



**REGULAR MEETING OF COUNCIL  
Tuesday, March 28, 2023 @ 4:00 PM  
Ucluelet Community Centre,  
500 Matterson Drive, Ucluelet**

**LATE AGENDA**

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Food Bank – New Building Opening November 2023

Council Report – March 28, 2023

Cris Martin, President & Mayco Noel, Director at Large – Food Bank on the Edge Society

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### **Portable Building History**

In 1989, the portable building which is now Food Bank on the Edge was used as a kindergarten classroom. It was moved to the Seaplane Base location where it served as a day care and was donated to our society in the year of 2006. In September 2007, we opened our doors for business and have been operating from this location ever since. In 2015, a cover was added to the deck to protect our clients and staff from the elements and roof repairs were done the following year as general building maintenance.

As of December 31, 2014, Food Bank on the Edge terminated its contract with a paid Coordinator and ever since, the society has been 100% operated by volunteers.

Prior to COVID-19, the organization was supported solely through community donations from individuals and businesses throughout the West Coast region. However, during the pandemic, our revenues increased dramatically. We received grants from Food Banks Canada and Food Banks BC to purchase needed supplies as we saw an increase demand for our services.

In light of increased inflation and weather-related effects on food supplies, the society continues to receive subsidized food purchases through FBBC and Food Banks Canada. Going forward, the province has committed \$200 Million to increase security in food supply and infrastructure throughout British Columbia. The Executive Director of Food Banks BC has stated, “there has never been a greater need for food banks to help bridge the gap for families struggling as they make difficult choices around food insecurities and housing.” The increased demand has been seen in all 106 food bank networks.

We don’t need to put this into perspective for you, as all of us have felt the effects of inflation. However, in 2022, Food Bank on the Edge served an average of 152 individuals in our communities every month and expended between \$3,500 - \$4,000 per month to make sure they were fed with basic necessities.

### **Our New Investment and Building**

The future of the Food Bank is dependent on our volunteers and a space to serve the region for the next 30 years. We want the District, Council, and the community to recognize this new building will bring comfort and warmth to not only the clients we serve, but also the volunteers who selflessly donate their time to this organization. In 2018, we partnered with the Clayoquot Biosphere Trust in creating a feasibility study on relocating and building a new food bank. This study is full of well thought out information that we recommend reading and is attached as an appendix on this report. You can also find it on our website under [Project New Build](#).

We are pleased to stand here today and inform you that our board of directors has motioned to put a \$105,000.00 (30%) deposit down on a brand-new building on March 30<sup>th</sup>, 2023. This will be followed by another payment of \$107,800.00 (35%) to be paid upon signing the final prints which is

expected to be on April 30<sup>th</sup>, 2023. The final 35% will be due the week before the building is shipped to Ucluelet.

The building itself is 1,300 square feet, has one bathroom, an office, small kitchen and will be wired for a 60-amp back-up generator. It will also have a three-foot crawl space and extra trusses to take the weight of its contents. Square One, our lead contractor and Amco, the home builder have drawn up two plans which can be found attached to this report or on our website under [Project New Build](#).

### Cost Estimate

The cost estimate of this new building is approximately \$500,000, below is a breakdown of the estimate:

1. Demo of existing building - \$25,000
  - a. Hazards assessment - \$3,500
  - b. Landfill Fee - \$5,000 (Maybe the ACRD would like to waive this fee?)
  - c. Trucking fee - \$2,500
  - d. Excavator - \$5,000
  - e. Hazards removal if necessary - \$5,000
2. Site Preparation - \$20,000
3. Foundation - \$30,000
4. Engineering Plans & Building Permits - \$10,000
5. Crane to place building on the foundation - \$5,000
6. Two-part building - \$308,000
7. Outside porch and overhang covered area - \$25,000
8. Services
  - a. Water and Sewer – Will be dependent on Councils decision on a location.
  - b. Between \$5,000 - \$100,000 to fund services to Tugwell Field via Forbes Road
9. Generator – Between \$5,000 - \$30,000 dependent on if the unit will be portable or stationary as the freezer and ceiling lights will need to be wired accordingly.
10. Relocating of contents - \$3,500
11. New shelving - \$15,000
12. 20 ft Sea Can - \$20,000

### Next Steps

The estimated delivery of this new building is October 1<sup>st</sup>, 2023, and we expect to be operational by the end of November 2023. As you know, we have been in conversation with the District and Council about this subject for several years, and we are finally ready to take the next steps and see it come to fruition.

At this time, we are suggesting creative ways to fund this project. For all trades and services, excavation, concrete, and supplies for decking – we are optimistic these services can be granted to us in form of charitable donations from contractors and organizations willing to do the work. Otherwise, we are confident we will find support for our organization that will reflect non-profit costing rates. This means, the final cost of the project after in-kind donations could be closer to \$250,000 as opposed to \$500,000. We have already spoken to two businesses who have committed

a total of \$10,000 to the project and we are confident there are others out there who will do the same.

We believe it to be around 2016, the DOU put out a survey to the community for input on where their BCF funds would be best spent. The findings from that survey showed the community had chosen Food Bank on the Edge in the top three rankings. Our community understands the importance of the Food Bank Society thus, we believe the Barkley Community Forest Trust could be a great natural funding method.

### **Timeline**

- The society is putting a deposit down on this building on March 30<sup>th</sup>, 2023.
- Between now and September 2023 will fundraise throughout the community and through in-kind donations on trade and supply for a total of \$100,000 Goal
- We will be presenting to Ucluelet First Nations and the ACRD West Coast committee asking for contributions for this project in the near future
- Second deposit will be made on April 30<sup>th</sup>
- Our final deposit will be made on Aug 30
- Site and prep work will be done from June 15 – September 15 with the use of local contractors via In-kind donations

### **Location**

The previous Council and CAO had approved the location of this building on Forbes Road. When we conducted our feasibility study for this new build, it was made aware that our current building stands in a Tsunami Zone at Seaplane Base which is a liability for this community investment. However, for us to serve the community for the next 30 years, we currently have two options:

1. Build next to our current location then knock down our current building
2. or build on the promised, anticipated, and well protected Forbes Road location

### **To Council**

Today, we ask that Council delegates on a final decision of where this new building will be located as well as consider committing \$500,000 toward this project.

### **Conclusion**

As previously mentioned, we are following through on a deposit later this month and hope the district can provide secure funding from the BCF. We are confident the region will support this undertaking and all fundraised donations will go toward the expenditures of this building project. We hope you see the importance of food security in our growing communities and choose to invest in the future of Food Bank on the Edge Society.

Thank you for your time,  
Cris Martin and Mayco Noël



# PREPARING FOR THE 'BIG ONE'

A REPORT ON RELOCATION OF THE FOOD BANK ON THE EDGE

Prepared for: Food Bank on the Edge, Ucluelet BC

Sponsored by: Clayoquot Biosphere Trust

April 22, 2018

Prepared by: Kyle Wardstrom, M.CP



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## EXECUTIVE SUMMARY

Located in Ucluelet, British Columbia, the Food Bank on the Edge (FBOTE) has helped tens of thousands of people access nourishing foods over nearly twenty years. Around 160 clients arrive each month at the only food bank on the west coast of Vancouver Island. While many live or stay in and around Ucluelet, a sizeable proportion of food bank users also travel from Tofino and other distant locales.

The FBOTE's current location is problematic. Not only is it located close to the sea, but it lies just nine metres above sea level. Local organizations, including the District of Ucluelet, maintain that a major tsunami event has the potential to affect all lands less than twenty metres above sea level.

In response to the threat, the FBOTE wishes to relocate to an area of higher ground. A potential site should also be convenient to access, offer a certain amount of privacy, and contain enough space for a larger facility and future garden area.

Initially, this report was to gather background information and choose multiple sites for possible relocation, from which could be deduced the advantages and disadvantages of each. The report was meant to inform the Board of the FBOTE where the most suitable locations would be to meet their needs today and in the future.

Originally, four sites were chosen for closer examination on their suitability for the FBOTE. However, in the early hours of January 23, 2018, the region was awoken to tsunami warning sirens stemming from a major earthquake near Alaska. Thankfully, the tsunami warning was lifted without incident, but this spurred the Board into decisive action to pursue one location above the others: Tugwell Fields.

The Board appeared as a delegation before District Council to outline their intentions to relocate and to seek Council's support for the Tugwell Fields site they have chosen.

The Tugwell site, located just off Peninsula Road near the entrance to Ucluelet, is conveniently located, contains ample space for the FBOTE's needs, offers privacy, and is about 25-30 metres above sea level. In the event of a devastating tsunami, the site could act as a gathering place for individuals and families from the community and would contain enough food until supply lines could be restored.

Two separate surveys were created to disseminate to the public; one for food bank clients and one for general community input. It was decided, in the end, between the FBOTE Board and the author/researcher to distribute one survey – that for food bank users. It was determined that a general community survey, whether the outcomes were positive or negative, would not ultimately be useful in the overall exercise of this relocation report. However, the FBOTE Board may deem a community survey appropriate in the future. If it does occur, it will likely be distributed to the closest neighbours of Tugwell Fields.

The following report outlines background information on the FBOTE, the reasons for seeking relocation, characteristics of the chosen Tugwell Fields site, and details of the survey (including analyses of the responses). Finally, the report concludes with recommendations from the findings.

## 1.0 BACKGROUND INFORMATION

### 1.1 HISTORY OF THE FOOD BANK ON THE EDGE

The Food Bank on the Edge (FBOTE) has a short, but benevolent history. Seeing a need in the west coast Vancouver Island region to provide food and other goods to those in need, the food bank began operations nearly twenty years ago (FBOTE, 2016). This followed on the heels of an economic decline in Ucluelet in the 1990s.

Ucluelet has traditionally relied upon the primary industries of forestry, mining, and fishing. The mid-nineties, however, brought a steep decline in each of these industries, which is evidenced in the contraction of population figures from 1996-2006. During that period, Ucluelet observed more than one-tenth of its residents moving out of the community (District of Ucluelet, 2011).

Since the start of the food bank's two decades of operation, it has experienced a steady increase in the number of area residents requiring assistance. In the past few years alone, the food bank's records show a 10% rise in clients each year (FBOTE, 2016), making their mission ever more important.

### 1.2 FOOD BANK OPERATIONS

The FBOTE is run entirely by volunteers and receives no Provincial or Federal financial support. Funding sources are attributed to donations from individuals and businesses, municipal grants-in-aid, grants from other organizations, bottle returns, and from fundraising.

Events to drum up support and raise funds for the FBOTE are held throughout the year. A popular annual fundraising event is the Chowder Chowdown held in the spring. Other activities to finance or otherwise maintain operations include: raffles, food drives, and distributing bags to homes around Ucluelet for residents to fill with much needed food and supplies.

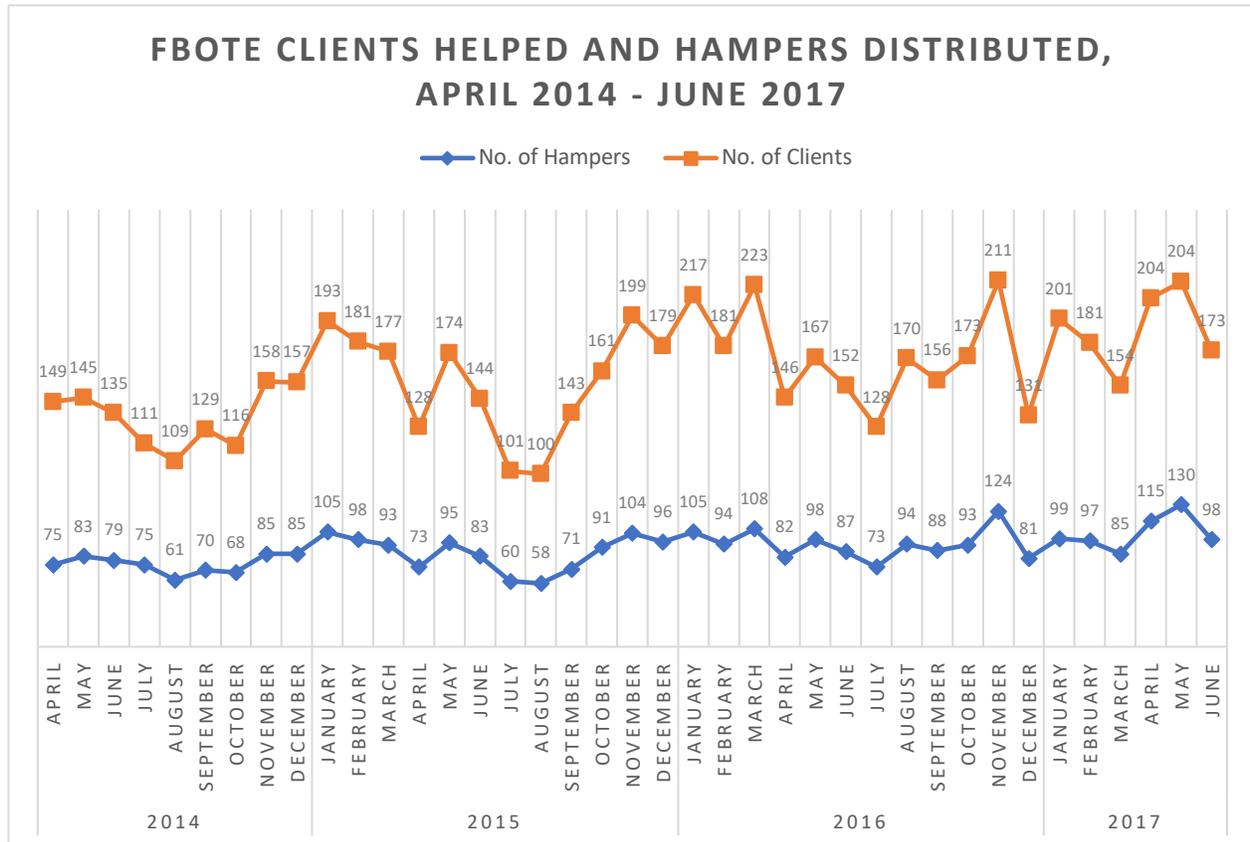
The food bank is open to the public each Tuesday. Those who cannot get to the food bank can arrange to have the food hampers delivered to them. Anyone can access the food bank's services—the only requirement is that they are residents of the area.

Clients are given a full hamper of food each month. Hampers provide well-balanced foods, including: vegetables, fruits, legumes, grains, bread, canned goods, dairy, eggs, small amounts of meat, flour, cake mixes, and coffee or tea. Should the client go through the hamper earlier than expected, they may obtain a 'top-up' hamper of fresh fruit, dairy, and bread to ensure they are covered at all times.

### 1.3 THE FOOD BANK ON THE EDGE IN NUMBERS

The FBOTE logs their monthly trends by the number of people helped, hampers given out, and total weight of the food given. They also detail the amount of food coming in from different sources (Co-op store, Loaves and Fishes, purchased, etc.) and the number of volunteer work hours for each month.

From April 2014 to June 2017, the food bank handed out over 100,000 lbs. of food to more than 6,000 clients. These extraordinary figures amount to an average of 2,600 lbs of food given to 160 people each month (*figure 1*).



**Figure 1. Number of food bank clients helped and hampers distributed by month from April 2014 to June 2017.**

As discussed in Section 1.1 (History), the number of area residents accessing food bank services has increased in recent years. The average number of clients helped each month in 2014 was 134. By 2017, that number increased to 186. In total, these figures represent a 28% rise in the number of clients requiring assistance since 2014.

#### 1.4 CURRENT LOCATION

The FBOTE is located adjacent to Seaplane Base Field and Recreation Hall along Seaplane Base Road. This area forms a small peninsula on the larger Ucluth Peninsula and juts into the Ucluelet Inlet. The food bank is surrounded on three sides by the ocean – Olsen Bay to the west, the inlet to the north, and the small craft harbour to the east.

Its current location (*figure 2*, next page) provides easy access to the rest of Ucluelet and the rest of the region via the main road into and out of town (Peninsula Road). All parts of Ucluelet can be accessed by car from the food bank in a mere few minutes, owing to the relatively small size of the community.

However, food bank clients living in outlying areas (Hitacu, Willowbrae, and farther afield) must travel a significant distance to access the food bank.

The FBOTE is the only food bank on the west coast of Vancouver Island. It is located in the Clayoquot Biosphere Reserve Region, which includes the communities of Ahousaht, Esowista, Ittatsoo (Hitacu), Refuge Cove (Hot Springs Cove), Macoah, Opitsaht, South Long Beach (Alberni-Clayoquot Regional District Electoral Area C), Tofino, and Ucluelet. Together these communities contain a population of over 5,000.

The FBOTE lies next to a gravel parking lot and open field used for recreation and local events. A well-used campground is situated on the opposite side of Seaplane Base Road. A boat ramp and small industrial area lie on the water's edge approximately 300 m north.

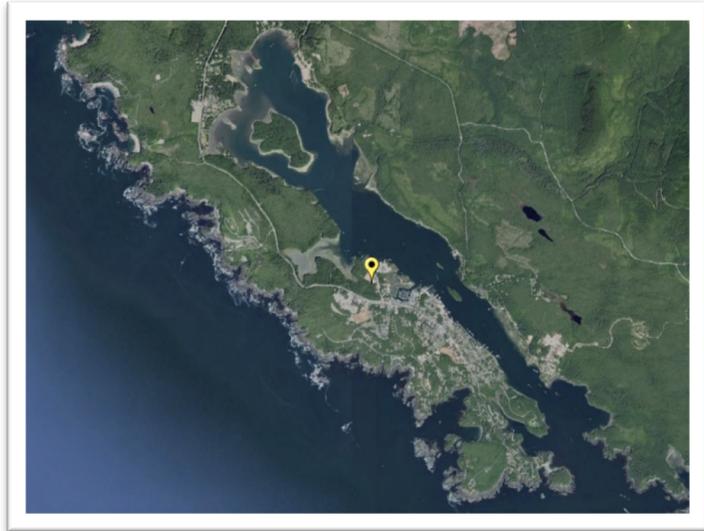


Figure 2. The food bank's location (denoted by a yellow marker) in Ucluelet. Peninsula Road (Ucluelet-Tofino Highway) is visible running along the spine of the Ucluth Peninsula. Map data: Google, Digital Globe.

## 2.0 WHY SEEK AN ALTERNATE FOOD BANK LOCATION?

### 2.1 CHARACTERISTICS OF THE CURRENT LOCATION

At just nine metres above sea level, the food bank is considered to be in the tsunami inundation zone (a swath of land hugging the coast up to 20 metres above sea level [figure 3]). At its nearest point, the ocean high tide mark lies about 150 metres west of the food bank in Olsen Bay. The land slopes gently from the ocean to the food bank.

Located on the inlet side of the Ucluth Peninsula, the food bank is sheltered from the impacts of the open ocean. However, a large tsunami event is likely to affect the entire coastal area – including the inlet – with potentially damaging waves. Although there is a significant amount of hearty

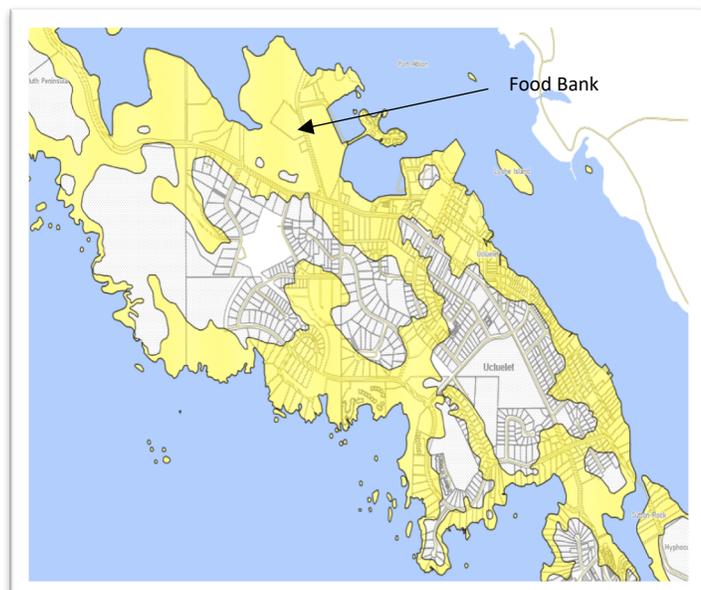


Figure 3. Ucluelet with the tsunami inundation zone shown in yellow.

vegetation between the water and the current food bank location, it likely will not provide full protection from a tsunami wave.

## 2.2 EARTHQUAKE AND TSUNAMI RISK

### 2.2.1 1700 EARTHQUAKE

The west coast of North America from Vancouver Island to northern California was pummeled by a large earthquake (estimated to be above magnitude 9.0 on the Richter scale) on January 27<sup>th</sup>, 1700 (Global News, January 23, 2018). Studies of sediments have recorded subsided marshes, huge landslides flowing into the ocean, and drowned forests dated to this event (Finkbeiner, 2015).

Many First Nations have stories that may originate with this event. Several people tell stories of a “life and death struggle” between the Thunderbird and the Whale, causing the mountains to quake and the seas to upwell (Finkbeiner, 2015). Elders tell of whole villages being decimated and archaeologists have reportedly found canoes lodged high on hilltops.

### 2.2.2 CASCADIA SUBDUCTION ZONE

Subduction zones are areas where two tectonic plates converge, with one plate moving beneath the other. In some areas of subduction zones, the plates become locked and no longer slip past each other. The result is the immense buildup of frictional stress and energy which, at intermittent intervals, releases abruptly causing ‘megathrust’ earthquakes and powerful tsunamis (Oceans Network Canada, 2012).

Subduction zone earthquakes, resulting from the sudden thrust of the plates moving past each other, are the strongest type of earthquake known. In fact, earthquakes above magnitude 8.5 only occur along subduction zones (Pacific Northwest Seismic Network, n.d.). Recent subduction zone earthquakes include the 2004 Indian Ocean earthquake (M9.1), the 2010 Chilean earthquake (M8.8), and the 2011 Tohoku earthquake in Japan (M9.0).

The Cascadia Subduction Zone stretches about 1,000 kilometres from offshore Cape Mendocino in northern California to the northern tip of Vancouver Island (Oceans Network Canada, 2012). The zone is the area of the Juan de Fuca Plate subsiding beneath the North American Plate.

The last megathrust earthquake along the Cascadia Subduction Zone occurred about 320 years ago. Geologic evidence suggests there have been seven similar events over the past 3,500 years, with an event interval between 400 and 600 years (Pacific Northwest Seismic Network, n.d.). Other estimates claim megathrust earthquakes occur in the region between 300 and 500 years (Oceans Network Canada, 2012).

### 2.2.3 EARTHQUAKE AND TSUNAMI POTENTIAL

Ucluelet is situated along the Pacific Ring of Fire – an area known for its lively seismic and volcanic activity. As a result, the west coast of Vancouver Island is littered with sites containing geological

evidence of large prehistoric tsunamis (figure 4). Sites from Port Renfrew to near Cape Scott show indications of damage from tsunamis in the relatively recent past.

Scientists from the Earth Sciences department at Simon Fraser University calculated a 12% probability of a major earthquake event to occur within the next 50 years (Clague et al., 2006). In such an event, a potentially devastating tsunami can be expected to inundate coastal areas, including Ucluelet. Additionally, a large earthquake has the potential of creating other destructive effects.

Bridges, docks, buildings, roads, and utility infrastructure all risk collapse or suffering heavy damage from a major earthquake and subsequent tsunami. Landslides from a major earthquake could also cut off the main supply line to the region (Highway 4).

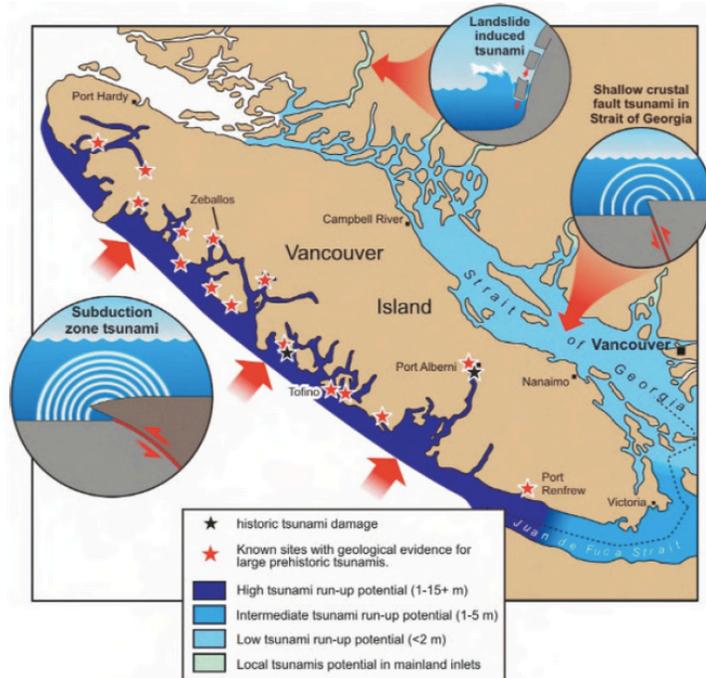


Figure 4. Historical tsunami events on Vancouver Island (Clague et al., 2006)

### 2.3 THE NEED TO PROTECT AND ENHANCE FOOD SECURITY

Food security is defined as people “having [available] and adequate access at all times to sufficient, safe, nutritious food to maintain a healthy and active life” (World Food Programme, 2018). While only a small minority of the population requires access to the food bank and other resources on a prolonged basis, the majority of residents in the Ucluelet area – regardless of income or employment status – may find themselves in a precarious position when the next ‘big one’ occurs. In other words, most people in the region may become ‘food insecure’ in a matter of seconds.

An important solution to this problem is to site the FBOTE in a more appropriate location away from the threat of damage from a natural disaster. In this way, the food bank can serve as an emergency cache of food and other supplies for the whole community. Many families and individuals do not store an adequate supply of necessities to provide them with sufficient nutrition for a few days. Even if they did, many households likely store their emergency food items at home, which may suffer significant damage in a tsunami.

### 2.3.1 CLAYOQUOT BIOSPHERE RESERVE REGION COMMUNITY FOOD SURVEY

In 2009, the Ucluelet Community Foods Initiative (UCFI) conducted a survey to gauge public interest in food security as well as to inventory community assets and explore the barriers to regional food security (UCFI, 2009).

The results of the survey can be used for general purposes, but some findings are especially helpful for this report:

- Around 15% of respondents sacrificed paying rent or utilities to buy food. Although food is available and usually accessible in the area, it is not affordable. (Food on the west coast costs roughly 8%-21% higher than in Port Alberni [Clayoquot Biosphere Trust, 2016], an hour to hour and a half drive away.)
- 60% of respondents would like to take advantage of a community greenhouse or garden plot.
- Many responded that a way to improve community nutrition was to improve the food bank.
- 10% said they used food assistance programs, such as the food bank.

### 2.3.2 CLAYOQUOT FOOD ACTION PLAN

A 2010 report compiled by UCFI in partnership with the Clayoquot Biosphere Trust, laid out the steps to increase regional food security. While there are five emergency food providers in the west coast region, only the FBOTE provides food for pick up and use at home. The other providers serve community lunches or provide vouchers for use at local grocery stores, but do not provide hampers for their clientele.

## 2.4 REQUIREMENTS OF AN ALTERNATE LOCATION

A suitable location for the FBOTE requires the following:

- serviced by sewer and electrical hookup
- accessible from a road
- able to house a 1,200 square foot facility with an adjacent covered unloading area of 10 feet by 10 feet
- area for bottle drop offs
- space for a future community garden to contain at least 10 garden beds, each measuring 8 feet by 4 feet
- Off-street parking for 10 cars

## 3.0 REPORT REALIGNMENT

In the early hours of January 23<sup>rd</sup>, 2018, a 7.9 magnitude earthquake struck southeast of Kodiak Island in the Gulf of Alaska. As a result, Ucluelet residents were awoken by the sound of tsunami sirens and calls to move to higher ground. Ultimately, the tsunami warning was cancelled without any measurable

impact on local waters. However, this event spurred the Board of the FBOTE into swift and decisive action to pursue one potential site above all others.

This report was initially to address a host of potential sites for relocation. Of those possible sites, one – Tugwell Fields – was chosen for its potential to meet the needs of the food bank. Board members appeared as a delegation at the February 13<sup>th</sup>, 2018 Council meeting to make Council aware of their intentions to relocate, as well as the potential of the Tugwell site to meet the FBOTE’s needs. Portions of this report and a delegation presentation script were supplied to Board members to present to Council, which are contained in Appendix 1. Council was receptive to the proposal and directed staff to assess the potential of the area to host the food bank.

The Board of the FBOTE has been in contact with the Director of Parks and Recreation, Abby Fortune, to move the project forward.

## 4.0 ALTERNATE LOCATION

### 4.1 BACKGROUND

Tugwell Fields is a park in the well-developed Ucluelet parks and trails network. At around 4 hectares (10 acres), Tugwell is one of the largest community parks in the system and was designed for multi-purpose uses, containing fields for baseball/softball and soccer. According to the Ucluelet Parks and Recreation Master Plan (2013), some discussion has occurred about siting a future clubhouse at Tugwell, which has the potential of containing space for a “muster station [in] case of an emergency” (p. 31).

### 4.2 CHARACTERISTICS OF TUGWELL FIELDS

Required Characteristic	Tugwell Meets Requirement?
Located at least 20 metres above sea level	Yes
Serviced by sewer and electrical hookup	No*
Accessible from a road	Yes
Able to house a 1,200 square foot facility and adjacent outdoor covered area	Yes
Space for a bottle drop off area	Yes
Space for a future community garden with 10 garden beds (4’x8’ each)	Yes
Off-street parking for 10 cars	Yes

\*While there are sewer mains and BC hydro street lighting on Forbes Road, sanitary sewer and electrical connections to the park itself is unlikely. Connecting utilities to a future food bank building will likely still be financially feasible, considering the short distance from the site to the mains/conduits near or under Forbes Road. Alternatives may be sought, however, including composting toilets, rain storage barrels for water supply, and small scale solar or wind power generation units.

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#### 4.2.1 MEETING THE FBOTE'S REQUIRED CHARACTERISTICS

Although the Tugwell site does not meet one required characteristic, it meets all other characteristics very well. All parts of Tugwell Fields are higher than 20 m above sea level. The proposed food bank location in the northwest portion of the park along Forbes Road is even higher at 28-30 m above sea level. The high elevation of the park is one reason that it has been designated by the District of Ucluelet as a community safe zone and muster point during emergency evacuations.

The proposed site (see figures below) is currently used as a storage area for gravel and other materials for parks and trails. Although this type of storage is important for regular park maintenance, its location in this spot is unnecessary. Materials storage can likely be shifted to other areas of the park, opening the space for the food bank and its future uses.

Although just a small portion of Tugwell Fields, the proposed site is still about 1,400 square metres (15,000 square feet), which is more than ample to accommodate a future food bank building, covered unloading area, bottle drop off area, and community garden beds. Moreover, located directly next to the proposed site lies an off-street parking area for around 60 vehicles.

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#### 4.2.2 IMAGES OF THE PROPOSED SITE



Figure 5. The proposed site off Forbes Road at Tugwell Fields.



Figure 6. Entrance to the proposed site from the off-street parking area.



Figure 7. Off-street parking area off Forbes Road.



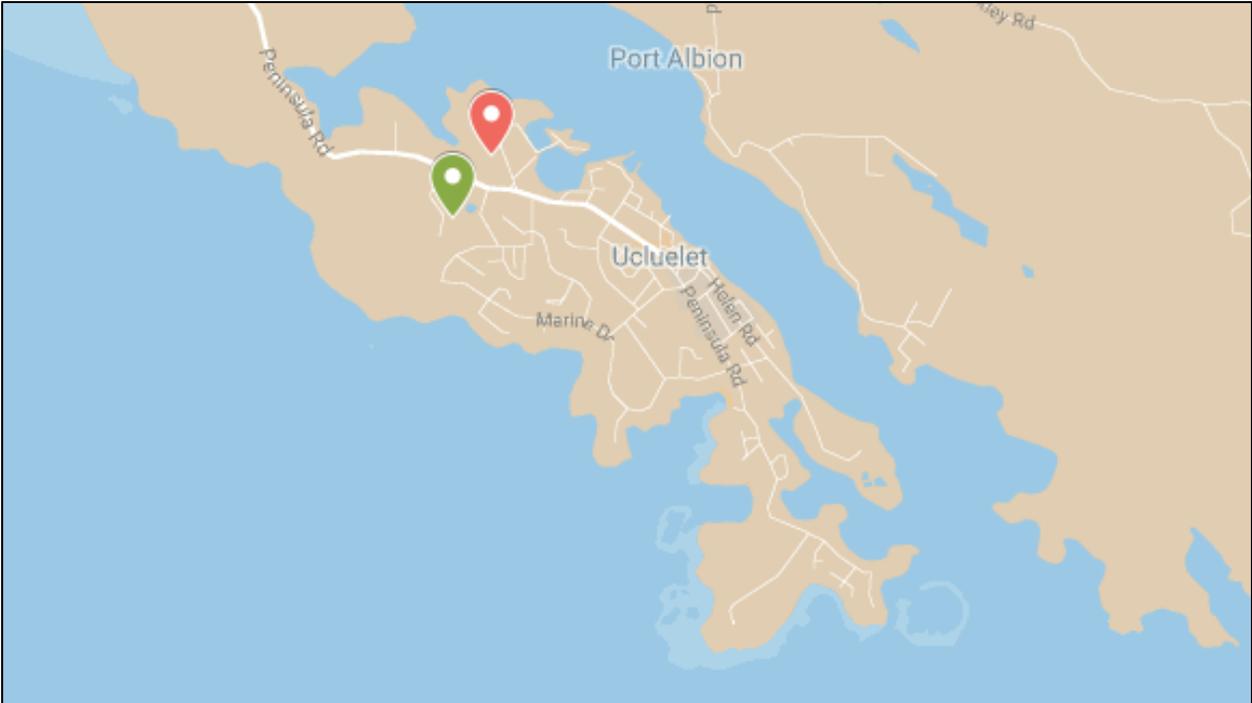
Figure 8. A future food bank and garden would not impact the existing ball field areas.

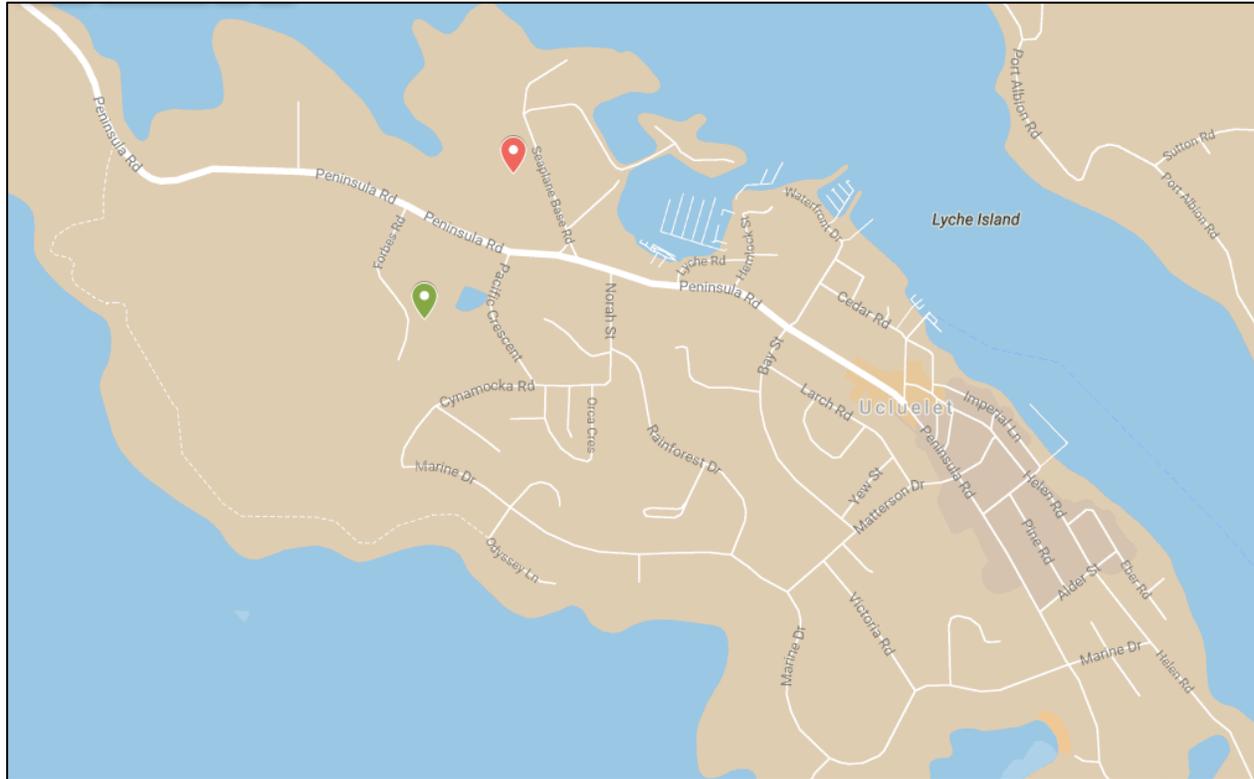


Figure 9. Although an unclear image, the outlined area shows the amount of space at the proposed site (adapted from Google, DigitalGlobe, IMTCAN). Note: the 193 m figure is perimeter, not area.



Figure 10. Zoomed-out aerial image showing the proposed location within Tugwell Park (adapted from Google, DigitalGlobe, IMTCAN).





Figures 11 (previous page) and 12. Maps showing the existing food bank location (red marker) and the proposed site for relocation (green marker) (Adapted from Google, 2018).

#### 4.3 TUGWELL FIELDS' ZONING DESIGNATION

The existing food bank location and Seaplane Base recreation hall fall under the P-1 – Public Institutional zoning designation of Zoning Bylaw No. 1160. This zone permits the following uses (notice that 'food bank' is not specifically stated):

- School
- Public administration and utility
- Public assembly
- Community care facility
- Outdoor recreation
- Park

In Zoning Bylaw No. 1160, Tugwell Fields falls under a 'comprehensive development' zone, specifically CD-1 Zone – Eco-Industrial Park. Comprehensive development zones are often created out of large parcels of land where the intended uses do not match with existing zoning designations, or in order to gain special features for the community through development negotiations. Tugwell Fields was created as a parkland dedication during the development of the Forbes Road area.

In the park itself, the following land uses are permitted as a principle use:

- Park
- Public assembly

'Public assembly' is defined in the zoning bylaw as

*...the use of land, buildings or structures for primarily non-commercial exhibits, special events, or meetings and includes an auditorium, place of worship, museum, community centres, fraternal lodge, youth centre or senior citizens complex, specifically excluding commercial entertainment and commercial recreation. (District of Ucluelet Zoning Bylaw No. 1160, 2013, pg. 18).*

Food banks are not currently defined or specifically permitted in the bylaw, but may be generally interpreted as a non-commercial public use. If this is the case, a rezoning and public hearing process may not be required prior to relocation, as food banks may be considered under the definition of 'public assembly.' However, another possible interpretation is that 'food bank' may fall under the definition of 'public administration and utility,' which is defined as

*...the use of land, buildings or structures for non-commercial management of public resources and provision of public services to the community, and includes parks, hospitals, cemetery, community centres, emergency services, libraries, museums, law courts and the municipal hall. (District of Ucluelet Zoning Bylaw No. 1160, 2013, pg. 18).*

An excerpt of relevant sections of the zoning bylaw is attached in Appendix 2.

A personal communication between the author and John Towgood, Planner I at the District of Ucluelet, clarified that the food bank would most likely be permitted under Tugwell Fields' current zoning designation.

## 5.0 SURVEYS

One requirement of this report was to collect pertinent information and opinions from food bank users and the community at large on relocation. Two separate surveys were created to disseminate to the public; one for food bank clients and one for general community input. It was decided in the end between the FBOTE Board and the author to distribute one survey – that for food bank users. It was determined that a general community survey, whether the outcomes were positive or negative, would not ultimately be useful in the overall exercise of this relocation report. However, the FBOTE Board may deem a community survey appropriate in the future. If it does occur, it will likely be distributed to the closest neighbours of Tugwell Fields and not the entire community.

### 5.1 FOOD BANK CLIENT SURVEY

As well as seeking input on relocation, the survey sought to collect other information that may be useful to the food bank in the future. This included, for instance, questions on the distance people travel to get to the food bank, which modes of transportation they use, the characteristics of the food bank that they

like / dislike, and how often they receive food bank support. Appendix 3 contains the client survey form that was used.

## 5.2 SURVEY RESULTS

### 5.2.1 NUMBER OF RESPONSES

A total of 77 food bank clients filled out the survey. The survey was distributed over three dates in March 2018 (March 6<sup>th</sup>, 13<sup>th</sup>, and 27<sup>th</sup>). Generally, a food bank volunteer was tasked with asking the questions and filling in the answers for the clients. This was to avoid potentially embarrassing the client if their ability to read and write was limited.

### 5.2.2 CLIENT RESPONSES

Below are the questions that were asked of the food bank clients followed by their multiple-choice responses. Some of the questions contained multiple responses and some questions went unanswered, which is why the number of responses do not always match the number of clients surveyed.

<b>Question 1. Do you currently live/stay in Ucluelet?</b>				
Yes		No		
42		34		
<b>Question 2. If the answer was 'no,' about how far do you travel to get to the food bank?</b>				
10-20 kilometres		20-30 kilometres		More than 30 kilometres
12		3		28
<b>Question 3. How do you usually get to the food bank?</b>				
Walk	Bike	Drive	Get a ride	Other
9	1	35	36	4 – hitchhike/boat
<b>Question 4. What do you like most about the food bank's current location?</b>				
Convenient and easy to get to	Privacy – not on a major road	Plenty of parking		Other
56	16	29		5 – awesome/great customer service
<b>Question 5. What do you not like about the food bank's current location?</b>				
Difficult to access without a car	Too far from me	Not private enough; too visible from the road		Other
8	8	3		8 – small/crowded
<b>Question 6. "The perfect location for a new food bank will be..."</b>				
Centrally-located / easy to access	Private	Easy to see from the road	Close to other stores/services	Other
46	9	8	7	19 – higher ground/anywhere/more space
<b>Question 7. How often do you visit the food bank?</b>				
More than once a month	Every month	A couple times a year		Other
7	48	9		11 – bimonthly/4x a year

The survey also asked an eighth question, which contained a map of potential locations and requested clients give their opinion on the most suitable location for them. This question essentially became

obsolete following the FBOTE Board's decision to pursue one location – Tugwell Fields. Still, of those that responded to this question, a large majority stated that the Forbes Road area (or higher ground more generally) was a good fit for them.

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### 5.2.3 ANALYSIS OF CLIENT RESPONSES

Question 1. Do you currently live/stay in Ucluelet?

A slight majority of respondents (55%) stated they are living or staying in Ucluelet. However, several respondents who answered 'yes' to this question also stated in question 2 that they traveled 10-20 kilometres to get to the food bank. It appears some of those living or staying in areas near Ucluelet, such as Hitacu and Willowbrae, consider themselves Ucluelet residents although they live outside the official municipal boundaries.

Somewhat surprisingly, is the proportion of food bank clients who do not live in Ucluelet. Forty-five percent of respondents live or stay elsewhere, which may be explained by the FBOTE being the only food bank in the west coast Vancouver Island region.

Question 2. If the answer was 'no,' about how far do you travel to get to the food bank?

Of those living outside of Ucluelet, 65% travel more than 30 kilometres to reach the food bank, suggesting a large number of clients coming from Tofino, located around 40 kilometres away.

Question 3. How do you usually get to the food bank?

Seeing as though there is no public transportation in the area, a majority of clients get a ride (42%) or drive (41%) to the food bank, which conveys the importance of an adequate amount of off-street parking for clients. This question also may provide incentive for the FBOTE to explore the future potential of a mobile food bank van or truck that may travel to other locations, such as Tofino to accommodate the dispersed population.

Question 4. What do you like most about the food bank's current location?

Although many clients live a significant distance from the food bank, a majority (53%) claimed the best characteristic of the current location is its convenient siting. This may have to do with the location near the entrance to the main town area, just off Peninsula Road. This question is very relevant to the choice of Tugwell Fields as the best area for relocation. Forbes Road and Tugwell Fields are similarly located near the entrance of the main town area off of Peninsula Road.

A significant proportion of clients (27%) reported that plentiful parking was an attribute they liked most about the current location.

Question 5. What do you not like about the food bank's current location?

Most respondents chose to skip this question, with some qualifying it with a written answer stating their overall satisfaction with the current location. However, of those that did respond to this question, a similar proportion selected that it was difficult to access without a car, too far from them, or the facilities are too small and crowded.

Question 6. “The perfect location for a new food bank will be...”

Fifty-two percent of respondents chose the answer “centrally-located/easy to access.” Since the proposed location at Tugwell Fields is similarly situated as the current location, but at a higher elevation and on the opposite side of Peninsula Road, it would be a suitable site for the purposes of this survey.

Several clients wrote in their own responses stating that the perfect location would be on higher ground or have more space.

Question 7. How often do you visit the food bank?

A majority of survey respondents (65%) access the food bank’s services each month and 10% visit more than once a month, returning during the same month for top-ups. About 25% of respondents visit the food bank less frequently than each month, with many coming every other month or every few months.

## 6.0 RECOMMENDATIONS AND CONCLUSION

Considering the threats posed by large earthquakes and high tsunami run-up potential on the west coast of Vancouver Island, it is strongly recommended to relocate the FBOTE to an area of higher elevation (over 20 metres above sea level). Although the possibility of a large tsunami is relatively low in the near future, these events are highly unpredictable, and the region contains historical evidence of devastating tsunami wave events.

The Board of the FBOTE has selected Tugwell Fields as a suitable site for relocation due to its high elevation (approximately 25-30 metres above sea level); adequate space for a new facility and future garden area; strategic location near Peninsula Road, yet still with a sense of privacy for food bank clients; and its plentiful off-street parking. Furthermore, the park is municipally-owned and administered, which could translate to significant cost savings for the FBOTE versus buying privately-held lands.

Tugwell Fields matches the criteria established by the FBOTE very well, although connecting to utilities such as BC Hydro, municipal water, and sanitary sewer may prove costly. The cost of connecting may run into the range of \$10,000-\$20,000 depending on a number of factors.

There is potential to partner with the District of Ucluelet on a shared facility. It has been established that the District has been contemplating a clubhouse or other facility at Tugwell Fields. Forging a partnership between the FBOTE and the District will likely benefit both parties and provide opportunities for cost-sharing.

The FBOTE currently holds a lease for a portion of the lands at Seaplane Base Road. It is recommended to engage the District of Ucluelet on the possibility of transferring the lease from its existing area to a portion of Tugwell Fields. Of course, the terms of the lease agreement may have to be changed to suit the Tugwell Fields area or a new lease agreement may have to be drafted.

Communications with the Ucluelet Planning Department have clarified that a food bank land use should be acceptable under Tugwell Fields' existing zoning designation, which outlines 'park' and 'public assembly' as permitted uses. It is not expected that the FBOTE will require rezoning the portion of the park they wish to lease.

The survey of food bank clients has revealed generous support for relocating the FBOTE to higher ground in the Forbes Road area. The proposed location at Tugwell Fields is just 1 kilometre from the current location, so it is not expected to inconvenience food bank users, most of whom drive or get a ride to the food bank.

Finally, it is recommended to explore funding opportunities and grants for community-based initiatives, such as the Aviva Community Fund, which annually provides millions of dollars to charitable community organizations across Canada. Other possibilities for grant sources include, but are not limited to, the Epicure Foundation, which provides funding for food security initiatives, and Community Gaming Grants (BC).

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**APPENDIX 1 – FEBRUARY 13<sup>TH</sup>, 2018 COUNCIL DELEGATION PRESENTATION AND MINUTES****DELEGATION PRESENTATION TO DISTRICT OF UCLUELET COUNCIL – FEBRUARY 13, 2018**

Good evening Your Worship and esteemed members of the Council. Our names are [state names]. We are Board Members with the Food Bank on the Edge, and tonight we seek to generate discussion with Council and support on the future relocation of the food bank.

In its nearly 20 years of operation, the food bank has offered an essential service to the community. On average, nearly 200 area residents are provided with vital food assistance each month. We have observed a rise in the number of people accessing the food bank in the past few years, making our mission ever more important.

Tonight, however, we wish to present a different matter. Less than one month ago, the community awoke to sirens and calls to move to higher ground. Fortunately, the tsunami warning came to pass without issue, but the event solidified the food bank's intention to seek a more appropriate location.

At just 9 metres above sea level, the food bank stands to lose everything in the event of a major earthquake and tsunami. Our goal is to relocate the food bank to higher ground, not only to continue regular operations, but also to act as an emergency food provider for the entire community in the event of a natural disaster.

That being said, we have two points for consideration:

1. We understand that Council has been in discussion with RCMP, Fire, Ambulance, and other essential service stakeholders for a multi-use site. **We would like to formally request the food bank's inclusion in these discussions as an essential service provider.**
2. We have identified Tugwell Fields as having great potential for relocating the food bank. The District has listed the park as one of the Community Safe Zones for residents and visitors to gather in a tsunami due to its elevation and space for assembling. We believe this, and other criteria make this site naturally suited for the food bank. A future food bank building could potentially be multi-functional with food bank uses as well as park facilities like storage rooms, washrooms, and showers. Furthermore, since the food bank operates only on Tuesdays, there would be no conflict with typical park uses. **We, therefore, seek Council's support in the Food Bank on the Edge pursuing Tugwell Fields as a viable site for relocation.**

**FEBRUARY 13<sup>TH</sup>, 2018 COUNCIL MEETING MINUTES (EXCERPT)**

7.2 Delegations

Cris Martin, Food Bank on the Edge

Re: Relocation of the Food Bank Building

- Presented on the future plans to relocate the food bank to higher ground with the goal of being an emergency food provider to the entire community in the event of a disaster.
- A feasibility study examining alternate locations is in progress. The group will report back to Council when the study is complete.
- Two requests were made of Council: 1) Consider the need for a new Food Bank location in any discussions involving a new building for essential services (e.g. Fire, Ambulance, RCMP); and, 2) That the District consider Tugwell Field as a possible location for the new food bank building.

## APPENDIX 2 – DISTRICT OF UCLUELET ZONING BYLAW NO. 1160, 2013 (EXCERPTS)

### 103 DEFINITIONS

“Park” means land for public use or intended for primarily non-commercial, outdoor recreational purposes, and included archeological, historical or natural sites;

“Public Administration & Utility” means the use of land, buildings or structures for non-commercial management of public resources and provision of public services to the community, and includes parks, hospitals, cemetery, community centres, emergency services, libraries, museums, law courts and the municipal hall;

“Public Assembly” means the use of land, buildings or structures for primarily non-commercial exhibits, special events, or meetings and includes an auditorium, place of worship, museum, community centres, fraternal lodge, youth centre or senior citizens complex, specifically excluding commercial entertainment and commercial recreation;

#### P-1 Zone – PUBLIC INSTITUTIONAL (zoning of Seaplane Base Park)

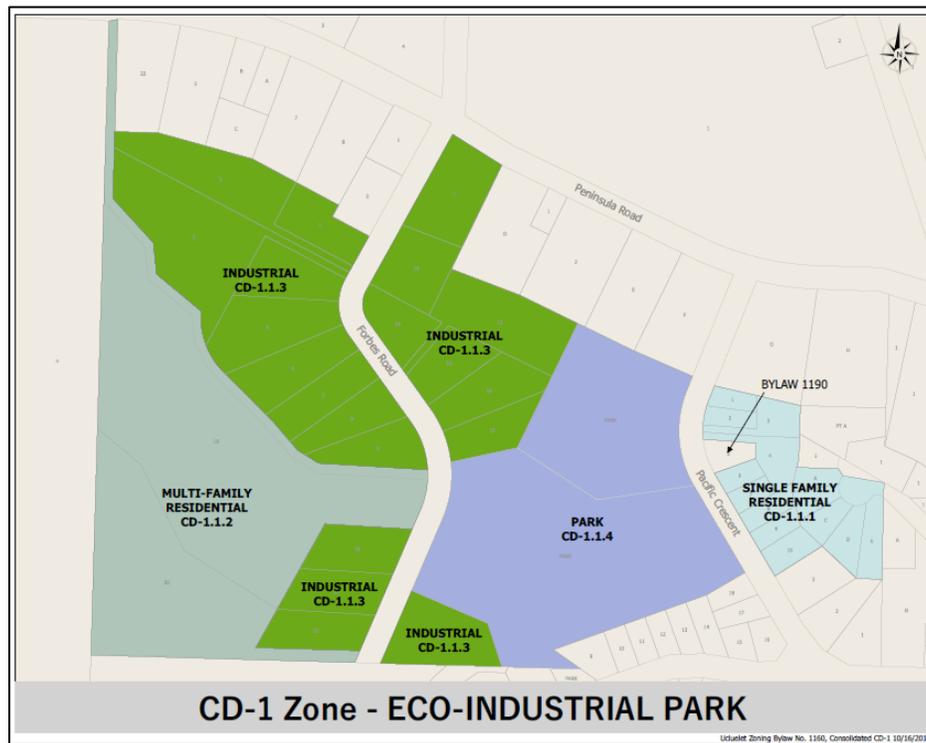
*This Institutional Zone is intended for the governmental, administrative, educational, recreational, cultural and related uses which serve the District and its residents.*

#### P-1.1 Permitted Uses:

P-1.1.1 The following uses are permitted, with no secondary permitted uses:

- (1) Principal:
  - (a) School
  - (b) Public Administration & Utility
  - (c) Public Assembly
  - (d) Community Care Facility
  - (e) Outdoor Recreation
  - (f) Park

## CD-1 Zone – ECO-INDUSTRIAL PARK (zoning of Tugwell Fields)



## Permitted Uses:

CD-1.1.4 The following uses are permitted in the area of the CD-1 Zone Plan labeled “Park”, but secondary permitted uses are only permitted in conjunction with a principal permitted use:

- (1) Principal
  - (a) Park
  - (b) Public Assembly
- (2) Secondary
  - (a) Outdoor Recreation

## APPENDIX 3 – CLIENT SURVEY FORM



## CLIENT SURVEY

## BACKGROUND

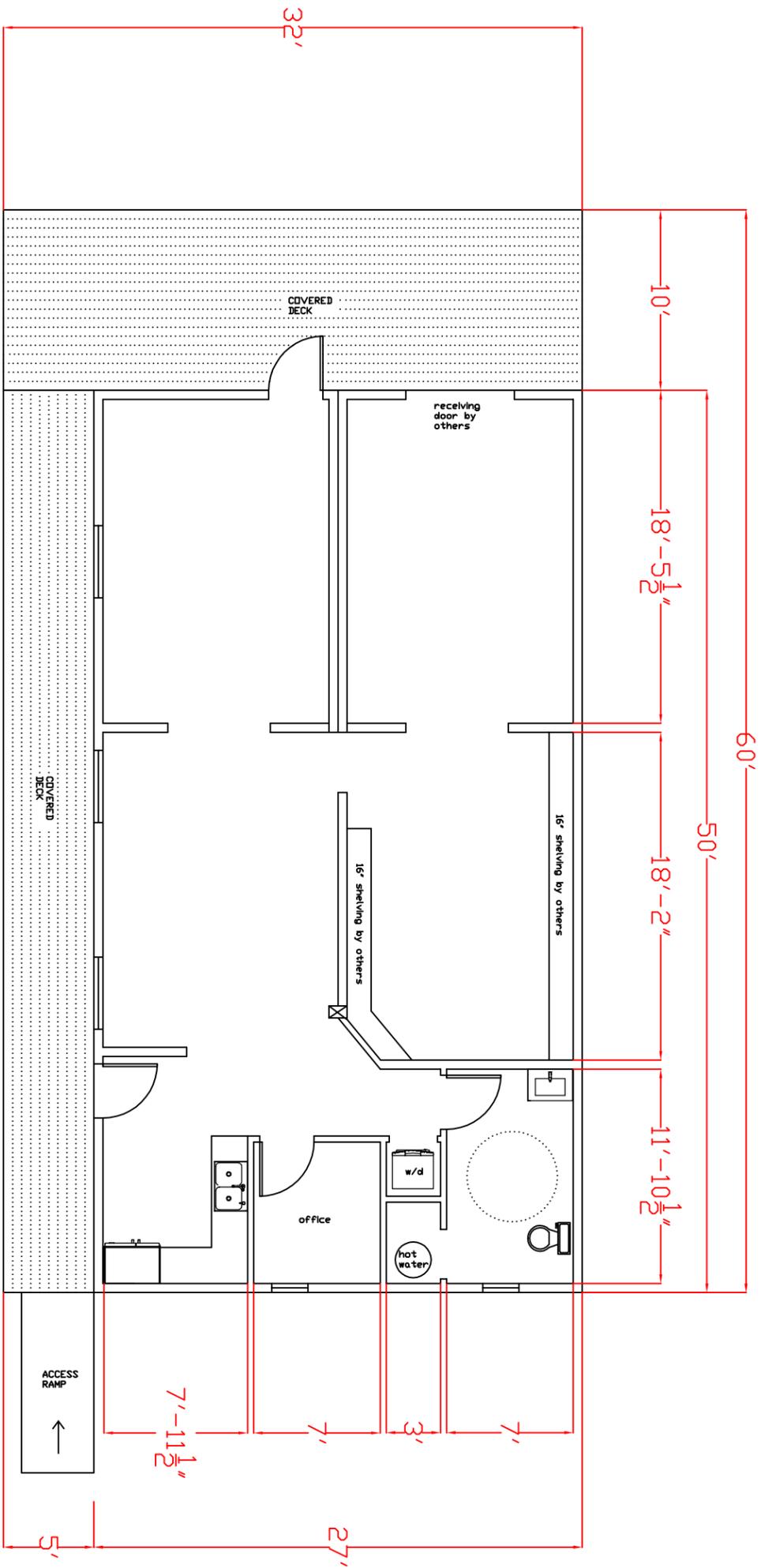
The Food Bank on the Edge is thinking about moving to a new location in the future. The food bank's current location is about 9 metres above sea level. The District of Ucluelet and other west coast organizations say that all areas less than 20 metres above sea level are at risk of serious damage if a major tsunami occurs. New locations that the food bank is considering will be on higher ground to protect its supplies of food and other items, so it can continue to operate and act as an emergency food supply for the entire community.

- |   |   |
|---|---|
| <p>1. Do you currently live/stay in Ucluelet?</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p>2. If the answer was 'no', about how far do you travel to get to the food bank?</p> <p><input type="checkbox"/> 10-20 kilometres</p> <p><input type="checkbox"/> 20-30 kilometres</p> <p><input type="checkbox"/> more than 30 kilometres</p> <p>3. How do you usually get to the food bank?</p> <p><input type="checkbox"/> Walk</p> <p><input type="checkbox"/> Bike</p> <p><input type="checkbox"/> Drive</p> <p><input type="checkbox"/> Get a ride</p> <p><input type="checkbox"/> Other: _____</p> <p>4. What do you like most about the food bank's current location?</p> <p><input type="checkbox"/> Convenient and easy to get to</p> <p><input type="checkbox"/> Privacy – not on a major road</p> <p><input type="checkbox"/> Plenty of parking</p> <p><input type="checkbox"/> Other: _____</p> <p>_____</p> <p>_____</p> | <p>5. What do you <b>not like</b> about the food bank's current location?</p> <p><input type="checkbox"/> Difficult to access without a car</p> <p><input type="checkbox"/> Too far from me</p> <p><input type="checkbox"/> Not private enough; too visible from the road</p> <p><input type="checkbox"/> Other: _____</p> <p>_____</p> <p>_____</p> <p>6. "The perfect location for a new food bank will be" ... (check all that apply)</p> <p><input type="checkbox"/> Centrally-located/easy to access</p> <p><input type="checkbox"/> Private</p> <p><input type="checkbox"/> Easy to see from the road</p> <p><input type="checkbox"/> Close to other stores/services that I use</p> <p><input type="checkbox"/> Other: _____</p> <p>_____</p> <p>_____</p> <p>7. How often do you visit the food bank?</p> <p><input type="checkbox"/> More than once a month</p> <p><input type="checkbox"/> Every month</p> <p><input type="checkbox"/> A couple times a year</p> <p><input type="checkbox"/> Other: _____</p> <p>_____</p> |
|---|---|





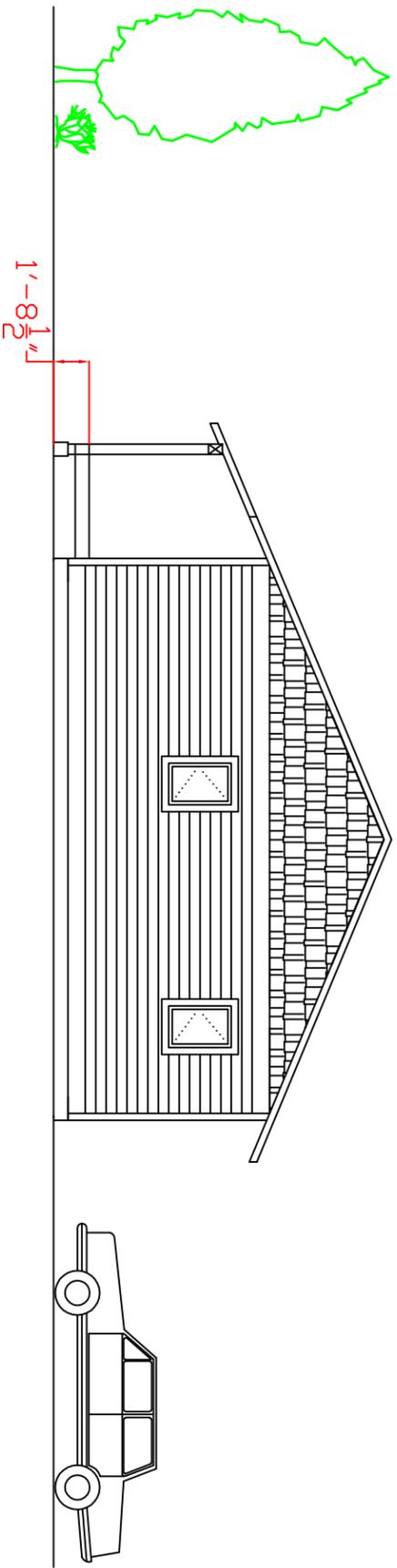




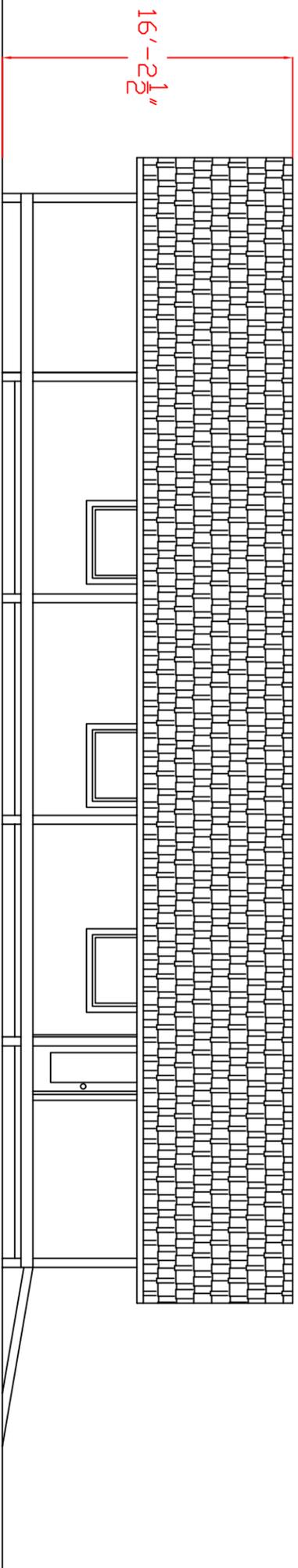
MAIN FLOOR  
 1350sqft + LIVING  
 570sqft + DECK

	<p>           FOOD            BANK            PROPOSAL         </p> <p>           ukee, bc         </p>	<p>FLOOR PLAN</p>	<p>DRAWN BY: MB</p>	<p>DATE: Jan 23, 2023</p>	<p>SCALE: 1/8" = 1'</p>	<p>1 OF 3</p>
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SIDE ELEVATION



FRONT ELEVATION



FOOD  
BANK  
PROPOSAL

ukée, bc

FLOOR PLAN

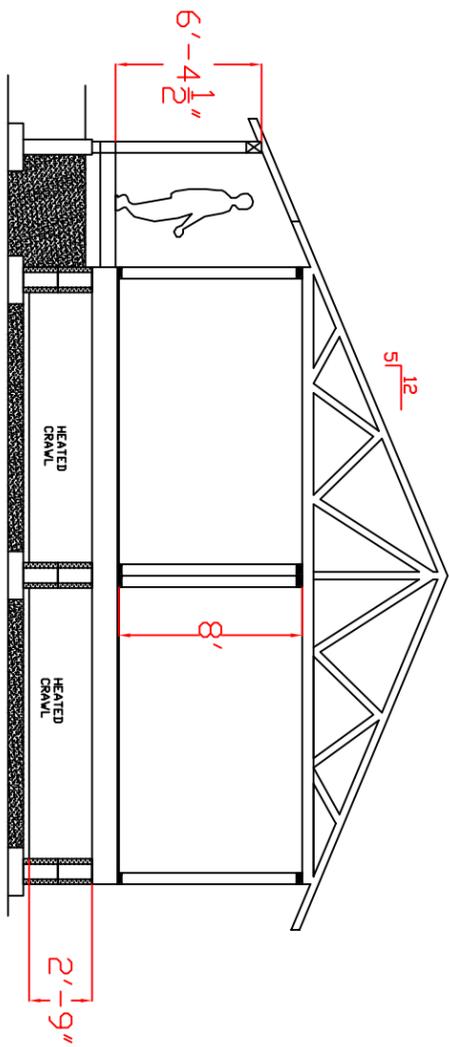
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SCALE: 1/8" = 1'

2 OF 3





FOOD  
BANK  
PROPOSAL

ukeep, bc

SECTION

DRAWN BY: MB

DATE: Jan 23, 2023

SCALE: 1/8" = 1'

3 OF 3