

Regional District of Nanaimo Agricultural Area Plan Implementation Action Plan 2025-2027 Update



Submitted by Upland Agricultural Consulting



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1. Background

Following the adoption of the Agricultural Area Plan (AAP) in September 2012, the Regional District of Nanaimo (RDN) Agricultural Advisory Committee (AAC) reviewed the 128 recommended Action Items outlined in the AAP to identify which were of highest priority to consider within the first work plan.

The result was a list of 68 priority Action Items to be tackled from 2014-2016, representing six main projects areas:

1. Agriculture Bylaw and Policy Updates
2. AAC Terms of Reference updates
3. Promotion and Economic Development
4. On Farm Water-related Infrastructure
5. Invasive Species Management
6. Composting Facility feasibility

In addition, some of the priority Action Items did not fit within one of the main project areas, but were still included in the 2014-2016 workplan.

In 2024, a comprehensive review of all 128 recommended action items was undertaken in an effort to update the implementation plan and create a 2025-2027 workplan.

This updated implementation plan provides a list of high priority actions that are within the purview of the RDN to undertake. The actions are listed alongside a description of lead and support organizations and possible additional funds where necessary.

Implementation of the Action Items requires a coordinated effort by a number of RDN departments. In addition, the proposed Implementation Action Plan must be considered amongst other ongoing resource priorities and other competing projects and policy direction. Completion of the proposed work plan requires allocation of staff, funding, or other resources.

2. Strategic Direction

The AAP is a regional plan intended to encourage and facilitate positive change and investment within the agricultural and aquaculture industries across the region. This updated Implementation Plan outlines the outstanding actions that remain uncompleted that are in keeping with the Board's 2023-2026 Strategic Plan and supports implementation of regional plans with action on-the-ground. Implementation of the AAP is consistent with all of the Strategic Plan's five strategic focus areas:

1. Protecting our Vital Lands & Ecosystems
2. Managing Impacts of Climate Change
3. Planning and Managing for Growth

4. Water Security
5. Advocacy

The proposed AAP Implementation Action Plan is well aligned with the direction provided by the Board’s Strategic Plan. Continuing to implement the Agricultural Area Plan helps the Board seek out opportunities to advance sustainable approaches to the agriculture and aquaculture industries.

Furthermore, there are several regional initiatives that are either in progress or will be commenced in the next year that could be aligned with the goals of the Agricultural Area Plan. These include:

- Climate Action Technical Advisory Committee
- Regional Growth Strategy Implementation Plan
- Solid Waste Management Plan / Circular Economy
- Emergency Management Planning

3. Methodology

All of the original 128 action items were analyzed to determine which had been completed. Each action was assigned a category of either:

- Complete
- Partially Complete
- Incomplete
- Dismissed
- Unknown

A summary of the 128 actions and their status are provided in the table below.

TABLE 1. STATUS OF 2012 AGRICULTURAL AREA PLAN ACTIONS

Status	Number	Percent %
Complete / In Progress / Ongoing	28	22%
Partially Complete	12	9%
Incomplete	42	33%
Dismissed / Irrelevant	7	5%
Unknown (RDN has limited role)	39	30%

The 54 Incomplete and Partially Complete actions were further investigated to determine relevancy for implementation.

Emerging issues since 2012 were also uncovered that were not addressed by the original Agricultural Area Plan (AAP). For example, some topic areas that are covered by recent agricultural plans in neighbouring regional districts include:

- Developing an Agricultural Water Plan to identify water needs and water supply options.
- Minimizing conflicts between producers, recreational trail users, and wildlife.
- Enhancing compliance and enforcement of non-farm uses within the ALR, in partnership with ALC officers.
- Supporting investments into regional food infrastructure assets to expand processing, storage, and aggregation capacity.
- Supporting community agricultural events.
- Improving datasets pertaining to local agriculture.

The list of potential actions was presented to the Agricultural Advisory Committee (AAC) on October 17 2024, for an initial round of feedback. The list was to be further refined through an in-person engagement workshop with AAC members scheduled for November 28, 2024.

4. Results and Observations

Many of the high-priority actions identified in the 2014-2016 workplan were successfully completed. These include updates to key bylaws and policies (e.g. OCP, Zoning Bylaw); updates to the AAC's Terms of Reference, the development of a website, and a spot for a year-round farmers market (though the location is not purpose-built). High Priority Actions that remained incomplete included the creation of an Agricultural Support Planner position (due to lack of Board support and funding); lack of progress on developing a regional water district and/or shared irrigation system (due to costing concerns); and the development of a composting facility, which was deemed to not to be a significant need.

Goal 1: Protect and Enhance the Agricultural Land Base (22 actions)

Six of the actions under Goal 1 are now complete, and many of the remaining incomplete actions could be accomplished by updating the Agriculture webpage on the RDN website with relevant links to external resources. This would be a relatively low-resource task. The webpage would need to be monitored on a semi-regular basis for required updates. Further to website updates, the desire to appoint an Agriculture Coordinator or other type of staff liaison remains a high priority by members of the AAC. This could be accomplished by assigning an agricultural portfolio to existing staff or by securing funding for a new position. By contrast, there was a lack of consensus regarding farm tax status levels and the need to apply penalties to ALR landowners who are not farming. Therefore, the issue of taxation and financial deterrent actions should continue to be discussed but are not actioned within the Implementation Update. It is also worth noting that although the Terms of Reference of the AAC has been previously updated, there is

interest on the part of members to further adjust the role of the committee to have a greater level of participation and input into agricultural issues that come before the RDN.

Goal 2: Strengthen the Local Agriculture and Aquaculture Economy (27 actions)

While a new year-round farmers market was established at Beban Park, many feel that a year-round market is also warranted in Cedar, and would like to see this action remain a priority. Several of the actions under Goal 2 would be well-suited to a local economic development commission or association. Several of the incomplete actions could be assigned to a local Farmers Institute or another organization. The list of recommended actions is still relevant for the most part, however the RDN is not the best fit to lead the implementation. Therefore, it is recommended that most of the actions under Goal 2 do not form part of the Implementation Update. The exceptions to this are the creation of a position of Agricultural Support Officer (or Agricultural Coordinator, or Agricultural Planner) and establishing an Agricultural Development Committee (ADC) with the objective of supporting the economic development of the local agricultural sector. These remain high priority actions within the agricultural community. There is some discussion as to whether or not the RDN should have a direct role in the economic development of the agricultural sector (it currently does not), which may need to be resolved prior to some of these actions moving forward.

Goal 3: Improve Training, Skills, and Labour Opportunities (5 actions)

The status of the five actions included under this Goal 3 are listed as “unknown” or “incomplete” and are best led by an agricultural organization, an academic institute, or by the Ministry of Agriculture and Food. It could be worthwhile sharing these actions with the current Regional Agrologist for Ministry of Agriculture and Food (MAF). Therefore, it is recommended that the actions under Goal 3 do not form part of the Implementation Update.

Goal 4: Improve Opportunities for On-Farm Water Resource Management (11 actions)

Several actions under Goal 4 were explored. It was determined that legislation imposed by other levels of government (particularly the Province) is the likely reason for many of the challenges experienced by the farming community when it comes to developing on-farm water storage options. There remains interest from the farming community in exploring regional solutions (rather than farm-based) to issues such as drought. Therefore, some of the actions could be revised/amended to reflect current areas of interest. The RDN can also play an advocacy role in this topic area, by supporting the concept of water rights for farmers and urging water licenses to be issued expeditiously. Furthermore, some of the emerging issues identified can be included as new actions within the Implementation Update for this Goal. Therefore, some revised actions from Goal 4 are included in the Implementation Update.

Goal 5: Address Environmental Sustainability, Wildlife, and Climate Change Challenges (21 actions)

Most of the actions listed under Goal 5 are either underway or have been completed by third-party organizations and are not within the purview of the RDN. However, links to these initiatives and/or resources could be included on the RDN Agriculture webpage. There is support for the adoption of a noxious weed bylaw and/or additional support for the current initiative, which is volunteer-run and struggles with capacity issues. The need for clean, good quality, compost continues to be a priority concern for the farming community. Currently, the quality of compost available has levels of plastic and other impurities that are unsuitable for agricultural use. As such, there is a desire to see a commercial-scale high quality compost operation supported for the region that could provide adequate soil amendments for the local agricultural sector as well as residential gardeners.

Goal 6: Promote Awareness and Value of Local Agriculture and Aquaculture (10 actions)

The recommendations under Goal 6 have not yet been listed as highly prioritized actions. However, many are still relevant and could be successful if the RDN is willing to partner with other organizations to deliver on the projects. Most lie outside of the direct jurisdiction of the RDN. As a result, some revised actions are included in the Implementation Update.

Goal 7: Support Agriculture and Aquaculture in Land Use Regulations and Policies (28 actions)

The recommendations under Goal 7 represent specific actions that the RDN can take to update specific policies and bylaws. As such, many have either been completed or are no longer relevant (for example if ALR Regulations have since shifted). The remaining incomplete actions under Goal 7 require partnership with external agencies and/or additional staff resourcing internally, and therefore are either included in a revised format or are not included in the Implementation Update. A few new specific issues have arisen, such as concerns about required lot line setbacks for agricultural buildings and whether or not there is adequate zoning for supporting the meat processing sector.

Goal 8: Consider Agriculture in Emergency Planning Initiatives (4 actions)

The actions under Goal 8 have been mostly completed, with success. This should be celebrated, as the RDN was one of the first local governments to consider agriculture in emergency planning. It is likely that this Goal could be amplified with new actions and/or the existing successful initiatives could be reviewed and revised. Furthermore, some of the emerging issues identified can be included as new actions within the Implementation Update for this Goal.

5. Resourcing

The proposed implementation plan includes Action Items with a range of RDN Resource Requirements and AAC priority levels. When considering RDN resource requirements the levels used in the previous implementation plan were used again in this implementation plan update for consistency.

TABLE 2. DESCRIPTION OF IMPLEMENTATION RESOURCE LEVELS.

Resource Level	Description
1	Could be completed with existing staff and resource levels that are already part of day-to-day operations.
2	Could be completed if resources are allocated. E.g. If deemed a priority by the Board could be completed with existing staff and/or minimal additional resources.
3	Requires significant additional staff and/or resources.

6. Implementation Actions Proposed for 2024-2026

Action Categories

There were five (5) categories of actions identified:

1. Policy / planning: About 40% (15/37) of the actions can be completed by updating existing policies, plans and bylaws or by undertaking new initiatives. Many are within resource levels 1 and 2, however three are represented by resource level 3. These include establishing a new Agricultural Support Planner, updating and expanding the livestock evacuation plan into an agricultural emergency plan, and developing an Agricultural Water Plan. The latter two can be partially or totally funded by external agencies such as the Investment Agriculture Foundation (IAFBC). The Agricultural Support Planner role (or similar) exists in other local governments and can be partially funded by a variety of sources including the Local Government Community Action Plan (LGCap), particularly if the job description is expanded to be more of a Sustainability Planner that would include an agricultural portfolio. In the meantime, it is recommended that existing staff be assigned as much of the implementation as possible within given workplans.
2. Website update: 30% (11/37) of the actions can be completed by undertaking updates to the dedicated Agriculture Area Plan (AAP) webpage on the RDN website. All of these actions represent

a resource level of 1, however some maintenance will be required. This may be supported by a summer student or existing staff.

3. Education: There are four education-related actions, including a farm tour for local elected officials and staff, support for school-based agriculture & food learning, and helping to enhance communication regarding existing RDN projects and initiatives. They are all resource level 1 or 2 and will not need to occur on an annual basis.
4. Data & research: There are three actions related to data collection and research. These would serve to help better support and inform other actions, such as by providing better statistical overview and/or mapping. These projects are all resource level 2, and could be supported in part by student-led research projects in partnership with local colleges and universities.
5. Advocacy: There are four advocacy actions. These are intended for the RDN to provide a voice on behalf of the local agricultural community to higher levels of government.

There are four (4) new actions that have been identified in discussion with RDN staff and the Agricultural Advisory Committee. These are included in the updated Implementation Plan and include:

- New 1: Develop an Agricultural Water Plan to be integrated with the Drinking Water and Watershed Protection Plan.
- New 2: Add OCP policies to minimize conflicts between producers, recreational trail users, and wildlife.
- New 3: Provide support and advocacy for local organizations wishing to invest in regional food infrastructure assets to expand retail markets, processing, storage, and aggregation capacity.
- New 4: Improve datasets and mapping pertaining to local agriculture.

Action Priority Levels

The recommended actions are presented using the following implementation categories, which were assigned based on input from the farming community:

- **High:** Actions that are high priority that should commence as soon as possible.
- **Medium:** Medium priority actions should commence within the next 2 years.
- **As and When:** Actions that can be completed as the opportunity to do so arises (such as during a bylaw review or through leadership from a partner organization).

Summary of Action Categories, Resourcing, and Priority Levels

TABLE 3. SUMMARY OF PROPOSED ACTIONS, RESOURCING LEVEL, AND PRIORITY.

Category	Goal	Action(s)	Description	Resourcing Level	Priority
Policy and Planning	7	7.1e	Continue to work with member municipalities to encourage the efficient use of existing serviced urban, and future urban lands as identified in the RDN's Regional Growth Strategy.	1	As and when
	6 and 7	6.1f and 7.3e	Ensure that zoning is supportive of community gardens and agriculture in residential areas.	1	As and when
	7	7.4e	Continue to consider the impacts of residential development on water movement and drainage into agricultural areas.	1	As and when
	2	2.3c	Confirm that zoning allows for meat processing both in the ALR and outside the ALR (e.g. in light industrial areas).	1	Medium
	4	4.2b	Continue to implement the Drinking Water and Watershed Protection Plan and include members of the agricultural community in the Technical Advisory Committee.	1	As and when
	4	4.c	Work with Utilities Servicing to explore opportunities to improve water services for farms when undertaking rural utilities projects.	1	As and when
	5	5.3a and 5.3b	Continue supporting new solid waste management options that would benefit farmers such as regional composting and recycling programs.	1	Medium
	7	7.4h	Develop and implement a local food procurement policy.	2	Medium
	5	5.2a and 5.2b	Consider developing and adopting a Noxious Weeds Bylaw for Electoral Areas and supporting existing invasive plants management initiatives.	2	High
	2	2.1b	Explore establishing an Agricultural Development Committee (ADC) to pursue an Economic Development Strategy for agriculture.	2	Medium
	8	8.1b	Continue to update and integrate agricultural emergency planning with the RDN's wildfire preparedness planning and hazard vulnerability risk analysis processes.	2	As and when
	N	New2	Add OCP policies to minimize conflicts between producers, recreational trail users, and wildlife.	2	As and when
	2	2.1a	Seek to secure funding for and create the position of Agricultural Support Officer, and in the meantime ensure that agriculture plan	3	Medium

			implementation is included in the workplans of existing staff. If existing staff could not undertake the work, then additional funding may be required.		
	8	8.1a	Update the RDN Livestock Emergency Plan and consider expanding it to a broader Emergency Plan for Agriculture.	3	Medium
	N	New1	Develop an Agricultural Water Plan to be integrated with the Drinking Water and Watershed Protection Plan and ensure that water access is prioritized for agriculture.	3	Medium
Website updates	1	1.2a	Update the current AAP website and include information linking to relevant external agencies and resources.	1	High
	1	1.1h	Provide a link to Guide to Edge Planning (MAF) and Landscape Buffer Specifications (Agricultural Land Commission (ALC))	1	High
	1	1.1i	Provide a link to the ALC website outlining what applicants need to know and what the ALC considers	1	High
	1	1.2c	Provide a link to the BC Soil Information Finder Tool (SIFT) webpage	1	High
	1	1.2e,1.3d, and 1.3e	Provide a link to Ministry of Agriculture and Food's (MAF) New Entrants website and resources	1	High
	1	1.2f	Provide a link to Investment Agriculture Foundation (IAFBC) website for funding opportunities	1	High
	1	1.3a, 1.3c, and 1.3e	Provide a link to the Young Agrarians website for land-linking opportunities	1	High
	4	4.1a	Provide a link to the RDN WaterMap	1	High
	5	5.1a	Provide a link to Farmland Advantage, and/or other Payment for Ecosystem Services programs on the RDN Agricultural Area Plan (AAP) webpage.	1	High
	5	5.1b	Provide a link to the Environmental Farm Plan and Beneficial Management Program (via IAFBC) on the RDN AAP webpage.	1	High
	5	5.3c	Provide a link to existing resources (e.g. MAF, Metro Vancouver) regarding open burning alternatives on the RDN AAP webpage.	1	High
Education	4	4.1b	Continue to communicate the progress of the RDN's Water Budget Project.	1	As and When
	6	6.1g	Support agriculture and food programs in schools (elementary, secondary, and post-graduate) by encouraging gardening on school grounds and serving local foods in meal and snack programs.	1	As and When
	7	7.1a	Establish an farm tour for RDN staff and elected officials to occur once every office term.	2	Medium

	7	7.4g	Adopt a local food charter (e.g. the Vancouver Island Food Charter as developed by Island Food Hubs).	2	Medium
Data and Research	1	1.2b	Use the Agricultural Land Use Inventory (ALUI) and Agricultural Census data to create a baseline of agricultural information and an interactive online mapping tool, based on the RDN Map interface.	2	Medium
	4	4.1e	Provide input, data, and support for initiatives that are examining the feasibility of reusing wastewater from waste treatment systems, rainwater discharge, or other large water-using activities for use as irrigation water.	2	As and When
	N	New4	Improve datasets and mapping pertaining to local agriculture.	2	Medium
Advocacy	4	4.2a	Advocate to provincial levels of government to reduce regulatory barriers to develop on-farm water infrastructure such as dugouts, ponds, and other forms of water storage.	1	As and When
	5	5.2c	Advocate to provincial levels of government to reduce the impacts of wildlife on farms, particularly rabbits, waterfowl, elk, deer, and black bears.	1	As and When
	7	7.4f	Support local agriculture and food organizations and their ability to thrive at full capacity (e.g., the Cedar Farmers Market, Coombs Farmers Institute, Nanaimo Cedar Farmers Institute, Qualicum Beach Farmers Market, Errington Farmers Market, Island Roots Farmers Market, Nanaimo FoodShare, and others).	1	High
	N	New3	Provide support and advocacy for local organizations wishing to invest in regional food infrastructure assets to expand processing, storage, and aggregation capacity. Examples may include developing criteria that could be considered when assessing sites for year-round indoor markets to ensure their success. ; exploring a regional food security plan; a community food hub; and other food system initiatives.	2	High

7. Funding Opportunities

Many of the proposed actions can be undertaken using existing staff resources, or minimal increases. For the Agricultural Support Planner, if the implementation work is assigned to existing staff, then it would not be necessary to require additional funds. However, if existing staff could not undertake the work, then

additional funding may be required. There are several opportunities for local governments to receive funding, including:

Local Government Climate Action Program

The Local Government Climate Action Program (LGCAP) provides local governments and Modern Treaty Nations with predictable and stable funding. This funding supports timely local climate action that reduces greenhouse gas (GHG) emissions, prepares communities for the impacts of a changing climate and creates new opportunities for people in the clean economy. Funding can be used to support staffing and contracting. Funding must be used to achieve community and provincial climate objectives, aligned with the CleanBC Roadmap to 2030 and/or the Climate Preparedness and Adaptation Strategy.

Investment Agriculture Foundation of BC

The Investment Agriculture Foundation (IAFBC) is an industry-led, not-for-profit organization that delivers government-funded programs to the agriculture and agri-food sector of British Columbia. Project funding is available in a variety of areas from supporting local marketing or export initiatives, to enhancing environmental sustainability, to developing a new product or process and more. Visit www.iafbc.ca for more information.

Real Estate Foundation of BC

The Real Estate Foundation of BC (REFBC) is a philanthropic organization based in BC that supports land use and real estate practices that contribute to resilient, healthy communities and natural environments. The grant program supports non-profit organizations (charities, societies, NGOs, universities and colleges, local and regional governments, First Nations) working to improve BC communities and natural environments through responsible and informed land use, conservation, and real estate practices. Grants support projects, initiatives, and sustainable solutions that address current land use challenges and help communities to plan for the future. More information and past projects can be found on REF's grants website at <http://www.refbc.com/grants>.

Local Food Infrastructure Fund

Agriculture Canada provides this fund to support activities directly related to food production for equity-deserving groups. For example, building a community garden with an irrigation system, installing a greenhouse with solar panels, or establishing a food forest. Eligible applicants include local governments. Eligible activities are restricted to the purchase and installation of equipment to produce food (such as, equipment to grow and/or harvest food) or equipment to process, distribute, store, and/or transport food, when the project includes a food production element. <https://agriculture.canada.ca/en/programs>

8. Next Steps

The 2025-2027 Implementation Update provides guidance for the remaining relevant action items found within the 2012 AAP. It is recommended that a full update/review of the AAP occurring once this implementation plan is completed in 2027, at which point the AAP will be 15 years old.