

SOCIAL REPORT

LOWER ENGLISHMAN RIVER  
ENVIRONMENTAL-SOCIAL ASSESSMENT

prepared for

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by

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## PREFACE

This report contains both particular and general inquiries.

The particular inquiries, and major foci of the report, concern the social implications of two private development proposals: a mixed housing and commercial proposal for the Parksville Flats, adjoining the Englishman River estuary, and a major subdivision proposal for the Kirk Tree Farm, several miles upstream.

In case the Kirk Tree Farm (Allton Properties Corporation Ltd.) proposal should not be approved, it was deemed useful to identify alternative areas for rural housing developments. Time and budget constraints permitted only a very general overview of these, and the brief comments on their social suitability should not be given heavy weight for they are not followed up by thorough field investigation.

A second general inquiry, which deserves more time and attention than was possible within the limitations of the present study, concerns the social implications of a possible riparian greenbelt seaward from the Englishman River Falls Park to the estuary.

It is assumed throughout that protection of water resources, including rivers, is a high Provincial priority, and that what requires protection includes municipal water supplies (present and potential), fish habitat, public recreation amenities, and, in broadest terms, the planetary life support system. It was suggested on several occasions, in discussions with provincial and local officials, that legislation for protection of waterways would make the protective task easier, and would eliminate the necessity for at least part of the present study together with similar assessments of future development proposals. (See, for example, Appendix I).

Members of the public also made frequent mention of a need for river protection legislation. See, for example

the briefs submitted by the United Fishermen and Allied Workers Union and Nanaimo Fish and Game Association (Appendix D).

It is assumed in this report that transmission of information from government officials to the public is a major element of a social impact assessment, since public input is helpful only when well informed. For this reason a background information sheet was prepared for public distribution, and an informal public information meeting was held. It is suggested that social and environmental impact reports should be made available to the public as soon as possible after their completion, to keep the flow of information open and citizenship alert and responsible. It would be much appreciated by people in the Parksville area if a copy of this report could be placed in the Parksville Public Library.

It is assumed that transmission of information from the public to government decision-makers is equally important. The assessment procedure was designed to encourage members of the public to make their views and concerns known, and the report attempts both to record and evaluate these.

The methods used in the assessment included review of documentation, discussions with the proponents of developments and with government officials at federal, provincial, regional and village levels, discussion with owners of riparian properties, and analysis of arguments presented in written and oral form by groups and members of the public in the Parksville area.

That the Parksville area will experience rapid population growth in the foreseeable future is a major assumption underlying the analysis in this report. Some members of the public suggested that both the inevitability and desirability of this rapid growth should be challenged, but, for reasons discussed briefly in Section II this has not been attempted in the present report.

## ACKNOWLEDGEMENTS

The author wishes to thank the many people who helped with this inquiry for their time, patience and good humour, especially Aldergrove and Allton representatives, other riparian owners, Provincial and Federal government personnel, Regional District of Nanaimo planners and representatives, Village of Parksville personnel, and the citizens who took time to provide information and to make known their views.

Thanks to the press, the Parksville Library, the Village office and the People's Employment Project office, for helping to distribute information, to the Anglican Church for the use of their hall, and to the Village of Parksville, again, for the use of chairs.

Many citizens expressed appreciation to the Land Management Branch, Government of British Columbia, for commissioning this inquiry.

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3. Crown Subdivisions and Lands Suitable for Subdivision (prepared by Land Management Branch).
4. Photo Mosaic of Parksville and Englishman River.

#### APPENDICES

- A. List of Contacts.
- B. Submission from Aldergrove: Notes Re: Schematic Proposal, Aldergrove Developments, 216 Acres: Parksville, Lots 2 and 50; Nanoose District.
- C. Allton Subdivision Plans
  1. January 30, 1973, 132 lots, 5 acre minimum.
  2. October 28, 1974, 78 lots, 12 acre minimum.
- D. Submissions to Social Assessment from Local Groups and Citizens
  1. Parksville Fish and Game Association, January 7, 1976.
  2. Nanaimo Fish and Game Club, January 7, 1976 and May 6, 1974.
  3. Nanoose Indian Band, January 6, 1976 (attached to #2 above).
  4. Steelhead Society of B.C., Vancouver Island Chapter.
  5. United Fishermen and Allied Workers Union, Local 23.
  6. Parksville Chamber of Commerce, January 8, 1976.
  7. Coombs-Hilliers-Errington Residents' Association Brief - October 18, 1975.
  8. Coombs-Hilliers-Errington Residents' Association Letter to Hon. J. Nielsen, Minister of Environment, January 14, 1976, Petition included, 554 signatures (master copy out).
  9. Ercohill Landowners Association, December 2, 1975.
  10. David Upper, January 7, 1976.
  11. Mary Scott Cox, January 10, 1976 (letter to the Editor, submitted also to this study).
  12. Melda Buchanan, January 10, 1976.
  13. Louise and Tom Crashaw, January 11, 1976.
  14. Alfred Menninga and Julia Patterson, January 12, 1976.
  15. Maggie Little, January 13, 1976.
  16. Federation of British Columbia Naturalists, Vancouver Island Region, January 16, 1976.

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**NOTE:** Maps/photos and Appendix C appear only in the master copy on file with Lands Branch. Other Appendices appear only in two copies.

- E. Village of Parksville, Letter, re: Parksville Flats, January 15, 1974.
- F. Advisory Planning Committee, Minutes, re: Parksville Flats and Petroglyphs, January 4, 1974.
- G. Planning Director, Regional District of Nanaimo, Memo re Parksville Flats, 1974.
- H. Materials Provided by Provincial Land Office, Courtenay:
  - 1. Plan of Parksville Flats property showing tidal slough as Crown, October 12, 1971.
  - 2. Letter from N. Elder, reporting on application to lease slough, June 28, 1974.
  - 3. Letter from R.C. Watt, directing the former owner to allow tidal flow, March 24, 1975.
- I. Regional District of Nanaimo, Resolution to UBCM Convention, 1974, requesting river protection legislation.
- J. Regional District of Nanaimo, Regional Water Study, 1972. (excerpt re Englishman River).
- K. District 69 Communities Plan, January 28, 1975.
- L. Owners and Residents, Martindale Road, Letter to Premier re: flooding, January 16, 1974.
- M. Vancouver Sun:
  - 1. Article re: Parksville Flats, January 19, 1974.
  - 2. Article re: Kirk Tree Farm, July 20, 1975.
- N. Arrowsmith Star, article re: Kirk Tree Farm, May 20, 1975.
- O. Material from the Provincial Archeologist:
  - 1. Five Site Survey Forms.
  - 2. Map of Five Sites along Lower Englishman River.
- P. Material from the Research Curator, Provincial Museum:
  - 1. Letter from D. Lundy, Research Curator.
  - 2. From the Archeological and Historical Sites Protection Act.
  - 3. From B. and R. Hill, Indian Petroglyphs of the Pacific Northwest.

## EXECUTIVE SUMMARY

### The Lower Englishman River and the Parksville Area

The Lower Englishman River, together with its estuary, related foreshore, tributaries including Morrison Creek, and adjoining properties from the Strait of Georgia to Englishman River Falls Park (about 10 miles), constitute a presently valuable and potentially more valuable resource, especially with respect to recreation, fisheries of some commercial significance, and municipal water supply. The waterways are greatly appreciated, both by residents and non-residents, for sport fishing, swimming, hiking, wild-life observation, and related recreational uses. These values are enhanced by the present purity of the water (down to the last two miles) and the beauty and privacy of a relatively undeveloped semi-wilderness area.

A recreational amenity, such as the lower Englishman is all the more valuable for being so accessible to a populated area, in this case the Village of Parksville, which has a present population estimated at about 6,600, including unincorporated residential areas within a couple of miles of the village boundaries.

This same recreational resource, if preserved for public use and enjoyment, will be immensely more valuable in the future, considering that the Parksville area population is among the fastest growing in Canada. By the turn of the century it is estimated that the present 6600 population will have grown beyond 26,300. Together with the populations of Nanaimo, Qualicum Beach and other nearby centers, plus a growing tourist trade oriented toward outdoor recreation, it is evident that the number of people potentially enjoying the Englishman River will be very large, which suggests that attention to preservation and good management now will be richly rewarded in the future.



### The Present Study

This report examines social considerations with respect to the future of the lower Englishman River and tributaries, related marine foreshore, and riparian properties most of which are privately owned. In particular, it examines the social implications of a greenbelt from the Englishman River Falls Park to the Strait. It examines social implications of two development proposals on private property bordering the river: on Parksville Flats, at the estuary (Aldergrove Enterprises) and on the Kirk Tree Farm just below Englishman River Falls Park (Allton Properties). It also examines, briefly, the suitability of certain other possible sites for rural housing developments. A companion Environmental Report is being prepared by D. Blood.

### Boundaries of the Study Area

1. With respect to planning and alternative housing sites: School District 69, from Deep Bay to Manoose.
2. With respect to population figures and immediate impacts: "the Parksville area" as defined by B.C. Telephone, including Errington.

### Main Findings: The Lower River

1. River protection legislation would be very useful and has been requested by the Nanaimo Regional District as well as other officials and citizens in District 69.
2. Designation of a protected Lower Englishman River Greenbelt would be warmly welcomed by local officials and citizens, including riparian owners so far as they were contacted.
3. Linear foot access from the foreshore to the park now exists with few barriers. This corridor is highly valued by local people and deserves preservation.
4. Specific greenbelt boundaries, management objectives, and management techniques should be worked out through further consultation with provincial and federal agencies, Regional District and Village officials, riparian owners,

and local groups and citizens, beginning with suggestions contained in this report and its companion Environmental Report.

5. Some local groups and citizens are already involved in river protection and enhancement activities. Further local commitments of time, energy, ideas and dollars should be encouraged.

6. A precedent exists at Top Bridge for donation of riparian strips by developers for public recreation purposes. This precedent should be followed in the case of any similar future developments, including those proposed for Parksville Flats and the Kirk Tree Farm.

7. Consideration should be given to establishment of a park at Top Bridge, where local initiatives in this respect are underway. In particular, the Petroglyphs deserve special protection. In light of present and future intensive use at this site, their protection will require imaginative management.

8. The greenbelt above Top Bridge should be kept as "wild" as possible. No new vehicular accesses should be opened up, and linear trail development should be minimal.

#### Major Findings: Parksville Flats

1. The most socially desirable alternative is that the entire flats property, including foreshore, estuary, slough and woodlot be preserved as close as possible to their natural state for conservation and public recreation. This alternative has been requested by the Village of Parksville and the Nanaimo Regional District as well as by a number of local groups and citizens.

2. If sufficient provincial funds are unavailable, local groups and citizens may wish to take the initiative in raising private funds.

3. The Aldergrove strata-title development proposal has many attractive features which make it socially desirable in certain respects. In particular, by clustering residential and commercial developments it would preserve large areas of green space for conservation and public use, some as close as possible to their natural state, at

no money cost to the public. It could have beneficial impacts on the nature and direction of Parksville's future growth. It would include the local public in a continuing consultation process, leading to desired modifications and a land-use contract. Finally, it could prove a useful experiment in cooperative private/public management of a valuable resource. For these reasons, among others, it deserves careful consideration if it is deemed impossible or undesirable to obtain the entire property for public use.

4. The proposal would appear to be compatible with the District 69 Communities Plan.

5. Detailed impacts on Parksville planning, financing, and social services must await a more specific proposal. It would be useful if the proponents put forward a social study paralleling their environmental study by Tera Consultants.

6. The property is at present outside Village of Parksville boundaries. The proposal could not usefully proceed without Village support and cooperation, nor should it, for the future of the Flats will almost certainly be pivotal to the future of the Village. The Village Council at the time of the present study appeared to be opposed to the development, but this is not official since they declined to enter into formal discussion of possible impacts with the author of this report.

7. Perpetuation of the status quo would be likely to continue certain social and environmental problems, including shooting, damage to dunes and vegetation, and strained relations between the owners and the public.

#### Major Findings: Kirk Tree Farm

1. The Allton subdivision proposal for the Kirk Tree Farm (78 lots) is socially undesirable because (among other reasons):

--it would bar access along and possibly cause damage to a valuable and sensitive recreational/ commercial river and creek resource;

--it would conflict with Regional District planning priorities as outlined in the recently adopted District 69 Communities Plan;

--it would have negative consequences with respect to social amenities and the rural life style of the community of Errington;

--developments on this scale contribute to sprawl and high costs of services when undertaken so far from existing urban developments;

--according to local officials there is no present need for this development, and when the need should arise other land without similar difficulties can be made available;

--objections to this proposal are widespread throughout the District.

2. An alternative proposal (up to 200 lots) informally put forward by the proponents, while providing for a 100 foot riparian leave strip, is also socially undesirable. While a leave strip is to be welcomed, a strip of this width with the people-pressure of up to 200 lots immediately behind it, would fail to preserve the quality of recreation experience presently available. Meanwhile, negative effects on District 69 planning and on the community of Errington would be more intense than with the 78 lot alternative.

3. Development of a limited number of large lots in the part of the property farthest from the water and closest to existing roads and hydro would minimize the negative impacts outline above. In general, a narrower leave strip, larger number of lots, and smaller lot size lead to greater negative impacts.

4. In general, the financial expectations and development wishes of the proponents appear to bear an inverse relationship to the minimization of negative social impacts on the District and local community.

5. The proponents feel that they have been led to certain expectations and received commitments from officials of the Regional District with respect to project approvals, and that delays have been unfair. Officials of the Regional District, however, feel that no commitments have been made except that alternative proposals will be given consideration if and when they are received. They also feel that they did their best to dissuade the proponents from applying to subdivide to the waterways.

#### Alternative Areas for Rural Housing

According to the Regional District planning office

there is in District 69 an existing lot vacancy rate of approximately 50 percent, including approximately 1300 rural and semi-rural lots in the Nanoose, French Creek and Deep Bay areas. These range from 10,000 square feet on sewer and water to 5 acres with no services. There are, in addition, some larger parcels on the market, in the Errington area and elsewhere. Potential major Crown subdivision developments exist in the Errington, Hilliers, Nanoose and Dashwood areas. Some of these have already been proposed in lot sizes of two acres or less, and have been held up, in part, because of conflict with local by-laws, including the 12 acre by-laws in the Coombs, Hilliers, Errington and Deep Bay areas.

Further Attention Required

1. Greenbelt boundaries and management, in general.
2. Management of sensitive areas at Parksville Flats, Top Bridge, and Kirk Tree Farm, in particular.
3. Legalities of building on floodplain and ownership of the slough at the Flats.
4. Contacts with additional riparian property owners.
5. Federal Salmon Enhancement Program.
6. Parksville planning priorities, and their relation to the Aldergrove proposal.
7. Social suitability of alternative areas for rural housing.

## I TERMS OF REFERENCE

Following are the combined environmental-social terms of reference for the Lower Englishman River Assessment, dated November 26, 1975. The due date was originally December 15, but this was later extended to January 20, 1976.

1. Assess the environmental and social implications of:
  - A. The development proposal of Aldergrove Enterprises Ltd. with respect to D.L. 2 and 50, (Englishman River estuary and Parksville Flats); and
  - B. The development proposal of Allton Properties Corporation Ltd., with respect to BLKs 544, 583 and part of 521 (Kirk Tree Farm).
2. Establish the bio-physical boundary for an Englishman River riparian greenbelt extending seaward from Englishman River Falls Park to the outer boundary of the estuary and related marine foreshore. Examine the social implications of this greenbelt.
3. Identify alternative areas for rural housing developments in the Parksville-Errington area, and prepare an overview of their environmental and social suitability.

Some considerations affecting the Englishman River which were raised in discussions with local officials and members of the public but not included within present terms of reference are:

- Problems relating to logging upstream from the park (e.g. rapid runoff, extreme fluctuation, flooding, siltation);
- The possibility of a dam, at some future date, on the

upper river, with implications for municipal water supplies,<sup>1</sup> fish habitat, recreation patterns, and regional development;

--Present and potential domestic water supplies, especially Village of Parksville and Parksville East intakes at Turner Road, between the Strait and the Island Highway.

--A proposed new Hydro crossing upstream from the Englishman River Falls Park.<sup>2</sup>

--A proposed new highway crossing next to the E and N right of way, on the south side.

--Possible adverse effects on the river resulting from drainage from the Village of Parksville industrial site (BK 564) which at present includes the sanitary land fill used by area residents. Both residents and local officials have expressed fears that pollution from this source may be reaching the river or may affect it in the future.

--Drainage from Parksville eastward along Stanford Avenue into the river appears to be adding undesirable materials at present. The same may be true of the septic fields of some of the riparian commercial establishments directly upstream of domestic water intakes.

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<sup>1</sup> Associated Engineering Services Ltd., Regional District of Nanaimo, Regional Water Study, 1972, p. 25 (see Appendix J).

<sup>2</sup> Howard Paish & Associates Ltd., An Environmental and Aesthetic Route Location Study for a Vancouver Island 500 Kilovolt Transmission System, June, 1974.

## II STUDY METHODS, CRITERIA AND ASSUMPTIONS

### 1. Social and Environmental Impact Assessments

Some useful general principles respecting impact assessments include the following:

A. Any development, private or public, likely to affect either the natural or social environment in any major way should be preceded by impact assessments, normally at the proponent's initiative and expense, but subject to government review and public comment.

B. The general public has a right to full information respecting proposed developments. It should be the responsibility of the proponent to inform the public of the nature of development proposals, and impact assessment studies should be made available to the public before development is begun.

C. People potentially affected by a proposed development should have the opportunity to express their views as to how it will affect them. These views can usefully be expressed directly, for example by way of public meetings or written submissions, as well as indirectly through elected representatives. The opportunity for expression and evaluation of a full variety of views should precede development.

D. The views of people most directly affected should be given most careful attention.

E. Existing expressions of social goals, such as Community Plans, should be respected.

F. A specific proposal should be evaluated in relation to possible alternatives.

G. Environmental and social studies should be integrated so far as is practical.



## 2. Methods Employed in the Present Assessment

The Social Assessment of the Lower Englishman River has included the following:

- review of existing materials, relating to both environmental and social concerns;
- discussions with the proponents of the two major development projects, and their advisors;
- discussions with provincial officials in Parksville, Victoria, Nanaimo and Courtenay;
- discussions with Regional District officials at both political and planning levels;
- discussions with Federal Fisheries officials in Parksville, Nanaimo and Vancouver;
- discussions with Village of Parksville officials, both elected and appointed;
- discussions with representatives of environmental and other interest groups in the Nanaimo and Parksville areas;
- discussions with Parksville realtors;
- discussions with Errington groups and residents;
- discussions with riparian property owners, both residential and commercial, including MacMillan Bloedel and B.C. Forest Products;
- discussions with some residents in the immediate neighborhoods of the two major development proposals;
- discussions and sharing of data with the environmental assessor, D. Blood;
- a formal meeting with Parksville Council, chaired by the newly elected mayor (January 1976), and an informal meeting with members of Council and others, chaired by the former mayor (December 1975);

- a meeting with the Parksville Chamber of Commerce;
- public notification and discussion of the study and development proposals, in the local press;
- evaluation of submissions from the general public and from groups (see Appendices);
- a public information-discussion meeting, in Parksville, January 8, 1976, attended by about 150 persons including government officials, the development proponents and their advisors, and D. Blood.

Both proponents of major developments were invited to make submissions to be included in the assessment, and Aldergrove did so (Appendix B).

Not all riparian owners, and only a few neighbors of the two development properties were contacted, due to time limitations. Given a longer study period all riparian owners and more neighbors would have been contacted.

Sharing of data and integration of materials between the environmental and social assessments also could have been more complete given a longer time frame.

The meetings with Parksville Council and with the Chamber of Commerce were not as helpful as they might have been given a longer advance period for public information. A major objective of all three of these meetings was to obtain the views of local officials and business-people respecting planning priorities for Parksville and how they might be affected by the Aldergrove proposal, but within the available time it was not possible for comprehensive views on these large matters to be formulated by local officials and business people. This part of the study, therefore, remains incomplete until more work is done locally with respect to Parksville's needs and goals.

At the formal meeting with Parksville Council there was, in fact, no discussion of the questions posed by the assessment officer, ostensibly on grounds that the Aldergrove proposal as yet had not been officially presented, and on grounds that the property in question was outside the Village boundaries. This was disappointing, for some response

from Village Aldermen and Planning Committee would seem to be fundamental to systematic consideration of the proposal. However, at the Chamber of Commerce meeting resolutions were passed to the effect that the Chamber would approach the Village to initiate discussions of planning goals in general, and possible impacts of the Aldergrove proposal in particular. Also, the Regional District planning office indicated willingness to undertake planning studies for the Village, at the latter's request. Finally, the Aldergrove proponents indicated that they would initiate further discussions with officials and members of the public in the weeks to come, so it would seem that Parksville's planning priorities may be fruitfully examined during 1976.

The public meeting was well attended and obviously appreciated by local people. Discussion was lively and proceeded from 7 p.m. until near midnight. The meeting was chaired by B. Le Baron, who explained the objectives and methods of the study. D. Blood explained the environmental part of the study. The architectural and planning consultant for Aldergrove made a presentation, and representatives of Allton were invited to do so but declined. Four briefs were presented orally, and others were transmitted in writing. The proponents of both developments were questioned at length by members of the public and all who wished to speak were given the opportunity to do so.

For a number of reasons, most of the public discussion focussed on the two development proposals and on the general need for a riparian greenbelt. Comparatively little attention was given to desirable management objectives and techniques, should such a greenbelt be established. It would appear that the public could not be expected to come up with detailed proposals respecting management, at least not within the two-month time frame of the present study, although it could usefully respond to the proposals contained in this report and/or others which might be formulated by government agencies. This, also, is a topic which will require further thought and discussion, and perhaps some experimentation in the field, throughout the coming year.

The final item in the terms of reference, identification of and comment on alternative areas for rural housing, was given very little study time, simply because the other items took precedence and it was undesirable to cut short the time required by their assessment. For this reason, the data

in Section VII is rudimentary, and the comments as to social suitability are brief and impressionistic, relying heavily on the opinions of Regional District and Lands Branch officials, without confirmation through field investigation.

### 3. Criteria

Social assessment criteria should include at least the following:

--discussion of expressed social goals of the community(s) affected, as for example, those formulated in Community Plans, and how they would be affected by proposed developments.

--discussion of impacts on economic well-being, social services, recreation patterns and resources, life styles, and other indicators of social values.

--analysis of both local and regional impacts, and provincial or wider impacts where appropriate;

--identification of persons, interest groups, etc., who will bear the costs and/or reap the benefits, financial and otherwise, direct and indirect;

--discussion of the magnitude, duration and certainty of impacts;

--analysis of the views and arguments presented by:  
A. the proponents,  
B. public officials  
C. groups and citizens

All of the above have been given some attention in the present study, although a longer time frame would have permitted a more thorough exploration of most of them.

A few comments would be useful with respect to the often heard complaint that input from the public should

not be encouraged because it is always predominantly negative, because "opponents" always (or nearly always) make more noise than "supporters." Leaving aside for the moment the question of the accuracy of this view, it should be understood that the point of a public meeting such as was held in connection with this study is not to try to obtain a reliable reading of public opinion. It is not assumed that the views expressed at such a meeting, or in written submissions from the public constitute a rigorous or accurate sampling of public opinion, although they can provide useful indicators. If quantification is deemed necessary, a careful time-consuming public opinion survey is required, but this raises other problems which will not be detailed here.

The purposes of a public meeting are:

1. to give the people information respecting proposals and possible impacts;
2. to give proponents and decision-makers information respecting the views of those who care enough to make them publicly known;
3. to give people a chance to inform and persuade each other;
4. to bring forward as many views, arguments and problems as possible for consideration by the assessment officer and others.

It must be remembered that while a public meeting provides very valuable input, it is only one technique among many, in an assessment procedure. It is the responsibility of the assessment officer to uncover and analyse the full range of positive and negative arguments, whether or not they appear in public forum. Whether he does this accurately and judiciously is to be judged by decision-makers, proponents, and, hopefully, members of the public, when his report is presented and in due course made public.

#### 4. Three Assumptions

Three working assumptions should be made explicit in the beginning.

First, it is assumed that protection of rivers and other waterways is given high priority by provincial decision-makers. Certainly the present study indicates that such a priority enjoys widespread and enthusiastic support among citizens in the Parksville area. Citizens, spokesmen for groups, and government personnel commented repeatedly, in a variety of contexts, during the course of the study, that legislation to protect waterways would be very welcome, and could have precluded the necessity for the most difficult part of the present study. A number of items contained in the Appendices repeat this theme. Officers of the Nanaimo Regional District, for example, emphasized that their task would be easier if they were given the zoning authority to prevent development on areas deemed unsuitable according to bio-physical criteria, or where conservation and recreation are deemed to be best uses. At present, in their view, the only methods they have at their disposal for this purpose are persuasion and in specific instances, Land-Use Contracts.

Second, it is assumed that there will be overlaps between social and environmental assessments. Protection of fish, for example, is a social problem insofar as it is also protection of fishermen, both recreational and commercial. The two reports making up the Lower Englishman River Assessment therefore should be read together. In some instances there are questions requiring technical environmental answers which are mentioned in this report as social data, that is, as questions of deep and repeated concern to local people. Two examples which come to mind with respect to the Allton proposal are: how will groundwater supplies be affected in Errington and elsewhere, and what problems are likely to be caused by seepage of septic effluent through the porous materials of the Allton property. Definitive answers to questions such as these can go part way toward resolving social concerns.<sup>1</sup>

Third, it is assumed that the question of limits to growth in the Parksville area -- or elsewhere -- is a major public policy question much too large and complex to be tackled in this assessment. The assessment officer was requested by members of the public to discuss it (see for example Appendix D. 11) and it is relevant to the terms of

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<sup>1</sup> It is understood that a hydrological report is being prepared to supplement the present studies.

reference, but as a general question it has been left to one side because it could not be discussed carefully or systematically within the time constraints. Briefly and indirectly the question of population limits is discussed in relation to Errington and the District 69 Communities Plan. It is noted here that some District residents feel that the time is right to embark on a more general discussion, and while it is not possible in this report to go farther, it is useful at least to note the implication of this omission: namely, that rapid population growth in the Parksville area then is assumed throughout the present analysis as an unchallenged fact of life, however disturbing it may be (and it clearly is disturbing) to some residents.

Similarly, the suggestion that people should be "contained" within specified limits rather than allowed to expand their habitations onto forest and waterfront lands (Appendix D,2) must be left unexplored in this assessment, however useful it may be to explore it in another time and place.

### III THE STUDY AREA

#### 1. District 69 and the Parksville Area

With respect to planning considerations and alternative areas for rural housing, the boundaries of the area considered in this report are those of School District 69, extending from Deep Bay to Nanoose, with the Villages of Parksville and Qualicum Beach the largest population centers, ( See Appendix K, District 69 Communities Plan, with maps included.) With respect to tourist traffic, commercial fishing and possible precedents set by decisions relating to the Englishman River, impacts may be province-wide or wider, but time constraints do not permit investigation beyond the District 69 area.

Much of the discussion, and the population figures below, apply to a smaller area within District 69, where most immediate impacts will be felt. This smaller study area is bounded by the Strait of Georgia to the north, French Creek to the west, Errington and Coombs to the south, and Craig's Crossing to the East.<sup>1</sup> It will be referred to in what follows as "the Parksville area." Errington, which is within this area, will be discussed separately, below.

Current population of the Parksville area is estimated at 6600. Projected populations are 10,185 for 1981, 17,960 for 1991, and 26,360 for 2001.<sup>2</sup>

Regional District planning office estimates for the current annual rate of population growth in the Parksville

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<sup>1</sup>The B.C. Telephone figures are for an area which stops at the Englishman River on the east, instead of Craig's Crossing. Therefore, population estimates for the area to Craig's Crossing should be several hundred higher than these figures.

<sup>2</sup>Estimate and projections supplied by B.C. Telephone Forecast Supervisor, Victoria.



area are 7 to 9%, making it among the fastest growing areas in Canada. This compares with a Canadian annual population growth rate of less than 2% during the past ten years, a B.C. rate of about 3.3%, and a Nanaimo Regional District rate of between 3 and 4%. The population of the Regional District in June 1974 was estimated at 53,281. <sup>1</sup>

The District 69 Communities Plan was given Regional District by-law status January 1975, after a year of preparation. In summary, it designates Parksville as the major commercial, industrial, residential growth center for the district, with Qualicum Beach and possibly French Creek as major residential growth centers. Nanoose is designated as a rural, low population density area for the present, with possible major growth at a later stage. The areas from the west side of Qualicum Beach to Deep Bay, and from Errington through Coombs to Hilliers, are designated rural buffer zones, with growth to be limited and well controlled and population densities to remain low. The Plan provides that the present rural lifestyle of Errington should be preserved and that the area "should be maintained as closely as possible as it now exists."

Most of District 69, including the Parksville, French Creek, Qualicum and Deep Bay areas, is oriented toward tourism and retirement, with recreational activities focussing on the sea, lakes, and rivers.<sup>2</sup> Much of the area also serves as a "bedroom" community, since it is within commuting distance of both Nanaimo and Port Alberni.

Parksville is a growing commercial center, with a sprinkling of light industry. The Village owns a block of land on the east bank of the river (BK 564), served by both the Island Highway and the E & N railway, which has been designated as an industrial site. One of Parksville's planning problems, according to a number of local residents and officials, is that much commercial and some industrial activity is spreading out in strip fashion along the Highway, especially to the east, making for inefficiency and spoiling the aesthetics of an otherwise beautiful area.

Another current planning problem is the heavy traffic through the center of Parksville to north and west Island

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<sup>1</sup>Figures supplied by Nanaimo Regional District Planning Office.

<sup>2</sup>For user figures, Rath Trevor Park, see D. Blood's Environmental Report.

centers. The by-pass, to be constructed shortly, should divert some of this traffic, making it possible to plan for local traffic within the village.

Parksville draws on ground water for most of its domestic supply, but utilizes the Englishman River as an auxilliary source during the dry period from May through September. The Parksville East Water Works District and several riparian owners, commercial as well as residential, draw water from the river.

Errington is a semi-agricultural community of about 900, south of Parksville and the Alberni Highway. There are a handful of full-time productive farms in the area, but more typical are part-time farm small-holdings of 5 to 20 acres, including many woodlots. Approximately 48 percent of Coombs-Hilliers-Errington is in the Agricultural Land Reserve, but the proportion is higher for Errington. A sizable portion of the area is in tree farm. There are also a number of small lots, including some recent subdivisions, but the area is generally quiet and pastoral, as yet relatively untouched by the rapid growth a few miles away in Parksville. It has a general store and post office, a three-classroom school, a fire hall, a community hall and an outdoor summer market. Errington is the kind of community where many residents know one another and share a number of values, including the desire to preserve the present rural life-style and community spirit.

The process of formulating a detailed zoning by-law to implement local wishes and the objectives of the Communities Plan was underway during 1975, and may be completed during 1976. Meanwhile, a "holding" by-law prevents subdivision to parcels of less than 12 acres throughout the area.

Errington draws on ground water through dug and drilled wells, and residents are very concerned as more forest cover is removed, more wells dug, and more septic tanks put into use, that its water supplies will be diminished, contaminated, or both. It is feared that if and when it should be necessary to bring in a community water system, that will spell the end of the rural atmosphere which now exists by greatly increasing development pressures. Preservation of ground water therefore, is a very high priority of local people.

## 2. The Lower Englishman River

The Lower Englishman River from Englishman River Falls Park to the Strait is approximately ten miles.

The first three-fourths mile are estuary, tidal mud flats, and gravel bars. On the west bank is the Aldergrove property, including foreshore dunes, a dyked-off slough, and forest, all of it low-lying and relatively flat. This property will be more fully described below.

On the east bank is a gravel spit (about nine acres), mud flats, and forest cover. The forest is partly on Crown land and partly on private land (lot 2, Plan 2. 10257, D.L. 1, about 12 acres). Immediately behind these features is an extensive subdivision, still in process of development, and behind that, Rath Trevor Provincial Park. The two private properties most directly affecting and affected by the river are the spit and the forested Lot 2, both owned by the developers of the subdivision.<sup>1</sup> The owners would like to develop the spit commercially, and have offered to sell Lot 2 to the Province for riparian greenbelt. They report that there are current problems with respect to the noise of shooting (Brant hunting) along the beach, and that the spit is now closed to the general public because of littering. They suggest that Lot 2, together with the adjoining forested Crown land, is in danger of being lost through river erosion and should be protected by rip-rap and gravel extraction. They are agreeable to the riparian greenbelt concept for river protection, and favour restrictive covenants as a management device.

River access is not a problem in this area, as Plummer Road and its extensions are close to the water. Fishermen and others can be observed enjoying this stretch of the river and adjoining foreshore and forest almost any day of the year.

The next mile and a half of river, to the E & N Railway right of way, is well developed on the west bank, and lightly developed on the east bank.

On the east is Plummer Road and a largely forested

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<sup>1</sup> Sanpariel Estates Ltd., c/o Eagle Realty, Parksville.

farm property (D.L. 96 and part of D.L. 3) backed by Rath Trevor Park, then the Island Highway, and several large lots, including a motel-trailer park. The owners of the farm, long-time residents, are agreeable to the greenbelt concept and to public access through their property. They own a sliver of riparian land immediately south of the Highway which has for many years provided public access to the river, and the owners intend to continue to preserve it for that purpose so long as it is not abused. They are worried about erosion of their property along Plummer Road, and would like to see it protected by rip-rap.

On the west side are medium and small lots, both residential and commercial. Village of Parksville and Parksville East Water District both take water from the river through filtration systems near the end of Turner Road. This is the primary water supply for Parksville East (100,000 gallons per day, summer) and an auxiliary supply for the Village of Parksville (May through September, twelve and a half million gallons in the peak month in 1975). There is an interconnection between the two systems. Water from this source must be chlorinated, especially as it is taken by the Village at a time of year when both quantity and quality are lowest.

Water delivered by tank truck to people from Lantzville to Bowser whose wells run dry in summer months, is also taken from this stretch of the river and is chlorinated. Customers number in the hundreds, and the number is growing.

The owners of a motel property immediately south of the bridge have recently restricted public access to the portion of the river bordering their property, which traditionally has been enjoyed by area residents as a fishing and swimming hole. There have been a number of public complaints about this. The owner's reply is that members of the public abused their privilege by littering and stealing. He is agreeable to the greenbelt concept with respect to river protection but not to public access along his property. Those owners of riparian properties contacted along Martindale Road, south of the highway, are supportive of a greenbelt and complain of a flooding problem (see Appendix L). Residents report that drainage entering the river from much of east Parksville via a ditch along Stanford Avenue is polluted, but the Village Office reports that this problem will be at least partly corrected by planned sewer hook-ups.

*approximately*

Immediately south of the railway is the route of the proposed new by-pass highway, for which a contract has just been let. This highway will run through BK 419, which, together with BK 607, is to be subdivided by Allsbrook Holdings, Ltd., the former into parcels of 5 acres or more (total 53), the latter into one acre lots with water and smaller fully serviced lots. Approval has been granted for the first 12 five-acre lots. The company is donating its entire riparian strip, a parcel of about 15 acres, between Allsbrook road and the river, to the Crown for public use. This donation could provide an interesting precedent for other riparian owners wishing to develop their properties. It is not the first such precedent in the Parksville Area. For example, Westerlea Estates, a development in the Hilliers area, dedicated a strip on both sides of Whiskey Creek to public use.

The Village of Parksville, which owns BK 564 on the east side of the river, immediately opposite Allsbrook Holdings, has indicated willingness to donate its riparian strip for conservation and public enjoyment. This strip contains some bluffs reported to be heavily used as a bird-nesting area.

For some years the Parksville Chamber of Commerce has been promoting the idea of a park in this area, encompassing both sides of the river and totaling up to 300 acres. The other properties involved are B.C. Forest Products (BK 602), MacMillan Bloedel (BK 564), and possibly D.L. 57 which is not riparian. Several years ago Parks Branch was approached and declined to make purchases for a park in this area, but now with two owners willing to donate land, it may be useful to approach the two forest companies to see if they are willing to match these donations. Besides beautiful riverbank vegetation, the specific attractions of this spot are interesting rock formations carved by the river through a narrow passage, Indian petroglyphs, a traditional and heavily used swimming hole, and the site of the old bridge to Port Alberni ("Top Bridge") dating from 1886.

It may be that this is the most intensively used portion of the Lower Englishman River, for recreational purposes. Vehicular access is easy from both sides, and distances from Parksville are not great. As indicated above, use will almost certainly become heavier with residential development of nearby property, a new highway, and rapid population growth.

At present there is a litter and vandalism problem at the Top Bridge site, to some extent alleviated by the volunteer cleanup efforts of a neighboring family. The problem will increase if remedial steps are not taken. It is a problem of serious concern to the Provincial Museum, as the vandalism has affected the highly valued Petroglyphs. (See Appendix P). According to a Museum spokesman, this site is being recommended to the National Museum of Man as one of ten new National Historical Sites in B.C. The Museum would welcome suggestions as to how the petroglyphs can be viewed and enjoyed but still carefully preserved.

The portion of the Village property (BK 564) north of the rail line is a proposed and partly developed industrial park, including the sanitary landfill currently used by area residents. Fears about present or potential pollution reaching the river from this source were expressed by a number of local residents.

B.C. Forest Products owns land on both sides of the river from Top Bridge to Englishman River Falls Park (BKs 602 and 579). MacMillan Bloedel's and B.C. Forest Products' lands also border the South Englishman. Spokesmen for both forest companies indicated support for a greenbelt concept and willingness to cooperate with public officials in working out detailed management objectives and techniques. In any case, neither have any plans for major logging operations in the area of the river in the near future, though both suggest that some selective logging of mature trees near the river could be beneficial both financially and ecologically in the medium or long-range future. Both are agreeable to public access through their properties, and neither report damage or other problems near the river.

MacMillan Bloedel reported that the Department of Highways has a reserve on a portion of BK 564 near the river and will probably want it logged in preparation for gravel extraction in connection with construction of the new highway.

B.C. Forest Products in the past couple of years has logged an 80 acre patch of mature timber in the bend of the river opposite the confluence of the South Englishman, and many members of the public have expressed unhappiness about the narrowness of the leave strip (as narrow as 15 feet) between this logging and the river.

The Kirk Tree Farm, to be discussed separately, is

the last remaining property before the Englishman River Falls Park.

Access to the river above Allsbrook Road is by Kaye Road on the east and Errington Road on the west. Almost every stretch of the lower river is fished to some extent, and there are trails used by fishermen and others on one or both sides of the water which make it possible, except at high water, to follow its course from the Strait to the Park.

Wildlife observed along the river include shore birds, <sup>swans,</sup> eagles, many smaller bird species, bear, deer, otter, weasel, elk and cougar.

Present recreational uses, both resident and non-resident, include sport fishing for coho, steelhead and cutthroat, swimming, tubing, hiking, picnicking, camping, wilderness retreat, wildlife observation and tourist attraction (e.g. the Petroglyphs at Top Bridge).

The Parksville Fish and Game Association, supported by B.C. Fish and Wildlife, is presently in the early stages of a fish enhancement program involving Morrison Creek and another tributary of the Englishman. The river itself may be involved at later stages. The association hopes to involve schools and other community organizations in this project.

It has been reported locally that the Environment Canada Salmon Enhancement Program could do major work on the Englishman River system if there were guarantees that it would be protected from degradation, but a number of calls to Fisheries failed to uncover any specific information on this. It is a question that should be followed up.

In summary, the lower Englishman River, together with its estuary and adjoining foreshore, is an intensively used and highly valued recreational and wildlife resource. Despite the developments mentioned on its lower reaches, and a few barriers to access on private property, the river provides a virtually unbroken greenbelt corridor with hiking trails from foreshore and ocean to the park and the mountains beyond, a continuity which, in the view of local people, deserves to be preserved. It was made clear by the social assessment, if there was any doubt before, that the idea of a greenbelt to preserve both the river ecology and public access for recreational use is widely and strongly supported

by area residents, including riparian owners.

With the exception of the estuary area, and possibly the slough which runs through the Aldergrove property, there does not appear to be any Crown land bordering the river. However, the Crown owns a large block of land which borders both sides of Morrison Creek just above the Kirk Tree Farm property (parts of D.L.s 136 and 139).

Some management objectives and techniques will be discussed briefly in Section VI.

### 3. Parksville Flats and the Aldergrove Proposal

The 216 acre property known as Parksville Flats is bordered on the east by the river and estuary, on the north by the Strait of Georgia, on the west by the municipal park, and on the south by residential properties. It is adjacent to but not included within the Village of Parksville, and the Village, to date, has not wished to incorporate it. The property is within easy walking distance of downtown Parksville and for geographical reasons alone is pivotal to the future of the Village.

The property is relatively low and flat, mostly open grassland, with a forested portion to the south and east. A slough, formerly tidal but now dyked, drains through the center of the property to the estuary. There are legal questions as to the permissibility of the dyke, and also as to the ownership of the formerly estuarine slough, which is designated Crown land on some survey maps (See Appendix H).<sup>1</sup>

A former owner dredged some large ditches in the north west portion of the property, as a preliminary stage of a development scheme.

The area presently provides habitat for fish, birds, and other wildlife, and although privately owned, has been enjoyed by local people and visitors for a variety of recreational activities, including hunting. Shooting on the

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<sup>1</sup> If it is determined that title to the slough vests with the Crown, public authorities may wish to insist that the dyke preventing full tidal action be removed, which could make the whole development proposal problematic.



property is considered both dangerous and annoying by some nearby residents. Other present problems include vandalism, litter, and damage to dunes and plant life by vehicular traffic. Closure signs erected by the owners in the past have been ignored and ripped down.

In January 1974 the Village of Parksville, supported by the Parksville-Qualicum Advisory Planning Commission and the Regional District, requested that the property be acquired by the Province for wildlife sanctuary and/or public recreation. (See Appendices E, F and G.)

The owners of the property, Aldergrove Enterprises, Ltd., wish to develop the southern part of the property and have indicated willingness to reserve the most ecologically sensitive and recreationally valuable areas, including all of the foreshore for conservation and public use. They have also suggested that forest cover should remain, surrounding residential development on the east side, and that public access along the river should be maintained. They have been guided by a report on the property prepared by Tera Environmental Analysts (February 1975), which rates 20% highly suitable for urban development, 50% moderately suitable, and 30% of low suitability.

The owners have indicated willingness to work with public authorities, through land-use contract, to decide details most appropriate to the needs of people and wildlife. They also proposed, prior to the present study, to involve members of the community in the planning process through a public meeting or meetings. They have indicated that they hope members of the public will make suggestions as to how development of the Flats can meet the needs of Parksville and maintain the natural beauty and other amenities of the site.

*strata-title*

The present proposal, which is tentative and has not been officially presented to government authorities, calls for a hotel, convention center, senior citizens accommodation and neighborhood commercial development near the Parksville Arena and Community Hall, and for a total of approximately 850 living units, with the highest buildings being ten stories in the forested area. Phasing in of the whole development would take a number of years, perhaps as many as twenty. The proponents feel that Parksville planning will benefit by the concentration of additional residential and commercial developments near the present downtown core, countering the

present trend to strip development along the highway.

Prior to the present study, some groups and individuals, including the Arrowsmith Natural History Society, made representations supporting the initiatives of the Village and Regional District, suggesting that the whole area should be preserved from development and acquired by public funds for wildlife sanctuary and recreation. Representations made during the course of the study were almost unanimous in calling for this alternative. A major exception is the submission from the Parksville Chamber of Commerce (Appendix D,6) which suggests that the Village should investigate extension of its boundaries to include the property, but stops short of supporting or opposing the proposed development.

Besides its location and distinctive characteristics making it valuable for conservation/recreation uses, a major argument put forward by opponents of the proposed development is that the property floods, especially during the winter when high tides, southeast winds, and river freshets combine. It is argued that the dyking and filling necessary to allow development would be detrimental to the aesthetics and other natural characteristics of the area, and that dyking along the river would tend to put pressures on other riparian properties. These questions properly belong in the environmental report, but they are noted here as being of widespread concern to local residents. The proponents argue that they could dyke and fill in a manner which would not spoil the present "feel" of the property, or put flood pressures elsewhere.

It should be noted that while the property is not in a "natural" state, having been altered by a number of human activities, it is still close enough to the natural state to be extraordinarily attractive, and is greatly appreciated by area residents.

One other question regarding the "floodplain" characteristics of the Aldergrove property should be mentioned. Many citizens question the legality of building on floodplains, and point to examples of other developments which have been blocked by flooding considerations. However, discussions with Water Investigations and Regional District officials suggest that while general provincial guidelines would support the above views, legislation and regulations are not sufficiently clear-cut as to prevent all development on

Falls, on Morrison Creek, is a favorite spot for fishing, swimming and camping. The stretch of river bordering the property contains a number of well used fishing and swimming holes.

In January 1974, the owners, Allton Properties Corporation (formerly Andal), proposed a subdivision into 132 five-acre parcels, not including the area north of Morrison Creek.

In February/April 1974 a 12 acre minimum parcel size in the Coombs-Hilliers-Errington Planning area of the Nanaimo Regional District was implemented through By-law 126, understood as a holding by-law until zoning could be brought in. This by-law was viewed by the proponents as discriminatory, but according to Regional District officials it was not aimed specifically at the development in question, for it was general throughout two other Regional District planning areas, Deep Bay and Cedar, as well as Coombs, Hilliers, Errington.

Throughout a good part of 1975, Nanaimo Regional Planners, together with people of the Coombs, Hilliers, Errington planning area, worked toward a detailed permanent zoning by-law, but that process remains unfinished at time of writing.

In November 1974 the owners of the Tree Farm property proposed a subdivision into 78 parcels, with a minimum lot size of 12 acres. Both this and the January 1974 (5 acre minimum) proposal suggested subdivision to the river and creek. Both suggested certain areas along the river and creek to be set aside for public use. It was proposed that water supply be by individual wells and sewage disposal by individual septic fields. The developer would put in roads and hydro, and drill test wells to prove water supply. He would like to phase in the development over a period of three to five years, and to advertise in the lower mainland and on the prairies, but not in the USA.

Concerns about various aspects of the proposed development, especially possible detrimental effects on fish life and loss of public recreational uses, were expressed in submissions made to government officials by a number of groups and individuals, including the Parksville Fish and Game Association, the Nanaimo Fish and Game Association, the Sierra Club of B.C., the Coombs-Hilliers-Errington Residents' Association (CHERA), the local Director of the Regional Board, the Chairman of the Regional Board, B.C. Fish and Wildlife Branch, and Environment Canada (Fisheries).

According to the proponents, during the period March-June 1975, a verbal agreement was reached between themselves and Regional District officials that if they would convey to the Province a 100 foot strip along the river and both sides of the creek, the present 12 acre by-law would be amended to permit 5 acre parcels. On the basis of this understanding the proponents re-negotiated and refinanced in September 1975, on less favourable terms, in order to release the 100 foot strip. This is one of their major arguments: that an understanding reached should be honoured.

However, Regional District officials understand the matter differently. They report that the only understanding reached was that if the proponents wished to bring forward a new proposal, based on a 100 foot leave strip, it would be given consideration and placed before the Regional Board. with no guarantees as to how it would be received. To date. no such proposal has come forward, although the proponents have indicated that it could come forward in the future.

Regional District officials also report that while they did not have authority to zone a conservation zone along the river and creek, they pointed out to the developer the undesirability of subdividing to the water and strongly recommended against it.

A condition of the proponents' present mortgage is that they must market a minimum of 950 acres, a condition which, in light of the social assessment which follows together with the environmental assessment conducted by Mr. Blood, would appear to create some difficulties. That is, the 1189 total acreage minus 950 marketable acres leaves a total of only 239 acres for leave strips, access, and roads, with foreclosure of the mortgage a possible result of larger leave strip requirements. It may be suggested that such a condition written into the mortgage does not take into consideration all relevant circumstances, and the finance company involved may wish to make some changes in light of the present studies.

During this same period, March-June 1975. the Regional District proposed a land swap involving 250-plus acres of river and creek-front to be exchanged for portions of D.L. 136 (Crown) adjacent to the Allton property on the north. The swap proposal was under review by the province during the summer and autumn of 1975, but it is understood

that as of January 1975 it is no longer under consideration.

As the whole development proposal has been referred by the Regional District to the Province. Regional District officials take the view that it is now in Provincial jurisdiction, although they are prepared to make further comments if requested.

The proponents feel that they have complied with existing requirements and agreements and that approval of ~~their~~ proposal has been unfairly delayed, at considerable financial cost.

#### IV SOCIAL IMPLICATIONS OF A POSSIBLE ENGLISHMAN RIVER RIPARIAN GREENBELT

##### 1. Management Objectives

A river recreational resource may be lost to the public in two ways. Its water quality, quantity and productivity may be destroyed through environmental damage. Or it may become unavailable to the public through loss of access, because riparian properties are alienated and developed and the way to or along the river may be barred by buildings, fences and warning signs. To come full circle, too much use or the wrong kind of use by the public can be as damaging to riverine ecology as private developments often are. Alternatively, certain kinds of private developments may help to conserve the natural resources, with or without barring access.

In general terms, management objectives for the Lower Englishman River (and adjoining foreshore) should include:

--protection of the riverine, estuarine and marine ecologies, together with the ecologies of associated riparian uplands;

--protection and enhancement of the quality of the public recreational experience presently available in these environments;

--protection of future recreational potentials for coming generations.

As indicated earlier, location, climate and other natural attractions, together with recent trends, suggest that the Parksville area will experience rapid and sustained growth. For the foreseeable future it is likely to retain its character as a recreation and retirement oriented area, with tourism continuing to grow in volume and importance. Rapid growth based on attractive residential-

7.5 meter strip

recreational opportunities suggests that pressure on natural amenities such as streams and shores will be intense. A largely unspoiled stream as beautiful as the Englishman River within a few minutes of downtown Parksville is a resource already highly valued but immensely more important to future generations if it can be preserved for public enjoyment. Whether measured in monetary or aesthetic terms, its value to visitors and residents alike as the area's population grows will be enormous. Although impossible to quantify, it is clear that the loss of these future recreational opportunities would be of very large magnitude and of very lengthy duration.

Detailed management objectives for protection of the life-support systems of fish and other wildlife are the concern of environmental experts. Objectives from a social perspective should include some or all of the following, most of which were suggested by officials and citizens of the local area during the course of the present study. There will, of course, be overlaps and possibly conflicts with environmental objectives.

--Public access to the river should be preserved, but not too much, and not made too easy. No more vehicular access than presently exists should be opened up. (It is understood that the by-pass highway is to be restricted access.)

--Linear foot access along the water should be preserved and possibly developed at certain points, but again, not made too easy. As noted above, it is possible now to walk from downtown Parksville along the foreshore to the estuary, and then to fish or hike from the outer gravel bars all the way up to Englishman River Falls Park. Despite commercial and residential development next to the river, including a few fences, the lower river is bordered by a virtually unbroken greenbelt corridor, which is in fact used and enjoyed from one end to the other. This corridor should be given recognition and protection.

--The protected greenbelt should be wide enough to provide both habitat for natural vegetation and wildlife, and space for human observers to intrude with minimal disturbance or damage. A moderate degree of "naturalness," privacy and quiet should be a deliberate objective, both for the sake of the wildlife and human visitors. So far as possible without disturbing present riparian property owners and residents, a greenbelt should be preserved with

a width sufficient to put the river out of sight, if not out of sound, of human habitation and commercial activities. It may be desirable to make certain limited stretches of the greenbelt available for picnicking or camping, for example at Top Bridge, but other stretches should be kept as "wild" as possible. In time, ever larger numbers of users will tend to erode the quality of the recreation experience, but that time should be postponed as long as possible by careful management.

--Known archeological sites, especially the petroglyphs at Top Bridge, should be given special status and protection.

--The foreshore, including dunes, vegetation and wildlife as outlined in the environmental report prepared by Tera Consultants with respect to the Aldergrove proposal should be given special attention. It may also be desirable to consider special objectives for the spit across the estuary from the Aldergrove property.

--The slough on the Parksville Flats should be given special attention, including the suggestion by officials and members of the public that it be re-opened to tidal and estuarine influences. ←

--It may be useful for the Lower Englishman River and adjoining properties to be regarded as providing an opportunity for development of innovative cooperative management techniques, involving provincial, federal, regional and local governments, together with riparian owners and local groups and citizens. At any rate, riparian owners are receptive, the general public appears supportive and, as reported earlier, some local groups and citizens are already involved in recreation-conservation projects, so the stage is set for further work. Objectives and techniques incorporating the ideas, time, energies and financial commitment of local people may be expected to be more fruitful than those depending almost entirely on government commitments. ← aquile

The above objectives and the techniques suggested below should be refined through further discussions with local people.



## 2. Management Techniques

Behind the discussion of possible specific management techniques which follows, lie two assumptions.

First, as suggested at several points above, pressures on water resources in the Parksville area, can be expected to multiply rapidly, both from private development proposals and from public uses including recreation and (possibly) domestic water supply.

Second, a high degree of public support for protective measures, including support from riparian owners, is suggested by the present study. It follows that the time is right for detailed initiatives. By way of caution, it should be noted that while all riparian owners contacted were supportive of measures to protect the resources, one was not happy about public access through his property and several were nervous that specifics might become uncomfortably restrictive. Some began by assuming that "greenbelt" must imply public ownership, and were relieved to find that this was not necessarily intended. All expressed willingness to talk further with authorities about details. Some will wish to begin by describing present problems with respect to flooding, bank erosion and public abuse (litter, etc.). Time restraints prevented the contacting of all riparian owners. Contact with the rest of them would be valuable.

Management techniques for the Lower Englishman River could include the following:

--Designate a Lower Englishman Riparian Greenbelt, with general objectives as suggested above, and specific boundaries and objectives to be worked out with local people over a period of time.

--Factors affecting specific boundaries should include recommendations made by D. Blood in the Environmental Report of the present study, recommendations from the Fish and Wildlife Branch, "visual management" recommendations from the Environment and Land Use Secretariat,<sup>1</sup> the wishes of riparian owners, and the views of members of the local public. Width of the greenbelt could vary

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<sup>1</sup>W.C. Yoemans, Landscape Architecture and the Visual Resource, Environment and Land Use Committee Secretariat, April, 1975.

from a few feet on either bank in some places to a mile or more in other places.

--A park designated for intensive use may be appropriate in the Top Bridge area. As suggested above, it may be possible to acquire such a park through donations, by three existing in addition donation already made by Allsbrook Holdings, Ltd. It may be useful to explore local, regional and/or provincial management of such a park, together with the federal presence of a recommended National Historical Site. It may be useful to fence off the immediate site of the Petroglyphs; or at least to erect signs requesting care and respect, together with periodic policing. It may be useful to involve local groups such as Fish and Game Associations, Parksville service clubs, or school clubs, in management and policing. In any case, Chamber of Commerce initiatives, which it is reported will be forthcoming, should be welcomed.

--In addition to Top Bridge, areas managed for intensive use could include the foreshore and the Island Highway bridge area.

--Public ownership at a few spots other than Top Bridge may also be desirable, particularly at Parksville Flats and the Kirk Tree Farm, as discussed in detail later. In general, if owners of major riparian properties wish to develop them in the future, they could be encouraged or required to donate riparian strips as Allsbrook has done and as the Village of Parksville, Aldergrove and Allton have expressed willingness to do. Such strips should be available for public use, although in some instances they could be privately owned and managed.

--Management techniques at various places throughout the greenbelt could include dedications, easements, covenants and alleviation of taxes. If and where public ownership is desired, it may be useful to encourage the raising of local funds.

--Areas managed for medium use could include the stretch of river from the estuary to the Island Highway and from there to Top Bridge. Some motels and trailer parks, as well as private residences exist near the river in these areas. Some stretches of riverbank here might be appropriate for easy access trails, available to older people and others not able to walk the wilder stretches. Horse trails could be given some consideration.

--From a social standpoint, the best use of the area from Top Bridge to the Englishman River Falls Park would appear to be as a low-use, semi-wilderness greenbelt with a full length hiking trail on one side of the river only, developed to avoid most ecologically sensitive spots. This stretch of greenbelt should be preserved as nearly as possible as it presently exists. It is recognized that this will require the cooperation of MacMillan Bloedel, B.C. Forest Products, and present and future owners of the Kirk Tree Farm.

--It might prove useful to study river management techniques employed elsewhere, including Great Britain and the United States.

## V SOCIAL IMPLICATIONS OF THE ALDERGROVE PROPOSAL

Three possible alternatives with respect to the Parksville Flats are:

No development, the property being acquired with public and/or private funds for public recreation and/or conservation purposes;

Development essentially as presently proposed, details to be worked out in consultation with government agencies and local citizens: or,

Temporary maintenance of the status quo by refusing to grant the necessary approvals.

Other possibilities exist, as, for example, consideration of quite different development proposals, but these will not be considered here.

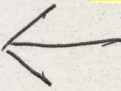
### 1. The "Preservation" Alternative

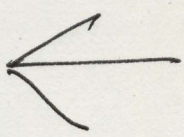
The alternative most socially desirable is that the whole area should be preserved for public recreation and/or conservation and included within a designated Lower Englishman River Greenbelt.

The two main reasons for this are first, that a natural attraction of this kind in a strategic location at the center of a rapidly growing tourist and retirement oriented area will prove to be of immense value, impossible to calculate in monetary terms, as the demand for such amenities grows while availability declines elsewhere due to development pressures; and second, that this is the use which appears to be favoured by the majority of area residents, together with Village of Parksville and Regional District elected officials (see Appendices D,E,F,G,H, and M).

Without conducting a rigorous, time-consuming public opinion survey it is impossible to speak conclusively about

the views of area residents, but on the basis of presentations made by local groups and citizens, interviews with citizens and officials, discussion at the public meeting, and reading the local press, it can be said that those who took the time to make known their views -- together with their elected representatives -- overwhelmingly favour the "preservation" alternative. Some business interests, including the Parksville Chamber of Commerce and some realtors interviewed, while stopping short of clear support of the development proposal, would at least like to see it seriously considered.

The "preservation" alternative could entail breaching the dyke discussed earlier to allow restoration of tidal flow into the slough area, which then once more would become part of the Englishman estuary. This course of action has been suggested by a number of government people as well as private citizens. It would allow observation of, and possible experimentation with techniques related to restoration of estuarine productivity. It is a course of action which, according to the proponents, is incompatible with the present development proposal. 

The "preservation" alternative should entail attention to existing problems, including adverse effects of vehicular traffic on dunes and dune vegetation, shooting and harrassment of wildlife, and danger to human life and property from shooting. It may be advantageous to restrict all kinds of public access in the most sensitive areas set aside for conservation, and to restrict vehicular access over the whole property. 

Probable social impacts of the "preservation" alternative include:

Neighboring Properties Present municipal park and recreation facilities, to the west, would be enhanced by this contiguous extension of their area and function. Present residential properties to the south (Butler Road area) would be enhanced by the preservation of their view, and public greenspace at their doorstep, provided that the area was managed in such a way as to curtail the shooting which affects them adversely at present. Properties to the east, across the river, would be affected less directly, but, along with the whole area, would benefit from the preservation of this semi-natural green area. Certain properties across the river, including the spit, could be suitable for inclusion in a designated Greenbelt.

Village of Parksville The Village is on record as favouring the "preservation" alternative (appendix E, and interviews with the past and present Mayors).

The downtown business community would doubtless benefit from added revenues generated by an attractive development such as that proposed for the flats, but it is arguable that it would benefit still more over the long run from the attraction of this property as a recreation/conservation zone.

District 69 and Beyond The same kinds of benefits enjoyed by neighboring residents would also be enjoyed, to a lesser degree, by residents of the whole area, together with visitors to Parksville. It is difficult to think of adverse impacts anywhere resulting from the "preservation" alternative, except for the added tax costs if the property were purchased with public funds.

Assuming purchase at a fair market price, the present owners would not be adversely affected, unless by the loss of prestige which would have accrued to them from an attractive development.

It is argued by the proponent that a tendency to residential-commercial sprawl is a corollary of rejection of the present high density cluster development, but in response to this it is arguable that the desired kind of non-sprawl development can be encouraged on other less distinctive properties, while leaving this one undeveloped.

## 2. Development as Proposed

The development as proposed has a number of attractive features, including preservation of much of the property as green space and conservation zone at no cost to the public, and recognition of the public's legitimate interest in the property, both in terms of helping to decide details through meetings and land-use contract, and in terms of continued public access to the river and foreshore-dunes areas. The distinctive features of the Aldergrove proposal appear in strong light when contrasted with the present development on similar property directly across the estuary.

The present development proposal could provide an interesting opportunity for precedent-setting cooperative

endeavours involving public agencies and private interests, together with the general public. For this to happen, however, a major obstacle would have to be overcome, namely the present opposition on the part of both the Village of Parksville and local residents.

Probable social impacts of this alternative include:

Neighboring Properties Some residential properties to the south could be adversely affected in terms of view over the flats and Strait, and increased traffic. However, it is probable that some "East Parksville" properties (between Shelley Street and the river) would be upgraded in appearance and in value under the influence of a "prestige" development. In general, it may be assumed that nearby property values would rise if the proposed development should take place, but also if the property should be conserved for public use.

Village of Parksville As noted above, the Village is on record as favouring the "preservation" alternative. Beyond making this known, the Village Council declined to discuss the development proposal with the author, or to make any official input into the present study on grounds that the property is outside the village boundary. The following discussion of impacts on Parksville, therefore, is without benefit of the wisdom of Council or its Planning Committee, although the Mayor did make some observations privately with respect to availability of housing.

If, as argued above, the best use of the Flats is preservation, nevertheless the development as proposed could have the following beneficial effects on Parksville, together with the beneficial effects of a planning dialogue with the public, preceding and accompanying development:

--a tendency to reinforce the downtown core, in opposition to a present tendency toward strip development and sprawl;

--a prestigious precedent for attractive clustered resort/residential accommodation, with large amounts of green space, some to be left as nearly as possible in its natural state, of benefit to local residents in terms of access to this green space, and to local business in terms of attraction of tourist and convention dollars;

--provision of housing, which is presently in short supply;

--possible space for community facilities, if desired;

--provision of a conservation zone;

Arguments presented by local people against the above are:

--that since the proposal would concentrate living space in the south east corner of the property, present eastward strip development along the Island Highway would, in fact, be encouraged rather than discouraged;

--that while high density cluster housing with green space is indeed preferable to sprawl, it can and should proceed on other properties, leaving the Flats undeveloped;

--that the Parksville area is already growing fast enough (or too fast) without encouraging more growth, either tourist or residential;

--that provision of a conservation zone is of little use so close to a proposed high density concentration of people;

--that there may be significant gaps between promises and performances, despite the developer's good intentions and despite land-use contracts;

--that the present supply of condominium housing on the market in Parksville precludes the present need for more.

The question of housing deserves some comment. At present, according to the Parksville Village Office and interviews with realtors, the rental vacancy rate is near zero, and the supply of single-family houses for sale is very short. However, upwards of 50 condominium town houses have come on the market during the last year, and only a half-dozen of them have sold. Nearly 400 condominium units are approved and/or proposed, including 204 units in four blocks, each three or four stories, in the Pine Avenue area, adjoining the Aldergrove property (lot 11, plan 5060, D.L. 4). In addition, some 500 rental units are nearing completion, approved, or proposed, and the supply of lots should not be short in the near future due to proposed development of major portions of DL 15 and DL 16, to the south west of the



downtown area. Finally, more than \$7 million worth of building permits were issued for the Parksville area during 1975, including nearly \$3 million for multiple housing. (The 1975 total is nearly double the 1974 total.)

From the above, it would appear that while housing has been in short supply, this situation is about to be remedied by provision of rental units, new lots, and new houses. It would also seem that condominiums are not attractive to Parksville residents. Hence, it is argued, the Aldergrove project is unnecessary. This would appear to be the position held by the Parksville mayor and a number of residents.

However, others have suggested specific reasons for the lack of sale of existing condominium townhouses. In general, the condominium concept is new to Parksville, and may take a while to catch on. Meanwhile, it would appear that the existing recent developments have serious problems regarding price and financing which make them no less expensive than comparable single-family housing. Also, it is arguable that the density (12 units per acre) is too high for town houses, and that design and construction could be improved. Thus, it is quite possible that condominium units planned, built and financed differently could prove attractive and fill a present or future housing need.

When considering future housing needs, Parksville planners must also consider the desired direction of future growth. This, in turn, will depend on factors including extension of major sewer lines and recent Health Department restrictions on new septic fields, together with Regional District planning decisions for the French Creek area. At present, Parksville is tending to expand both directions, toward Craig's Crossing and French Creek.

Other considerations relating to impact <sup>of the Aldergrove project</sup> on Parksville include the following:

-- Sewer and water hookups would need to be provided. It would appear that these would not pose serious problems if the Village were willing. The Village would not likely provide them without incorporation of the property into its boundaries;

--Traffic patterns and roads would require study, construction and upgrading;

--School facilities would need to be increased (number depending on details of the eventual project, how rapidly it was to be phased in, and population mix as between young families and retired people). It should be noted that the proponents offered to donate 10 acres for a primary or 20 acres for a secondary school site, but the offer was not taken up by the Village or School Board;

--Zoning would have to be changed to allow buildings more than 35 feet in height;

--Fire protection facilities would have to be provided, including aerial equipment;

--Additional police, corrective, health care, recreational, cultural and other social services would have to be provided;

--Additional tax revenues would be generated. According to the proponents, revenues from the total project, at today's rates, would be close to \$700,000 per year, but it should be noted that the total project would be phased in over a number of years. (See Appendix B,2.).

Projection of details of these impacts would be premature while the proposal is so tentative and lacking in detail, but they should be included in any formal proposal which may come forward in the future, and they should be given careful consideration by officials and the public in the Parksville area at that time.

Whether the financial costs to the Village, long and short term, direct and indirect, for the increased services listed above would be more than covered by tax revenues (and possibly impost fees) generated, is a question far too complex and depending on too many unknowns to be considered here. In the view of the proponents, increased populations and therefore increased services are inevitable in any case, and the proposed development is the best way to go. Whether the Village and local residents can be persuaded of this remains to be seen.

District 69 and Beyond      Impacts of the proposed development beyond the immediate Parksville area would be less direct. What would be lost is the opportunity to preserve the entire property for public use and enjoyment.

What would be gained is the possibility of comparatively sensitive and innovative planning, which could set an example for other developers and municipalities. To the extent that planning slip-ups and/or people pressure contribute to the degradation of fish and other wildlife habitat, the loss is gradual but universal: that is, extends well beyond District 69.

The proposed development is compatible with the District 69 Communities Plan in that it concentrates both residential and commercial development in Parksville rather than encouraging them to sprawl.

Potential Residents of the Development From what can be gathered from the broad outlines of the proposal, it would provide housing accomodation more attractive than most high density accomodation now on the market, in Parksville or elsewhere. It can be assumed that for a certain clientele, wishing to move from a large urban center or to retire from a prairie farm, this development in this spot could have a very beneficial impact.

### 3. Refusal to Grant Approvals

A third alternative, continuation of the status quo by rejecting the present proposal but without opening up new alternatives, while keeping options open, would have the following probable social impacts:

Neighboring Properties Present views across the property, traffic patterns and land values would remain as at present. So would present annoyance and danger to people and property caused by shooting by members of the public on the flats.

Village of Parksville and Parksville Area For the immediate future, residents would continue to have recreational use (in trespass) of the property unless the owners could devise effective methods to bar access. However, as noted earlier, present public use is causing ecological deterioration, for example, of the dunes and some species of plants by motor vehicles, and of wildlife by shooting, so that the property will gradually become less valuable for either recreation or conservation, unless means are devised for proper management.

It is also conceivable that future owners could use the property in such a way as to destroy its attractive natural features (as did past owners) for example by dyking, excavating, removing trees, or commercial uses for which the property is presently zoned (see Appendix B). A future development proposal could conceivably be approved by future local, regional and provincial authorities under pressure from rapid population growth, and it is easy to imagine that a future proposal could be less attractive than the present one. Also, the price of the property may well escalate.

In short, the public could eventually lose not only the chance to acquire the whole for public enjoyment, but also the opportunity for "half a loaf" presented by the current proposal.

The Proponent      The status quo tends to generate tension in that present public use is without recompense to the owners, and in some instances without care or respect for the property, while posted signs requesting the public to desist from using it are torn down and resented.

The above does not necessarily suggest that if the provincial government considers purchase of the property with public funds impossible or undesirable, the present proposal should then be accepted as next best alternative. For one thing, it is recognized there may be legal and environmental reasons why this proposal must be rejected. The problem of flooding, for example, is one which was put forward very frequently by members of the public as a sufficient reason to reject it. From a social standpoint, two other possibilities deserve exploration as alternatives to the status quo:

1. Local officials, groups and citizens could undertake to raise part or all of required purchase monies by private donations, in order to bring the property into the public domain for "preservation."

2. Local officials, groups and citizens could undertake a deliberate dialogue with the present owners, intended to find some alternative development scheme which would be both ecologically and socially acceptable to local people, and at the same time financially viable from the owner's standpoint.

## VI SOCIAL IMPLICATIONS OF THE ALLTON PROPOSAL

Three possible alternatives with respect to the Kirk Tree Farm are:

A wide leave strip and limited residential subdivision (details below);

Subdivision as presently proposed; or

A 100 foot leave strip along the river and both sides of the creek to be deeded to the Crown, with subdivision of the remainder to a total of 190 to 200 lots. This third alternative is based on conversations between the proponent and the author. It is understood that such an alternative is acceptable to the proponents and that a proposal along these lines may be forthcoming at a later date if the present proposal is not accepted.

It is possible, of course, to think of an indefinite number of other alternatives resulting from variations in width of leave strips, minimum lot sizes, total numbers of lots permitted, and uses other than residential. It is possible that if the present proposal is rejected, proposals could come forward from present or future owners for quite different uses, such as gravel extraction, mobile home park, or recreational vehicle park, but these possibilities will not be considered here.

It should be recalled that an option involving a land swap for portions of adjoining Crown land, D.L. 136, was under consideration during 1975.

Another option suggested by the Coombs-Hilliers-Errington Residents' Association and others (Appendices D, 7 and 8, etc.) is that the entire Tree Farm property should be preserved as greenbelt. This option, although in some respects most socially desirable, and probably the option with widest support among residents of District 69, is not considered here as it would appear to be unrealistic in view of present Provincial financial priorities.

## 1. Wide Leave Strip and Limited Development

Apart from preservation of the whole property as greenbelt, the alternative most socially desirable is that a limited amount of residential development should be allowed in that part farthest from the waterways and closest to existing roads and Hydro, at the west side, adjoining Errington Road and D.L. 139, with the remainder to be preserved as a wide undeveloped green strip along the river and both sides of Morrison Creek. For example, up to 30 lots could be allowed, at a 12 acre minimum conforming to the existing Regional District by-law.

Major reasons for this option are that it could minimize conflict with the District 69 Communities Plan, minimize the tendency to suburban sprawl and costs of services, and minimize undesirable impacts on the community of Errington, while still utilizing some otherwise relatively unproductive land for housing and providing some additional opportunities for rural living. As an alternative to larger scale development as proposed, this option would probably be favoured by large numbers of District 69 residents.

The argument against this option is that it would not fulfill the financial expectations of the present owners, unless they received some kind of additional compensation. While it is not considered appropriate to discuss the details of the proponents' financial arrangements in this respect, it is relevant to point out that a condition of their present mortgage requires them not only to market 950 acres but to pay a substantial bonus on each acre marketed, hence the option under consideration is far from desirable from their point of view.

Probable social impacts would include the following:

Neighboring Properties. Since growth would be moderate and land parcels large, increased traffic and noise levels would be comparatively small. Nearby properties which have been comparatively isolated would be less so, which would be considered a disadvantage by those who have chosen the location because of its privacy. Market values, which have risen steadily over the past few years would continue to rise.

Aesthetic qualities of the river and creek should not be seriously jeopardized by new development on this scale, nor should the aesthetics of the expanded residential

area suffer, providing that new owners developed their properties in a low-key manner, preserving the existing tree cover. In short, social impact on neighboring properties could be minimized by this alternative.

Community of Errington Most of the above applies to the whole community of Errington. In addition, impacts from limited development would be manageable with respect to provision of school facilities and fire protection, while concerns about adverse impacts on the ground water table and on the rural life style would be reduced. Perhaps most important, residents would not be left feeling cynical and resentful by development perceived to be in conflict with current by-laws, including the 12 acre minimum and the District 69 Communities Plan.

District 69 and the Parksville Area Subdivision on the Kirk Tree Farm limited to this scale would be in accord with the slow, controlled growth, rural buffer zone objectives for the area set out in the Communities Plan. It would make a modest number of lots available in an area that is not productive agricultural or tree-farm land, but is very attractive to people who wish a rural life style. While a number of interviews, particularly with Regional District officials, indicated that development of this property is not necessary in view of the number of lots already on the market in District 69, nevertheless, some additional lots would be welcomed by those who do not share this point of view. Some who would benefit by and hence could be expected to support an alternative involving larger scale development would be Parksville real estate companies.

The Proponent As suggested above, the financial impact of this alternative on the proponent would be adverse. In addition, he would feel even more strongly than he does at present that he had been treated unfairly and misled, albeit unintentionally, by public officials. (See section III, 4, above)

Potential Purchasers of Lots Potential buyers could be expected to benefit from the opportunity to purchase lots of this size in this area, and they would probably be willing to pay premium prices since the value of the newly developed properties would be increased in proportion to the size of the area set aside as greenbelt.

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## 2. Subdivision as Proposed

This is an undesirable alternative, from a social point of view. The negative environmental impacts of subdividing to the water are inseparable from, and give added weight to, the negative social impacts outlined below.

Neighboring Properties Some, if not all, of the people most immediately affected by Kirk Tree Farm development have chosen to live where they do because of its comparative solitude and quiet. Some of them have been active supporters of the 12 acre minimum and Communities Plan by-laws, and have been involved in the protests against the Allton subdivision proposal. They feel strongly that with major development as proposed, their life styles will suffer from loss of privacy, increased noise levels, increased traffic, inevitable clearing of more tree cover, pressure on the water table, and pressures on the river and creek.

Community of Errington Members of the Coombs-Hilliers-Errington Residents' Association (CHERA), with its headquarters in Errington, have made known their concerns about possible negative impacts on the community as well as the river and creek. Their objection is not to development of new residential properties in the Errington area, but rather to the location and scale of the present proposal.

CHERA's expressed concerns include strains on community facilities and services, such as schools, roads, and fire protection, plus strains on the supply of ground water and on the recreational value and ecological integrity of the river and creek. Members worry that there will be pressure to subdivide to smaller lots, that ground water will become inadequate, that demands for community water and sewage systems will arise, followed by more small-lot development to make such services economical, and that the end result will be loss of the present rural life style throughout the Errington area, as well as ever greater pressure on the river and creek.

Leaving aside for the moment consideration of community facilities, it would seem that the less easily quantifiable concerns relating to ground water depletion, and more subdivision pressure, and eventual loss of present quiet rural

lifestyles, are the real issue. These negative impacts will be major and deeply felt if they occur, and it is probable that at least some of them will occur, but they cannot be considered certain in the short range because, among other things, it is not certain how many lots would be sold and built on immediately or what the views of new residents would be. In any case, such negative effects could not be attributed exclusively to Allton developments, since they are to some degree the affects of other present and potential developments as well. What can be argued, by analogy from what has already occurred in the Parksville area and elsewhere, is that Allton developments probably would encourage or tend toward this kind of impact. CHERA's position, put simply, is that preservation of the community's present life style is a realistic goal, is the expressed wish of the majority of its residents, and is the objective for the area agreed on in the Communities Plan, and that this life style will tend to be eroded in subtle ways by any major development, with negative impacts increasing in proportion to the size of the development.

The above views were endorsed at a CHERA sponsored public meeting, June 1, 1975, with representatives of Parksville Fish and Game Association, Arrowsmith Natural History Society, the United Fishermen and Allied Workers (local 23) and the Regional District in attendance. A motion was carried unanimously endorsing the CHERA brief and requesting the MLA to convey it to the Environment and Land Use Committee. However, these views are not held by all residents. The ERCOHILL Land Owners Association, with headquarters at Coombs but some Errington members, would appear to endorse subdivision of the Allton property at 5 acres, with up to 200 lots (Appendix D,9). Even ERCOHILL however, is agreeable to the idea of a leave strip to avoid environmental damage. Without a quantitative survey, it is not possible to say how many residents favour one or the other position, but some indication of the support for the CHERA position in Errington and throughout the District, can be gained from the petition circulated during the assessment. (Appendix D,8). B 175 417

Returning to the question of community facilities, it would appear that 78 new family units could mean an increase to Errington's population of 273, or approximately 30% over the three to five year development period. This figure assumes a present population of 900, that all 78 new lots would in fact be built and lived on as soon as they were

sold, and that family size would approximate the provincial average of 3.5. However, as it is likely that at least some of the lots would be held for retirement or used seasonally for recreation, while others might be purchased for speculation, the 30% figure is probably high. On the other hand, there will be growth from other developments in Errington during the same period, so it is probably reasonable to expect a total 30% population growth over five years if development of the Kirk Tree Farm is allowed as proposed.

Assuming the 1975 B.C. average of 23% of the population of school age, we might expect 63 new students in the Errington area in five years time, including 39 elementary and 24 secondary (assuming provincial averages of 62% elementary age and 38% secondary). Thus, the equivalent of one and a half new elementary classrooms (26 pupils per classroom) would be required in Errington, and while this could be expected to put pressure on existing facilities during the period of growth, the total size of expansion needed is not prohibitive. It is assumed that secondary students would be bused to Parksville, as at present, and both distances and costs of busing would be comparatively high compared to present bus routes. If Kindergarten children were bused to Coombs, as at present, distances from the Kirk Tree Farm would be uncomfortably long.

According to the Chief of Errington's volunteer fire department, expansion of the Errington fire protection district to include 78 new properties in the Kirk Tree Farm area would require considerable expansion. The present force of 14 is already overworked, and with an area population increase of the proposed magnitude, would need to be doubled. The department at present owns a 300 gallon pumper and a 1200 gallon tanker, with another 1500 gallon tanker on order. As these will be no more than adequate for present needs, at least one additional vehicle would be required by the Allton proposal.

At present a new fire hall is under construction. It would have to be expanded to accommodate one extra vehicle, at minimum. An additional problem is that the new hall is next to the Alberni Highway, a considerable distance from the proposed development.

Finally, the fire department has problems with summer

water supply. At present, it fills its tankers in the summer from Parksville's hydrants: again, a considerable distance from the new development. The question arises of opening a fire truck access to the river in the vicinity of the new development, but this would be undesirable from the point of view of the river and would probably be vigorously opposed by Errington residents.

Increased road traffic from the new development, together with annual increases in traffic to Englishman River Falls Park, would mean discomfort, annoyance, and danger to children along Errington Road, which is narrow and winding. The one general store could be expected to benefit in increased business from this traffic. The possible option of avoiding some of this traffic through Errington by opening another road access to the Tree Farm, for example via Bellevue Road, is put in doubt by a recommendation understood to be contained in Mr. Blood's Environmental Report that Morrison Creek not be crossed by a road bridge.

In summary, the above suggests that some specific adverse social impacts can be expected, but that the overriding concern of community residents is the expected tendency to erode a cherished life style in subtle ways, through too rapid growth.

An even less direct social cost borne by some local residents together with members of the wider public would be the harm to commercial fisheries suggested by submissions from provincial and federal officials. It is noted that a number of Errington residents are commercial fishermen.

District 69 and the Parksville Area The impact of the proposed development most widely perceived throughout the District would be the present and future loss of public access to a geographically strategic recreational resource, together with potential environmental harm to both the recreational and commercial resource, through subdivision to the river and creek.

The other most noticable social impact would be with respect to District 69 planning priorities. The suggestion that the Allton proposal, by putting development emphasis somewhere other than in the Parksville, Qualicum Beach, French Creek growth zone, is in conflict with the District 69 Communities Plan is supported by the Regional District

Planning Director, the Chairman of the Regional District, both the former and present Regional District Directors for Coombs, Hilliers, Errington, and the MLA for the Alberni riding, as well as by members of the public. According to the Regional District planning office, a major subdivision at the Kirk Tree Farm site is out of keeping with good overall planning, even though lot sizes may be comparatively large and density moderately low. Just by its total size it creates, in effect, a new community with a semi-suburban character and potential suburban demands, especially if (as the developer has indicated) it is advertised beyond the local area and outside the province as a retirement area. It contributes to urban sprawl by dispersing rather than concentrating residential sites. In the same way, it contributes to the high energy costs of commuting. It increases the cost of services, including hydro, road maintenance, school busing, and health care, as well as creating a potential for very expensive future water and/or sewage systems. The "cost of services" objection is the major one put forward by both the MLA and the present Regional Board Director for the area.<sup>1</sup>

Against these objections, one possible argument is that since the land is not good agricultural land or productive forest land, it is an appropriate place to put houses. The response to this put forward by local people is that other blocks of land appropriate for the same reasons can and should be developed where they will not put pressure on a river or conflict with the Community Plan.

Real estate and construction companies in District 69 could be expected to benefit from this alternative in comparison to more limited development, but if one assumes that an equivalent number of lots and houses will be developed elsewhere in the District if not on this property, it follows that these business concerns will not suffer from rejection of this particular alternative.

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The Proponent Development as proposed would maximize or nearly maximize financial returns to the owners, given the present 12 acre minimum. A smaller minimum lot size would, of course, increase those returns. It is arguable, however, that a leave strip along the waterways would give equal or better returns because, even though

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<sup>1</sup> The proponents could reply to this that at least part of these higher costs would be recovered through taxation on the new properties.

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some acreage is not for sale, and no lots are waterfront, all back lots would gain in value because of increased accessibility and value to them of the waterfront areas as a protected recreational resource.

Potential Purchasers of Lots To the extent that the subdivision as proposed would degrade the waterways and/or render them inaccessible, purchasers of lots would suffer together with the general public.<sup>1</sup> Whether they would also be affected by the potential loss of Errington's distinctive rural life style would depend on whether they held similar values.

### 3. One Hundred Foot Leave Strip and 190 Lots

This alternative is suggested, in the first instance, by the mortgage requirement that the proponents market 950 acres together with the proponents' suggestion that they would be willing to consider deeding a 100 ft. leave strip along the water in return for permission to subdivide to a five acre minimum or less. Nine hundred fifty marketable acres yields 190 five acre parcels. In fact, the proponents have indicated that they would like to market about 200 parcels in order to cover increased costs due to delays, and still meet their financial objectives.

While the idea of a leave strip is welcome, in other respects this option is even less socially desirable than the one just discussed above. Probable social impacts would include:

Neighboring Properties In comparison to the formally present proposal of 78 lots, adverse impacts from nearly 200 new lots, with respect to privacy, noise, traffic, and loss of aesthetics would be more than doubled, not only because of increased numbers but also because of decreased lot size.

Community of Errington The negative impacts discussed above on schools, roads, fire protection and the like would be more than doubled by this alternative. Development on this scale could conceivably add 700 people to the community within a period of five years, which, together with other expected growth, would come close to doubling its population.

<sup>1</sup> These buyers able to obtain waterfront lots would gain in that respect.

Strains on community facilities, while comparatively great, would not be as difficult to handle as the loss of the life style described at several points above. A community growing so rapidly beyond the 1500 population figure inevitably creates a demand for commercial outlets, and water, if not sewage systems, which in turn encourage more subdivision. This puts pressure on the agricultural land, on the rural atmosphere, and on community integration. From the standpoint of the expressed goals of the community, development on this scale would be nothing short of disastrous.

Nevertheless, it must be added that not all Errington residents share this view. As noted above, the one submission from the public supporting this kind of development comes from the Ercohill Landowners Association which has members in both Coombs and Errington (Appendix D,9).

District 69 and the Parksville Area District residents would consider the proposed 100 foot leave strip preferable to no leave strip, but they are quick to point to its minimal adequacy, either from an environmental or a social point of view. Considering the numbers of new users of the river and creek from the upland properties developed on this scale, plus the inevitably increased ease of access, the quality of the available recreational experience would suffer markedly.

With respect to priorities outlined in the Communities Plan the negative impact of development on this scale would also be multiplied.

The Proponent This option would probably maximize financial returns to the developer because of increased numbers of lots and comparatively small unmarketed area, together with the attraction for the whole development of a public riverfront recreation area.

Potential Purchasers of Lots From certain perspectives this option would be very attractive to potential purchasers. Since lot sizes would be smaller, so would purchase prices, even though price per acre would be higher.<sup>1</sup>

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<sup>1</sup>The Regional District planning office suggests that the current average market price for unserviced five acre parcels in District 69 is \$25,000, or \$5,000 per acre. The price of 12 acre parcels might be more in the range of \$4,000 per acre.

For people coming from urban centers or from regions with less salubrious climates, the Kirk Tree Farm with a river recreation area could fulfill real needs. And with vigorous marketing it is easy to imagine that plenty of appreciative customers could be found, who would have no basis to compare either the changed river or the changed community with the way they were before.

The present time frame does not permit an exhaustive analysis of the real estate market on Vancouver Island or throughout the province, which would indicate overall demands. As indicated earlier, local officials have suggested that there is no present shortage in the Parksville area.  
*of rural and semi-rural lots*

It might be argued that putting large numbers of acreages on the market could benefit buyers by holding prices down, but recent observation suggests that when acreages have come on the market at below prevailing prices they have been quickly bought and just as quickly returned to the market at the usual mark-up.

A final note with respect to potential purchasers: if development proceeds, any advertising beyond the Parksville area should avoid giving the impression that the lots in question will be "farmettes" or suitable for gardens or other agricultural purposes.

In summary, from a social point of view, negative impacts on the community and District 69 will be minimized to the extent that:

- A. the size of leave strips along river and creek are sufficient to protect the present semi-wilderness recreation potential in the face of increased use;
- B. minimal vehicular access for the public is maintained to these leave strips but not to the water;
- C. the number of new lots allowed is kept small; and
- D. the size of new lots is kept comparatively large.



Benefits to the proponents would be maximized by approval of more and smaller lots.

To potential purchasers, some benefits would accrue from more and smaller lots, while benefits of a different order would accrue from fewer and larger lots.

## VII ALTERNATIVE AREAS FOR RURAL HOUSING DEVELOPMENT IN DISTRICT 69

Time constraints on the present study precluded attention to new areas heretofore not proposed or considered for development. Only a brief overview will be given of recent crown and private development projects now at some stage of development, plus possible projects which have been given some consideration to date. Information and comments were provided by the Regional District Planning Office, Land Management Branch officials in Courtenay and Victoria, and private developers. Figures are approximate in some cases. The map of Crown subdivisions was provided by the Land Management Branch in Victoria. Descriptions given by Land Management officials in Courtenay do not match in every detail with what appears on the map. Finally, it should be noted that the allotted time period ran out before this portion of the study could be undertaken systematically, so that the brief comments reflect for the most part the views of persons mentioned above, without elaboration, analysis, or cross checking, let alone detailed social assessment at the specific sites.

In general, according to Regional District officials, there is an existing 50 percent lot vacancy rate in District 69. That is, of lots already subdivided, only about half are built on. The remainder are on the market, are held for retirement or speculation, or await appropriate services.

Starting with the Nanoose area, in the private sector some 250 new lots are pending or in process of subdivision, including about 105 in the 18,000 square foot range, on water, and most of the remainder in the 5 acre range, with no services.

Two Crown properties in the Nanoose area should be noted. D.L. 130, at Cross Road, adjacent to a private subdivision was to go to auction in May 1974, but was held up for completion of a water system. Twenty-eight half-acre lots should be on the market there in the near

future. This can be considered the number one Crown development priority in District 69. District Lot 137, lots 1-3, 5, 10-16, about 260 acres total, is a potential Crown subdivision for the future when water can be provided, perhaps from Cameron Lake or one of the creeks near Nanoose. It is a visually attractive rough piece of property, which would have relatively high development costs, but roads, hydro and telephone are already adjacent. Because of poor ground water supplies and other development factors, this would be a low priority development from the Crown point of view.

All of the above mentioned properties would appear to be compatible with the District 69 Communities Plan according to the Regional District planning office.

In the Parksville area, the proposal by Allsbrook Holdings on BK 419 for up to 53 lots at 5-10 acres has already been mentioned in Section III. In addition, this company plans to develop a number of smaller serviced and partly serviced lots on BK 607, which could be considered semi-rural for the immediate future, but will be within suburban Parksville within a few years.

Adjacent to BK 419, the Crown is presently developing four five acre parcels on D.L. 95. More lots, perhaps in the 2 acre range could be developed at some later date, after the by-pass highway, which will bisect the property, is completed. Some commercial or industrial uses might also be contemplated, although this does not appear to be in line with the thinking of local officials. About 70 acres may be available in the future, in addition to the 20 now in the mill. A problem here is that D.L. 95 is in the Agricultural Land Reserve and must be appealed out if developed.

Perhaps the most interesting and controversial potential Crown development in District 69 eventually could involve large portions of D.L. 136 and lots 68-70, 72-75 of D.L. 139, upwards of 1000 acres total, lying between Little Mountain on the north, the Kirk Tree Farm on the south and Errington on the west, with Morrison Creek running through the southern portion.

As mentioned earlier, a land swap of portions of this Crown land for a riparian strip belonging to Allton Corporation was proposed by the Regional District during the summer of 1975.

The Arrowsmith Natural History Society would like about 350 acres (D.L. 136, lots 10-26) reserved for park purposes, and has support from Parks Branch. This is an attractive area with some large timber and large rocks at the foot of the cliff of Little Mountain.

About 1968 the Crown began development in lots 2, 6 and 7 of D.L. 136, on Bellevue Road. In 1970 it was ready to auction 19 parcels averaging 2.6 acres, but the area was frozen for a Regional District planning study. Later came the Regional District 12 acre by-law.

The Crown will not proceed with a project contrary to the wishes of the Regional District. Some Land Management officials suggest that virtually the entire 1000 acre block is suitable for residential development, although they do not suggest that the whole should be devoted to that purpose. Some officials suggest that lot sizes of one-half to one acre are most appropriate, at least in the Bellevue Road vicinity, with a water system hooking in with lots already developed on D.L. 99. Others suggest that lots of 5 acres or more would be more appropriate, without a water system. There is some disagreement between various officials as to the adequacy of ground water supplies.

It has also been suggested by Lands officials that the most beautiful and sensitive portion, most in need of park status or other protection, is along Morrison Creek. In any case, the southern portions involving D.L. 139 and the creek would appear to be low priority and long range rather than suitable for development in the near future.

Next to the Cross Road property in Nanoose and along with the Baylis Road development described below, the Bellevue area of this large property would appear to be the highest Crown development priority in District 69. If the questions of water supply, lot size, and protection for certain areas at the foot of the mountain or along the creek or both can be settled, eventual development of at least some of the remainder for residential purposes would appear to be socially acceptable.

While the 12 acre by-law is in force, it should apply here as well as elsewhere, as the Crown has recognized. Looking ahead to its replacement, it is not possible to say without further study which lot sizes and

total numbers would be most appropriate. It should be noted that this development would not have the same kind of immediate impact on Errington that the Allton development would. Bellevue Road, at present, is connected only indirectly to Errington, and the major traffic pattern would certainly be into Parksville. The erosion of Errington's life style would occur after several years, when the Bellevue Road area had become a major Parksville suburb, and connecting roads opened up to the west would begin to put heavy development pressure directly on Errington. Nevertheless, the whole block is in the Coombs, Hilliers, Errington planning area, which, according to the Communities Plan, is to remain rural, with only slow development, well controlled.

Moving out the Alberni Highway to the Hilliers area, another large high priority Crown subdivision at Chatsworth Road also has been held up by the 12 acre by-law. This subdivision, when developed, will probably function as a dormitory for Alberni. In 1972, a first phase of 99 two acre unserviced lots was proposed. Another 100-150 lots would be possible, still leaving forested areas. It is a very beautiful area, with a stretch of Whiskey Creek, rough contours, fine trees and plenty of privacy. Water supplies are reported as adequate. Hydro is available. In the above respects, at least, it would seem to be socially desirable as a residential development area. Roads within the property would be relatively expensive due to the rough terrain. The same comments with respect to the Communities Plan apply here, as at Bellevue Road. As this block of land is somewhat farther from the designated growth area of Qualicum Beach than Bellevue Road is from Parksville, the Plan suggests that any development should be clearly rural in character, rather than suburban.

At Claymore Road, just west of the center of Qualicum Village, close to 100 acres of Crown land are available on lots 3, 4 and 12 of D.L. 78. Private properties nearby are now being developed, and it would appear relatively easy to develop the Crown Land. However, once developed, it would have the feel of being within the Village, and could hardly be considered rural. In any case, the highway by-pass will probably bisect the property, so no development is contemplated for the moment.

A couple of miles farther west, off Baylis Road, in the Dashwood area, D.L. 89, lots 34-37, fifty unserviced

parcels averaging nearly two acres were auctioned in 1974. More than 200 more acres, adjoining, are available for potential subdivision. This area, like the Coombs-Hilliars-Errington area, currently has a 12 acre holding by-law. When it is lifted, it would appear that Lands officials may wish to develop more of this area, possibly in two acre lots. The terrain is gentle, and water supplies, percolation and roads are good. A community water system is a possibility. Some attractive homes have been built on the lots auctioned in 1974, and the area has a pleasant rural atmosphere.

In the French Creek area, approximately 800 private lots are ready to come on the market as soon as services are provided, and another 200 are in the planning process. Most of these are in the range of 18,000 square feet with water, or 10,000 square feet with water and sewer. Only a few five acre parcels are available. As indicated in an earlier section, the future of the French Creek area is very much under current discussion, and whether it is to remain for the medium range future as semi-rural, or develop rapidly as a suburban extension of Parksville and Qualicum depends, among other things, on decisions relating to the new sewage treatment plant and trunk lines, and the new health regulations respecting septic tanks.

In Coombs, Hilliars, Errington, a spread of private parcels from a half acre to more than a hundred acres are available from time to time, though not a large number at any given time.

In the Qualicum to Deep Bay area, about 200 lots are now in the planning process, mostly one-half acre, with water.

With respect to the social impact of any new and proposed developments in the areas where the Communities Plan indicates retention of a rural atmosphere and slow growth, it can be said that development of large blocks with large numbers of small lots, will tend to defeat the intent of the plan. Analysis of contribution to sprawl and to the high cost of services must await specifics of location, densities, and the like. As to adverse impact on the life style of an established rural community,

it is not evident in this overview that any of the projects described above would have the same degree of effect as would the Kirk Tree Farm proposal on the community of Errington. As to impacts on recreational waterways, current and planned developments along French Creek raise very serious problems. Two other major waterways in District 69 are the Big and Little Qualicum Rivers. The Big Qualicum is partly protected by the presence of a Federal fish hatchery, and by the Qualicum Indian Reserve at the estuary, but riparian development is planned by the Indian Band. The Little Qualicum, together with Cameron, Horne, Spider, and Illusion Lakes may be expected to come under increasing development pressure as population increases.

APPENDIX A

PERSONS CONTACTED

The following persons were contacted personally and made specific inputs to the study. In addition, contributions were received from a number of people at a lengthy public meeting, a meeting with the Parksville Chamber of Commerce, and an informal meeting chaired by the then Parksville Mayor (December 1975). At a formal meeting with the new Parksville Council (January 1976) input was nil.

A. Government Personnel: Parksville Area

1. P. Baker	Works Superintendent	Village of Parksville
2. N. Dawe	Marshall Bird Sanctuary	Qualicum Beach
3. J. Hood	Building Inspector	Village of Parksville
4. R. Joerin	Former Director, Nanaimo Regional District	Errington
5. W. Kurtz	Mayor	Village of Parksville
6. D. Murray	Health Officer	Parksville
7. H. Norbing	Forest Ranger	Parksville
8. R. Skelly	MLA, Alberni	Coombs
9. A. Skipper	Federal Fisheries Officer	Parksville
10. P. Smith	Chairman, Nanaimo Regional District	French Creek
11. E. Ware	Director, Nanaimo Regional District	Errington
12. R. Young	Former Mayor	Village of Parksville

B. Government Personnel: Courtenay, Nanaimo, Victoria, Vancouver

1. P. Brady	Director, B.C. Water Investigations Branch	Victoria
2. K. Brown	} Planning Office, Regional District	Nanaimo
S. Boshier		Courtenay
3. J. Egan	Land Inspector	Courtenay
4. N. Elder	Land Inspector's Office	Courtenay
5. D. Goodwin	B.C. Land Management Branch	Victoria
6. S. Hollet	E.L.U.C. Secretariat	Victoria
7. H. Kennedy	Registrar of Titles, B.C. Government	Victoria
8. D. Lundy	Research Curator, Archaeology Division, Provincial Museum	Victoria



9. R. MacLeod	Salmon Enhancement Program, Environment Canada	Vancouver
10. M. Loncur	Soils Hydrologist, B.C. Land Management Branch	Victoria
11. D. Morrison	B.C. Fish & Wildlife Branch	Nanaimo
12. L. Pavlik	B.C. Parks Branch	Victoria
13. G. Reed	B.C. Fish & Wildlife Branch	Nanaimo
14. B. Simonson	Provincial Archaeologist	Victoria
15. C. Strong	E.L.U.C. Secretariat	Victoria
16. G. Summers	Planning Director	Nanaimo
17. H. Smith	Salmon Enhancement, Pacific Biological Station	
18. T. Vold	Environment Canada	Nanaimo
19. W. Yoemans	E.L.U.C. Secretariat	Victoria
	E.L.U.C. Secretariat	Victoria

## C. Private Citizens

1. P. Allard	North West Trust	Vancouver
2. N. Antrim	Principal, Errington Elementary School	Errington
3. D. Best	Forestry Supervisor, North West Bay Division, MacMillan Bloedel	
4. D. Blood	Environmental Consultant	Parksville
5. J. Bonds	Postmistress	Lantzville
6. L. Carpenter		Errington
7. N. Chantler		Parksville
8. J. Chew	Riparian owner	Errington
9. W. Clint	President, ERCOHILL	Parksville/Victoria
10. M. Dahlsted		Coombs
11. P. De Groot	Parksville Progress	Errington
12. G. Edson	Manager, North West Bay Division, MacMillan Bloedel	Parksville
13. T. Farrell	Secretary, Arrowsmith	Parksville
14. M. Finlay	Natural History Society	Parksville
15. P. Fraser	Fire Chief	Errington
16. P. Fowler	Realtor and riparian owner	Parksville
	Asst. Divisional Forester, B.C. Forest Products	Crofton

17. M. Gordon		Parksville
18. R. Haig-Brown	Second Century Fund	Campbell River
19. Y. Huisman		Parksville
20. J. Jeffs	President, CHERA	Errington
21. N. & L. Kemp		Errington
22. C. Klemm		Errington
23. H. & C. Kleven	Riparian owners	Parksville
24. A. Knight	Aldergrove Enterprises	Nanoose
25. A. MacGregor	Allton Corporation	Vancouver
26. W. McPhee	Allsbrook Holdings	Courtenay
27. R. Newton	Arrowsmith Star	Parksville
28. G. & A. Osolin	Riparian owners	Parksville
29. A. Pearson	Realtor & President of Parksville Chamber of Commerce	
30. P. Peters	Forecast Supervisor, B.C. Telephone	Parksville
31. J. Phillips		Victoria
32. W. Pinko		Parksville
33. D. Recalma	Administrator, Qualicum Indian Band	Errington
34. J. Reid	Riparian owner	Qualicum Beach
35. E. Shelly	Parksville Town Planning Commission	Parksville
36. W. Sirett	Chairman, East Parksville Waterworks District and former riparian owner	Parksville
37. R. Slobodian	Malaspina College and principal author of <u>District 69 Communities Plan</u>	
38. D. Spearing	Architect and Planning Consultant, Aldergrove	Nanaimo
39. D. Staller	Riparian Owner	Parksville
40. A. Stewart	Realtor	Parksville
41. M. Toporowski	Nanaimo Fish & Game Club	Parksville
42. T. Tryon	Chairman, Parksville- Qualicum Advisory Planning Commission	Nanaimo
43. H. Uhrhan	Environmental Consultant	French Creek
44. M. Ward	Environmental Committee, Kwal-li-cum Residents Association	
45. V. Williams	President, Parksville Fish & Game Association	Qualicum Beach
		Parksville