Electoral Area 'A' residents feel safe in their community and enjoy the personal freedom a rural lifestyle provides.

OCP Principles:

In the pursuit of becoming a more sustainable community, it is recognized that when making decisions, economic, social, and environmental factors are interdependent and must not be considered in isolation. In addition, it is recognized that decisions made today not only affect the current generation, but are also a major determinant in the quality of life to be enjoyed by future Electoral Area 'A' generations.

Electoral Area 'A' residents have worked together to define what is important to ensure that the plan area continues to be a great place to live, work, and play as well as to work towards what is required to become a more sustainable community.

Nine Sustainability Principles are presented below which provide guidance for making sound decisions and form the foundation for the goals, objectives, and policies of this OCP. These Sustainability Principles are intended to provide guidance to the Regional Board, RDN staff, other government and non-government agencies, stakeholders, developers and community members in making decisions that will result in a positive impact on Electoral Area 'A'.

Principle 1 Nature Has Value

Electoral Area 'A' residents believe that nature has value beyond what can be extracted, harvested, or derived from it. Area 'A' residents are committed to environmental stewardship and conservation.

Electoral Area 'A' residents' health and well-being relies upon functioning healthy ecosystems which are critical to a sustainable long-term future. This includes not only biologically diverse local flora and fauna, but also the quality and quantity of drinking water and the protection of services provided by a healthy ecosystem such as clean air, water, and soil.

Nature is complex, diverse, and unpredictable and Electoral Area 'A' residents understand that to protect and enhance the natural environment, it is necessary to continually adapt to changing conditions and strive to better understand and mitigate the potential impacts of our actions and important land use decisions.

Principle 2 Maintain Local History, Culture, and Rural Character

Local history, culture, rural character, and rural lifestyles are highly valued and are of critical importance to residents of Electoral Area 'A'. Although there is no single definition of rural character, it is generally characterized by low population density, a focus on agricultural and resource uses, and has an

abundance of large expanses of open and green space which typically include larger land holdings than compared to suburban and urban areas. Some area residents say rural character is 'food production' while others believe that it is about living closer to the land and its aesthetic qualities. Rural character also provides residents with a lifestyle different than what would be encouraged and expected in an urban environment which includes lack of urbanized sights, sounds, services, amenities, peace and quiet, close social networks, safety and the sound and smells of active agriculture.

Principle 3 Leaders in Local Food Production, and Local Marketing

Over half of the plan area is located within the ALR and agriculture is an important contributor to the local economy. Area residents wish to become leaders in local food production as a means of reducing dependence on imported food. Residents wish to see land located in the ALR being used wisely and for its intended purpose in a sustainable fashion. Area residents discourage uses which may create conflicts with agricultural uses such as non-farm related residential, commercial, or industrial growth on lands located within or adjacent to the ALR. Residents encourage more intensive land use and higher densities within clearly defined areas within the GCBs and in a way which minimizes the impacts of these uses on agricultural operations.

To become leaders in local food production requires significant changes to the status quo including much more emphasis on marketing the plan area from an agricultural and local food production perspective.

Principle 4 Manage Growth Carefully

Area residents support and understand that to protect the rural character of Electoral Area 'A' and the quality of life enjoyed by rural residents, it is necessary to limit the rate of change in rural areas. This plan achieves this by discouraging new non-agricultural and resource development in rural areas and encouraging it into well-defined areas within GCBs, which are not recognized by this plan as being 'rural'. In addition, infill and intensification of existing residential areas on lands within the GCB is strongly encouraged and necessary to preserve the rural character of the plan area.

Principle 5 Safe, Healthy, and Active Communities for all Residents

The creation of safe, healthy and active communities is critical to the overall livability of Electoral Area 'A'. Residents who live in communities which provide a range of opportunities for safe and efficient interconnected forms of transportation which include opportunities for walking, cycling, and other forms of human-powered transportation are more likely to choose non-vehicular modes of transportation. Providing opportunities for active transportation

reduces obesity, improves community health, reduces greenhouse gas emissions, improves social networking opportunities, and improves safety as more people use active transportation routes.

Principle 6 Participatory Democracy

Electoral Area 'A' residents value the ability to participate in decisions that affect them. Effective public participation provides early and ongoing opportunities to engage citizens in a way that is meaningful, transparent, and inclusive. It is recognized that participation by all stakeholders affected by a decision is crucial in developing good plans and making sound decisions.

Principle 7 A Diverse Community

Electoral Area 'A' is comprised of a diverse group of individuals who have different educational backgrounds, economic status, religious beliefs, and interests who when combined contribute towards a sense of community in Electoral Area 'A'. A diverse population also means that the community has a broad range of needs including transportation, housing, recreation, medical, and education. Area 'A' residents wish to support and encourage diversity in the community and as such, it is recognized that the community must provide for a diverse range of needs including transportation and mobility, education, employment, and housing.

Principle 8 A Diversified Local Economy

A healthy local economy provides a range of employment opportunities catering to a diversity of interests and skill sets which meet the needs of the community. A local economy is diverse and includes a range of services and employment options. Electoral Area 'A' residents wish to strengthen and diversify the local economy and support economic development, which makes a positive contribution to the local economy without negatively affecting the environment or sacrificing rural integrity or local resident's quality of life. Preference is given to well-designed, pedestrian-oriented developments within appropriate areas designated by this plan.

Principle 9 Efficient and Cost Effective Services

The provision of community services such as parks and trails, water, sewer and transit are important in creating healthy livable communities. However, it is important to ensure that delivery of these services does not place an undue burden on plan area residents. Therefore, Electoral Area 'A' residents support the provision of a variety of community services in an efficient and cost effective manner.

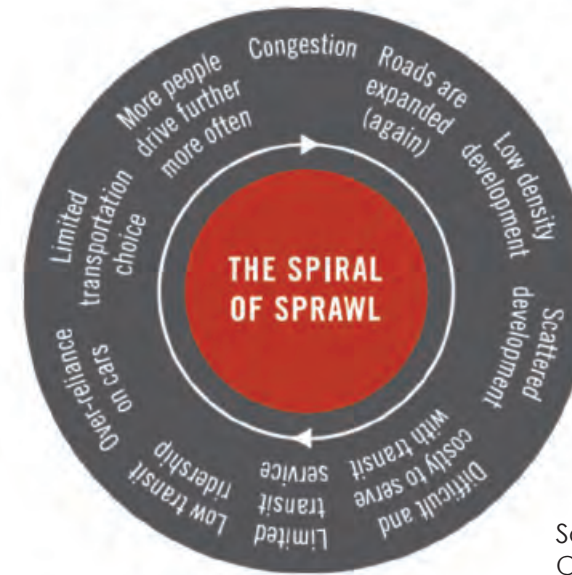
Community Goals -A number of community goals were developed at a series of four community workshops and from responses to a number of workbooks submitted by the community.

The purpose of the community goals is to provide general direction on how the community would like to achieve its vision in a way which is consistent with the Sustainability Principles designated in Section 3.2 above. The community goals also form the basis for the objectives and policies contained in this plan.

Growth Management

1. Increase the diversity of locally produced agricultural products and the number of farms which operate using a system of sustainable agricultural.
2. Decrease the percentage of development that is located on lands out side of the GCB.
3. Increase the percentage of development that is located within well-defined areas on lands within the GCB.
4. Ensure that the demand for water does not exceed the sustainable supply.
5. Ensure that the community is provided an opportunity to be involved in decisions that affect them.
6. Ensure that all policies in the Official Community Plan are clear and understandable.
7. Protect the rural character of Electoral Area 'A' from the impacts of future development.
8. Increase community diversity.
9. Ensure that neighbourhoods have distinct identities and lively public spaces that promote social interaction.
10. Ensure that community services are geared towards all ages including active transportation, recreation, culture, sports, the arts, and education.
11. Increase the amount of green development which makes efficient use of land, energy, and resources.
12. Ensure that biodiversity, groundwater resources, and natural habitat are preserved, protected, and enhanced.
13. Increase public awareness of environmental issues and the importance of environmental stewardship.
14. Ensure that the impacts of development on the natural environment are identified and minimized.
15. Reduce greenhouse gas emissions.
16. Increase economic diversity.
17. Ensure that opportunities exist for economic development which creates opportunities for local employment, minimizes negative environmental impact, and does not detract from the quality of life enjoyed by area residents.
18. Ensure that infrastructure and community services are provided in an efficient manner.

Automobile Dependence Feedback



Source: City of Burnaby

Transport Mode	Speed	Space required per person
Pedestrian		0.8 SM
Cyclist		3.0 SM
Fully Occupied Car		6.2 SM
Fully Occupied Car		20 SM
Car with 1 Person		18.7 SM
Car with 1 Person		60 SM
Bus - Full and 1/3 Full		3.1 SM 9.4 SM
Bus - Full and 1/3 Full		9.4 SM 28.1 SM

Source: Translink

Right: A conceptual portrayal of the cycle of development and planning decisions that leads to sprawl.

Below Right: A diagram that illustrates the demands for different amounts of paved areas based on different modes of transportation.



Main Street Redevelopment Economics

There are a number of reasons why economics and market considerations important to an Official Community Plan and land use planning.

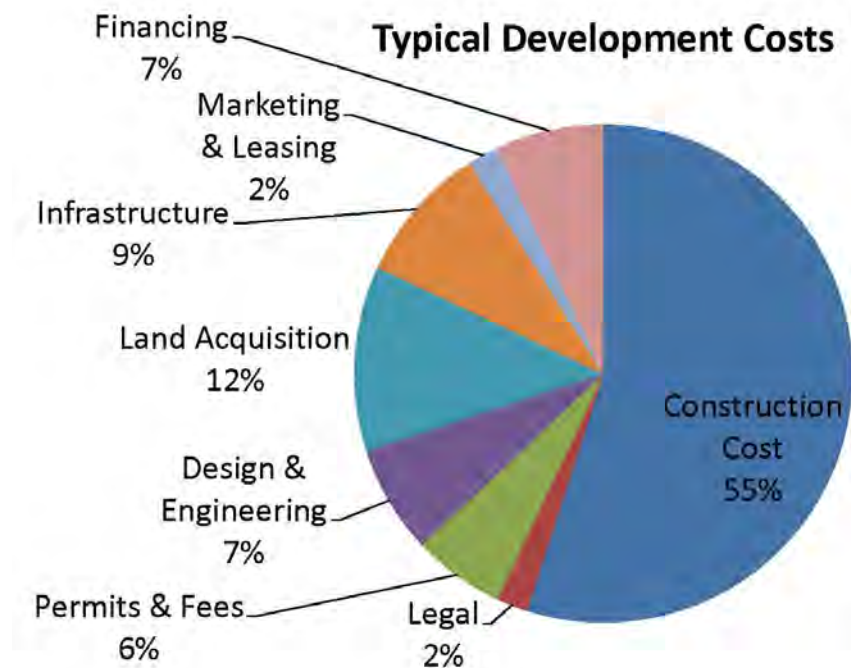
1. To understand the scope and magnitude of planning, infrastructure and construction costs;
2. To understand the expectations for redevelopment of existing sites (expectations of a developer).
3. Identify the cost sharing expectations between public and private entities;
4. To identify the potential tenant and purchaser market;
5. To determine an appropriate time line and phasing for the Cedar Main Street Plan based on reasonable costs and market absorption.

Main Street Development Realities

Developer/ Investors: What will attract additional retail or residential development to Cedar? Typically a diversity of residential product offerings (unit types) supports a growth in residential sales. Included in this diversity of housing should be a range of price points opening up the market to first time buyers. More importantly is the influx of buyers into a region due to strong local and regional economics (a good job market). Finally retired people may be attracted to certain rural areas if there are the right amenities and services that they require for their retirement plans.

Product Type: Knowing through market research who the end users will be is an important step in creating the right mix of housing and commercial uses. Creative programming can entice end users that may not be identified through studying comparable communities. The creation of artist studio space could be an example of an end user not identified through market research. Sometimes visionary developers will follow the philosophy of: 'if you build it, they will come'.

Limitations: Creating good market conditions includes overcoming, in advance, limitations in infrastructure and jurisdiction restrictions (such as sewer, water, sidewalks and roads). Investors do not like uncertainty. The more unknowns that can be removed from the project the more likely it is to move forward. Having a creative plan with the policy in place to support it is the first step.



A Developer values land based on residual value, not on assessment or appraisal.

Residual Land Value is what is left over after all expenses are subtracted from revenues.

Value determined prior to purchase
- **very risky & speculative.**

Amenities: A key question to investors, developers, government and residents is who will pay for improvements and amenities? A good plan will have solid policy that answers this question.

Redevelopment of Cedar Main street will rely on developers who are looking for profit. Real estate development involves putting increased amounts of investment at risk over time. In a project such as Cedar, risk and uncertainty is high in the early stages due to scarce information. Typically early stage funding is through equity such as the value of the land. A developer does not see any return on investment until the project is occupied through sale or lease.

Two key considerations for financial viability include:

1. Can the project pay a return on investment if it is actually built?
2. Does the Developer have sufficient capital to fund the early costs to bring the project to a stage where it can be financed and built?

Early costs include soft costs such as design fees, land surveys, and market research. On a complex project soft costs can include funding a public information process and hiring real estate professionals to pre-sell units.

Basic Development Principles:

1. Understand and respect the market realities.
2. Share the risk, share the return.
3. Capture the benefits that density offers.

4. Connect to the community.
5. Invest for sustainability (beyond 'green').

Share the Risks, Share the Return:

1. Local governments can no longer bear the full burden of public infrastructure and amenities (tax dollars are not enough).
2. Neither private nor public interests are served by lengthy delays in the development approvals process.
3. Planning and zoning controls are often either inadequate or too inflexible to ensure the desired public or private outcomes.
4. The citizens of the community must be engaged to support the process for a positive outcome.

Economic Analysis Example

Lot Size: 0.5 Acres Home: 1,064 SF (1976) 2011 Assessment: \$252,000 Zoning: RS2	Lot Size: 0.5 Acres Home: 1,400 SF (1968) 2011 Assessment: \$365,000 Zoning: RS2
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Assume two lots are combined with new Comprehensive Development zoning. These two properties were selected randomly along Cedar Main Street.

Scheme A - low intensity mixed use

Residential Review: 8 units per acre at 1,500 SF/Unit = 12,000 SF (0.3 FAR)

Description	Amounts
Land Cost of two lots:	\$617,000
Construction Costs (\$120/SF)	\$1,400,000
Permits & Fees (\$8,400 per unit)	\$67,200
Consultants (7%)	\$100,800
Overhead & Finance Costs (9%)	\$149,600
Contingency (5%)	\$72,000
Project Costs	\$2,406,600
Sales Revenue (\$210/SF)	\$2,520,000
Less: Marketing & Commission	\$50,400
Balance (profit and community amenities)	\$63,000

Scheme B - higher intensity mixed use

Residential Review: 18 units per acre at 1,250 SF/Unit = 22,500 SF (0.5 FAR)

Description	Amounts
Land Cost of two lots:	\$617,000
Construction Costs (\$120/SF)	\$2,700,000
Permits & Fees (\$8,400 per unit)	\$151,200
Consultants (7%)	\$189,000
Overhead & Finance Costs (9%)	\$149,600
Contingency (5%)	\$135,000
Project Costs	\$3,941,800
Sales Revenue (\$210/SF)	\$4,725,000
Less: Marketing & Commission	\$94,500
Balance (profit and community amenities)	\$688,700

Right:

The residual land value (balance) equates to the value of the land based on the rate of return to the developer. The profit is made not by the building of the project but by the increase of land value by allowing greater densities on the site. The profit however is often not realized until the buildings are built and occupied.

When densities are left too low there is little incentive to redevelop private property.

With the example at the right (scheme A and B) the first scenario results in too small of an increase in land value making the project too risky for developers to take on.

