

New Brighton Dock Facility Feasibility Study

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INTERIM REPORT

Prepared for:



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Contents

Project Background	- 3 -
Scope of Work	- 3 -
Executive Summary	- 3 -
Strategic Plan Alignment	- 5 -
Background Information.....	- 5 -
New Brighton Dock	- 5 -
New Brighton Barge Ramp	- 6 -
Stewardship Options	- 6 -
1. SCRD Maintains Current Non-Involvement	- 7 -
2. SCRD Assumes Ownership and/or Operational Role and Tenure.....	- 7 -
3. SCRD Facilitated Third-Party Ownership and/or Operational Role	- 7 -
Operating Cost and Capital Needs.....	- 8 -
New Brighton Dock – Operating and Capital Costs	- 8 -
New Brighton Barge Ramp – Operating and Capital Costs	- 8 -
New Brighton Dock Revenue Opportunities.....	- 9 -
Operational Feasibility.....	- 10 -
Legal and Regulatory Considerations	- 10 -
Cultural and Archaeological Considerations.....	- 11 -
Environmental Considerations	- 11 -
Community and Stakeholder Impact.....	- 11 -
Service Level Considerations	- 11 -
Service Establishment Options	- 12 -
Option 1 a: Expand the Existing SCRD Ports Service (Current Apportionment)	- 12 -
Option 1 b: Expand the Existing SCRD Ports Service (Amended Apportionment).....	- 13 -
Option 2: Create a New Service Area for the West Side of Gambier Island in Area F	- 13 -
Cost Estimate	- 14 -
Public Participation.....	- 15 -
Attachment A: Existing SCRD Ports Services – Cost Structure and Capital Context	- 16 -
Attachment B: New Brighton Dock West Side Gambier Map.....	- 18 -

Project Background

The Sunshine Coast Regional District (SCRD) Board has been actively advocating for the Province of British Columbia to assume responsibility for the New Brighton dock. The Board continues to maintain its position that the Province is the most appropriate authority to oversee the dock's ownership and operations.

Over the summer of 2024, the SCRD Board passed a resolution that included the following key directives:

- Reaffirming that the Province of BC remains the appropriate authority to maintain jurisdiction over the New Brighton dock.
- Directing staff to conduct a feasibility study to explore potential options for the dock's ownership and operations, including financial and operational implications.

In October 2024, Pacific Coastal Consulting was engaged by the SCRD to undertake a feasibility study.

Scope of Work

The scope of work is as follows:

- Reviewing financial implications of ownership and operation.
- Identifying key stakeholders and supporting discussions around roles and responsibilities.
- Exploring tenure arrangements and potential funding sources, including taxation, grants, and partnerships.
- Evaluating ownership models, service level options, and their impacts on the community.
- Supporting community engagement to understand public interest and capacity.
- Outlining service establishment options and associated cost implications.
- Providing interim and final reporting to inform decision-making.

Executive Summary

The New Brighton Dock Facility Feasibility Study was undertaken at the direction of the SCRD Board to explore potential ownership and operational models for the New Brighton Dock and adjacent barge ramp on Gambier Island.

The dock and ramp are important transportation assets that support residents, emergency services, and the delivery of goods to southwest Gambier Island. While the dock is currently managed by Nch'kay Development Corporation under the Skwxwú7mesh Úxwumixw (Squamish Nation), the adjacent ramp is not actively managed by any party. Neither asset has a signed tenure in place with the province. Nch'kay has indicated interest in divesting the dock on the condition that ongoing operations, public access and use continue in perpetuity. This interim report provides a high-level assessment of infrastructure condition, cost implications, governance models, and potential service delivery approaches to inform decision-making.

The SCRD may consider assuming responsibility for the dock, the ramp, both, or neither, depending on community input, financial feasibility, and alignment with regional priorities.

A detailed engineering assessment of the dock completed in 2023 confirmed it to be in serviceable condition, with \$159,000 in immediate repair needs. Long-term capital expenditures are estimated at \$100,000 annually, and full replacement is estimated at \$4.5 million. Annual operating costs, including maintenance, insurance, and administration, are projected at \$160,000.

The barge ramp has not undergone a formal condition assessment. Based on comparable infrastructure, replacement is estimated at \$1.0 million, with annual operating costs of \$75,000. Combined, annual operating costs for both facilities are estimated at \$235,000.

All financial figures presented in this report are high-level estimates intended to support preliminary analysis and comparison of options. These figures are subject to change as further information becomes available. Potential revenue sources—such as moorage fees, BC Ferries surcharges, and government contributions—are being explored but are not included in current cost estimates due to their uncertainty.

The study outlines three stewardship options:

1. **Maintain Current Non-Involvement** – Maintains the SCRD’s long-standing position that the Province should assume responsibility for this regional transportation asset, avoiding local financial obligations but creating ongoing uncertainty regarding public access, service continuity, and infrastructure oversight.
2. **SCRD Assumes Ownership and Tenure and/or Operational Role** – Provides local control over long-term planning and operations but introduces significant cost and administrative responsibility.
3. **Facilitated Third-Party Ownership** – Provides support to transfer the ownership and/or tenure to a third party such as a community association, nonprofit entity, or potentially BC Ferries—with the SCRD playing a facilitative role through administrative, advocacy, or limited financial support. While this approach could help maintain public access without direct local government ownership, it presents challenges related to long-term capacity, liability, and regulatory compliance. In the case of BC Ferries, while the organization has not expressed interest in owning or operating the dock, they have indicated a willingness to explore fee-for-use agreements, consistent with arrangements at other docks used for ancillary community access.

If the SCRD were to assume stewardship, three service options are identified:

- 1 (a). **Expand the Existing SCRD Ports Service (Current Apportionment)** – Distributes costs across a broader tax base and aligns with the existing regional funding model.
- 1 (b). **Expand the Existing SCRD Ports Service (Amended Apportionment)** – Same as option 1 (a) but with an amendment to the apportionment between member areas.
2. **Create a Service Area for the West Side of Gambier Island** – Focuses funding responsibility on island residents with access to the dock, resulting in the highest individual tax impacts and raising equity concerns (see Attachment B: New Brighton Dock West Side Gambier Map).

Estimated costs per \$100,000 of assessed residential value:

Cost Component	Existing Ports Service	West Gambier Island Local Service Area
Annual Costs		
Current Ports Service 345	\$8.17	\$8.17
Ongoing Dock Cost	\$2.59	\$113.66
Ongoing Ramp Cost	\$0.75	\$32.79

Immediate One-Time Costs		
Immediate Dock Repairs	\$1.58	\$69.51
Capital Replacement		
Dock Replacement	\$44.77	\$1,967.14
Ramp Replacement	\$9.95	\$437.14
Total Estimated Ongoing Cost	\$11.51	\$154.62
Total Estimated One Time Cost	\$56.30	\$2,473.79

A public participation process—including community conversations and online consultation through the Let’s Talk platform—will inform the next phase of the study. Feedback from residents and stakeholders on areas such as service levels and funding models will help shape final recommendations to the SCRD Board.

While the SCRD continues to advocate for provincial oversight of the dock, this feasibility study presents alternatives to ensure the long-term sustainability, accessibility, and equity of marine infrastructure for the Gambier Island community.

Strategic Plan Alignment

Taking on ownership or operational responsibility for the New Brighton Dock is not identified as a strategic priority within the SCRD’s 2023–2027 Strategic Plan. While the facility plays a key role in supporting access for residents and service providers on southwest Gambier Island, it falls outside the current scope of Board-identified strategic priorities.

As the SCRD continues to advance its strategic goals, careful consideration will be required to ensure that new undertakings—particularly those with long-term financial and operational implications—do not detract from planned priorities or existing service commitments.

Background Information

New Brighton Dock

The New Brighton Dock serves as the primary transportation hub for the southwest Gambier Island community. The facility consists of a 110-meter drive-on pier structure with three attached floats, providing a well-protected and weather-resilient docking location. The dock is an essential, year-round service that supports transportation to work, school, medical appointments, emergency services, and essential supply deliveries for approximately 150 full-time residents and numerous seasonal residents across 360 dwellings¹.

New Brighton is the only dock on Gambier Island that is part of BC Ferries’ Route 13. The Stormaway passenger ferry makes up to ten trips per day, facilitating roughly 35,000 person trips annually. The dock is also used by Canada Post, BC Hydro, and other government agencies for essential services such as mail delivery and electrical infrastructure maintenance. It provides vital access for emergency responders and is a primary point for deliveries of goods and services to the island.

In 2023, a Ports Condition Assessment was completed by Herold Engineering, providing a detailed review of the dock's condition, including structural load ratings and a 10-year maintenance forecast. The dock was found to be in serviceable condition overall, though several priority repairs were identified—most notably the replacement of two failed mooring chains and a section of damaged handrail, both considered urgent. The assessment also provided cost estimates and highlighted areas where the facility does not meet current safety or best management practice standards. Further detailed engineering work is recommended to support long-term capital planning.

Constructed in the early 1900s, the dock was owned by the federal government until 2013, when Transport Canada transferred ownership to the Skwxwú7mesh Úxwumixw (Squamish Nation) as part of a divestiture of non-core assets. Since then, the dock has been managed by Nch'Kay Development Corporation, the Nation's economic development arm. The Nation has expressed interest in selling the dock to a public or private entity due to liability and the high cost of operation.

The dock is located within Provincial Water Lot 5087 and accessed by a MOTT-maintained roadway, with parking situated on two sections of MOTT right-of-way. Applications for water lot licenses for the dock and ramp were submitted in 2020/2021 by NS New Brighton Dock Ltd. (Nch'Kay Development Corporation), but these remain unsigned, meaning they currently have no formal tenure. This lack of tenure poses risks for service interruptions, liability, and regulatory non-compliance.

New Brighton Barge Ramp

Adjacent to the dock is the New Brighton Barge Ramp, which was constructed in 1999 by the Ministry of Transportation and Transit (MOTT) to improve public marine access and located within Provincial Water Lot 7960. The ramp includes a foreshore barge landing, small boat access ramp, lock-block retaining walls, and compensatory habitat rock placement. Originally intended to support small boat access, the ramp has now aged significantly, and concerns have been reported regarding its structural integrity and long-term viability.

Unlike the dock, the ramp has not been subject to a formal condition assessment. Reports suggest issues such as settlement of the lock blocks, gaps forming along the driving surface, and missing or deteriorated timber components. However, without a formal assessment, the extent of deterioration and any associated safety or cost implications remain uncertain.

As with the dock, the ramp remains untenured. Ownership of the ramp has not been formally established, and no entity currently holds responsibility for its maintenance, insurance, or regulatory compliance. This presents potential risks related to liability and interruptions in public access. While parking and roadway access are provided via MOTT infrastructure, the absence of a formal license means continued operation of the ramp cannot be guaranteed. The precise property boundaries in the area have not been confirmed by survey, contributing to ongoing uncertainty regarding tenure and access. A legal survey should be completed prior to any further decisions or investments related to the ramp.

Public consultation conducted by the Province in relation to the license application highlighted several community concerns. Residents strongly support continued public access to the ramp and have expressed a desire for improved maintenance and oversight. Some have questioned whether the dock and ramp should be managed together or separately, while others have proposed partnerships with BC Ferries or private stakeholders to ensure long-term operational sustainability.

Stewardship Options

The New Brighton Dock and the adjacent barge ramp are distinct assets that, while co-located and often used in conjunction, are both used by the public and serve different purposes. Future decisions must consider whether to pursue ownership or responsibility for one, both, or neither of these facilities. These decisions are complex and carry long-term implications for funding, service delivery, and community access.

The New Brighton Dock is owned by the Nation, which holds official responsibility for its maintenance, insurance, and regulatory compliance. In contrast, the adjacent barge ramp has no formal tenure in place and is not currently maintained or managed by any entity. Four broad potential ownership options are outlined below.

1. SCRD Maintains Current Non-Involvement

Under this option, the SCRD would continue to refrain from pursuing ownership, tenure, or operational responsibility for the New Brighton Dock or the adjacent barge ramp. This position aligns with the SCRD Board's long-standing advocacy for the Province of British Columbia to assume oversight of this critical piece of public infrastructure.

The New Brighton Dock is a key component of the region's transportation network, serving as an essential access point for ferry service, emergency response, postal delivery, public utilities, and the movement of people and goods to and from Gambier Island. These functions reflect provincial responsibilities related to transportation infrastructure and the delivery of essential services in remote and marine-access communities.

While maintaining non-involvement avoids direct financial and administrative obligations for the SCRD, it also reinforces the principle that core transportation infrastructure—particularly where it supports BC Ferries operations and other provincial mandates—should be addressed at the provincial level.

If no other agency steps forward, there remains a risk that public access could be compromised, resulting in service interruptions or infrastructure decline. However, by maintaining its position and engaging constructively with the Province and BC Ferries, the SCRD can continue to advocate for a governance model that reflects the dock's regional significance and aligns with the broader public interest.

2. SCRD Assumes Ownership and/or Operational Role and Tenure

This option involves the SCRD pursuing formal ownership (or other form of transfer of operational responsibility, e.g. lease) of the dock and/or the ramp by entering into tenure agreements with the Province and entering into a transfer agreement with Nch'kay Development Corporation to transfer ownership of the dock. Assuming ownership would provide the SCRD with control over long-term planning, public access, and capital investment. However, it would also require significant commitments in terms of funding.

To proceed with this model, the SCRD would need to establish a new service or expand an existing one (such as the Ports Service Function) to include the New Brighton facilities. This would require a clearly defined service area, appropriate requisition limits, and public engagement. Under the *Local Government Act*, electoral approval either through an Alternative Approval Process (AAP) or Assent Vote (referendum) would be required before the service could be established or amended. The SCRD would also be responsible for managing insurance, regulatory compliance, maintenance, and asset replacement over time.

This model would allow the SCRD to preserve public access, respond directly to community needs, and integrate the dock and/or ramp into broader regional infrastructure planning. However, it must be weighed carefully against existing strategic priorities and available resources.

3. SCRD Facilitated Third-Party Ownership and/or Operational Role

In this scenario, ownership or operational responsibility would be assumed by a local organization or group, with the SCRD playing a supportive and indirect role. Support could include grant application assistance, limited funding contributions, or service agreements to share responsibilities.

One pathway under this model involves local or community ownership. While the Gambier Island Community Association has indicated that it does not currently have the capacity to take on ownership or operations, there remains the potential for local residents to organize and form a new group or partnership to do so. This model would allow for community-level governance and direct responsiveness to local needs, but it presents significant regulatory and financial challenges.

The existing tenure, if signed, can only be directly transferred to the SCRD; a community organization would need to apply for a new tenure agreement, which could take several years and can restrict how moorage fees are charged. Zoning under the W2(a) designation limits permitted structures to public wharves. The long-term success of this option would depend on the establishment of a stable governance model and reliable funding sources.

Another potential variation of this model involved BC Ferries assuming a more formal role. While BC Ferries has not expressed interest in owning or leasing the dock, they have indicated a willingness to explore a fee-for-use agreement for the New Brighton Dock, similar to arrangements in place for other facilities. This approach would acknowledge the dock's role in supporting Route 13 ferry service without requiring BC Ferries to assume ownership or long-term operational responsibility.

While BC Ferries has not expressed interest in owning or leasing the dock at this time, their engagement in discussions with the Ministry of Transportation and Transit (MOTT) suggests a recognition of the dock's importance within the broader transportation network. Should this model be pursued, it would be beneficial to convene further discussions including BC Ferries and MOTT representatives to explore potential terms, contractual considerations, and alignment with provincial priorities.

While this overall model offers a way to maintain public access without the SCRD taking on full ownership, it introduces complexities related to tenure, liability, capacity, and financial stability. Careful evaluation and further discussions with prospective partners would be required to determine feasibility.

Operating Cost and Capital Needs

New Brighton Dock – Operating and Capital Costs

The ongoing management and maintenance of the New Brighton Dock represents a substantial financial commitment. Current estimates place annual operating costs—including insurance, routine maintenance, and administrative oversight—at approximately \$160,000. This figure includes the equivalent of 0.3 full-time staff allocated to administrative functions.

These estimates are informed in part by the 2023 Ports Condition Assessment prepared by Herold Engineering, which identified approximately \$159,000 in immediate repair needs and projected long-term capital expenditures of \$100,000 per year, with costs increasing in future years. The estimated full replacement cost in 2025 dollars of the New Brighton Dock is approximately \$4.5 million. This estimate is highly uncertain and is derived from the average of projected replacement costs for other Sunshine Coast Regional District (SCRD) dock facilities, which range from approximately \$3.1 million to \$5.8 million. These figures have been adjusted for the relative size of the New Brighton Dock and inflationary factors, but should be considered indicative only, given the variability among comparable facilities. These amounts exclude any transfers to reserve for the eventual replacement of the dock.

Annual operating expenses have been informed separately, based on input from Nch'kay, actual expenses for other SCRD docks, and internal estimates. These reflect best-available assumptions for routine maintenance, utilities, administration, and other ongoing costs.

It is important to note that the 2023 condition assessment is now two years old, and there is limited information available regarding any repairs or maintenance that may have occurred in the interim. As a result, the current condition of the asset—and the extent of any deferred maintenance—remains uncertain. A comprehensive, up-to-date condition assessment is recommended to support accurate financial planning and informed decision-making regarding the future of the facility.

New Brighton Barge Ramp – Operating and Capital Costs

The New Brighton Barge Ramp presents additional financial considerations; however, detailed technical information regarding its condition is currently unavailable. Unlike the dock, the ramp has not undergone a formal

engineering assessment, and no official reports exist to confirm its structural state or maintenance history. It is also unknown whether any maintenance or repairs have been conducted since the ramp was originally constructed. This lack of information contributes to significant uncertainty regarding the potential scope and cost of future repair or replacement needs.

The estimated annual operating and maintenance cost of \$75,000 is based on comparable infrastructure managed by another local government and is used here as a proxy due to the absence of site-specific data. Preliminary replacement cost estimates suggest that a full reconstruction could be in the range of \$1 million or more, depending on site conditions, materials, and regulatory requirements.

While no formal inspections have been conducted, there have been general reports from members of the public indicating concerns such as surface deterioration, settlement of the lock blocks, and the possible loss or degradation of structural components. These accounts have not been independently verified and should be treated as anecdotal in nature.

Given the limited information available and the absence of a condition assessment, the cost estimates presented here carry a high degree of uncertainty. A professional engineering review will be essential to accurately determine the ramp's condition, confirm required upgrades, and inform any future ownership or investment decisions.

New Brighton Dock Revenue Opportunities

To offset costs, revenue opportunities such as docking and moorage fees, boat ramp use permits, contributions from BC Ferries, and federal or provincial grants must be explored. At present, the dock is free to use, which contributes to its accessibility but also means no revenue is generated to support maintenance or operations.

The feasibility of charging moorage fees is subject to zoning regulations, land use bylaws, and tenure agreement conditions. Islands Trust is responsible for the zoning on Gambier Island. The New Brighton Dock falls within the W2(a) zoning designation, which permits temporary moorage, non-commercial overnight moorage, and commercial overnight moorage only when directly serving Gambier Island. Long-term moorage, as currently occurring at the dock, is not explicitly permitted or prohibited under this zoning. Additionally, any implementation of moorage fees must comply with the Community and Institutional Land Use Nominal Rent Tenure (NRT) agreement, which allows cost recovery but prohibits generating a profit. Further, the existing Ports Bylaw No. 518 limits moorage to 24 hours. SCRD Bylaw Enforcement is responsible for ensuring compliance with these regulations; however, the existing bylaw includes no fines or penalties for infractions, and effective enforcement—particularly on the islands—is not feasible given current bylaw enforcement resources. If the SCRD were to assume ownership, it is expected that costs would exceed revenue and require long-term subsidization from local taxpayers.

Charging for moorage or ramp use permits presents additional challenges, particularly in administration and enforcement. A wharfinger would need to be on-site to manage payments, oversee usage, and ensure compliance. Alternatively, an online payment system could be implemented, but this would require monitoring to confirm that users have paid, which may involve periodic on-site checks and enforcement measures. Without proper oversight, unauthorized use or non-payment could become an issue, making fee collection unreliable. Further, rates would need to be established by bylaw, whether applicable for New Brighton dock only or the entire Ports service.

One potential solution could be developing a contract with a local resident or community organization to assist with monitoring and administration. A partnership with a trusted local entity could help provide a presence at the dock while keeping operational costs lower. However, this approach would require clear guidelines, defined responsibilities, and possibly some form of compensation or incentive to ensure consistency and accountability in dock management.

Implementing moorage fees can provide a stable revenue source to offset operating costs and support the long-term sustainability of the dock. By structuring rates based on actual usage, those who benefit most from the facility contribute proportionally to its maintenance.

With two attached floats offering approximately 22 small boat berths, moorage rates can be designed to reflect seasonality, vessel size, and length of stay. Higher fees during peak seasons help manage demand and maximize revenue, while lower off-season rates encourage usage when traffic is lighter. Larger vessels, which place greater strain on infrastructure, can be charged accordingly, and long-term moorage options can incentivize efficient dock usage.

Comparable government-managed docks in British Columbia charge short-term moorage fees ranging from \$0.50 to \$4.00 per foot per day, with long-term rates between \$5.00 and \$12.00 per foot monthly or up to \$150.00 per foot annually. Peak-season surcharges of 20-50% are common, while discounts may be available for annual or quarterly commitments. At present, the floats accommodate approximately 22 small boats and are used heavily by full-time residents who rely on them for daily commuting, as well as by on-island workers such as builders, electricians, and plumbers who pick up materials for local projects. While the primary use is by locals, transient boaters occasionally make use of the facility.

Depending on the rates set and whether any discounts are applied for monthly or long-term users, potential revenue could vary significantly. A tiered or seasonal pricing model could further influence the amount collected. However, implementing a fee system would also create an administrative burden, including billing, monitoring, and customer service, which would reduce net revenue.

Further, to help offset the costs of maintaining and operating the dock, a per-person surcharge could be implemented by BC Ferries, provided they are willing and able to do so. With approximately 35,000 person trips per year, even a modest fee could generate significant revenue to support dock infrastructure and related expenses.

The dock is a vital piece of highway infrastructure supporting essential services such as mail delivery, electrical maintenance, emergency response, and supply transportation. It is regularly used by government agencies, including Canada Post and BC Hydro, highlighting its critical role in public service delivery. To ensure its maintenance and long-term sustainability, the Provincial Government should be consulted regarding the provision of ongoing funding as part of the region's essential transportation network.

Operational Feasibility

Staff anticipate that the assumption of ownership and operation of the New Brighton Dock and barge ramp would require an additional 0.3 full-time equivalent (FTE) to support ongoing administrative and operational responsibilities.

Operational challenges are expected to be comparable to those encountered at other facilities within the Ports Service. These include ensuring safe and reliable access for both commercial and public users, responding to weather-related impacts, and managing competing uses. Regulatory compliance and oversight obligations are anticipated to align with existing requirements across the Ports Service, including adherence to Transport Canada regulations, environmental standards, and applicable provincial and federal legislation.

Legal and Regulatory Considerations

The provincial tenure for the New Brighton Dock and boat ramp are currently unsigned, and it remains uncertain if or when it will be finalized by the Nch'kay Development Corporation. While the agreement is structured to allow for a relatively straightforward transfer to the SCRD if executed, this uncertainty highlights the importance of a cautious and informed approach to evaluating potential ownership.

Legal and regulatory considerations for this facility are expected to align with those governing all docks operated under the SCRD's Ports Service. As with other SCRD docks, the facility is also subject to Transport Canada regulations, requiring ongoing compliance with maritime safety and environmental standards.

Moorage zoning must also be considered, as the SCRD is responsible for enforcing land use and moorage restrictions through Bylaw Enforcement. Further legal considerations include liability coverage, insurance requirements, and the management of risks related to public access, infrastructure maintenance, and emergency use. A robust risk management strategy will be critical to ensuring the long-term sustainability and regulatory compliance of the facility.

Cultural and Archaeological Considerations

The New Brighton Dock Facility and surrounding area may hold cultural and archaeological significance for the Skwxwú7mesh Uxwumixw (Squamish Nation). Any future modifications, maintenance, or redevelopment of the facility should be conducted with appropriate consultation and oversight to ensure that culturally significant sites are identified and protected. This may require archaeological impact assessments and engagement with Indigenous leadership to develop mitigation strategies if necessary. As with all docks, adhering to provincial and federal guidelines will be critical to maintaining respectful and legal compliance in any development efforts.

Environmental Considerations

Environmental factors play a critical role in the dock's long-term viability. Rising sea levels and increased storm activity pose risks to the structure, necessitating climate adaptation measures. Additionally, environmental regulations governing foreshore protection and marine ecosystems must be adhered to in any future upgrades or modifications.

Community and Stakeholder Impact

The New Brighton Dock is a vital asset for residents, businesses, and emergency services, playing a key role in community accessibility and mobility. Any changes to its management or ownership will have significant implications. The provincial stakeholder consultation demonstrated strong public support for maintaining the dock as a public facility, with many advocating for continued SCRD involvement.

To ensure ongoing community input, a formal public engagement strategy is essential. Feedback gathered through community consultations will be carefully considered and incorporated into the final report.

Service Level Considerations

The SCRD may operate the New Brighton Dock at either a standard (as-is) or reduced service level, depending on available resources and long-term priorities.

At the as-is service level, the dock structure would be maintained in its current form, with all floats in place, full moorage capacity. Further, the dock would receive regular maintenance comparable to other SCRD docks. This supports a wide range of public and commercial uses and provides consistent access, including for emergency services.

Under a reduced service level, several cost-saving measures could be considered. These include removing one or more of the three floats—recognizing that only two are currently used for mooring—which would lower maintenance costs but limit moorage availability. Other options include converting the dock or ramp to seasonal use, modifying infrastructure, restricting moorage duration, or limiting access to local or emergency use only. Such changes could present accessibility challenges and impact overall user satisfaction. Over the long term, replacing

infrastructure with simpler, more cost-effective alternatives may also help manage capital and maintenance expenses. Aligning the service level with that of other SCRD-operated docks would also support regional consistency in infrastructure standards, cost management, and user expectations.

Service Component	Standard Service (As-Is)	Reduced Service Level
Dock Infrastructure	Three floats maintained	One or more floats removed
Moorage Capacity	Multiple vessels; accommodates recreation and commercial use; long term moorage	Limited moorage; restricted vessel access, recreation and commercial use at reduced level
Public Access	Full and consistent access	Access limited due to reduced tie-up space
Maintenance Schedule	Routine and preventative	Routine and preventative
User Expectations	Comparable to other SCRD docks; high public satisfaction	Lower expectations; potential user frustration or limited use
Risk & Liability	Risk mitigated through proactive maintenance and infrastructure	Higher risk due to limited infrastructure and potential overcrowding

Service Establishment Options

If the SCRD assumes responsibility for the New Brighton Dock and/or barge ramp, it must either be integrated into the existing Ports Service or established as a new service. This process can take up to two years before the service is fully in place and operational. For further detail on the existing SCRD Ports Service, including service participants, cost apportionment, requisition limits, and capital replacement values, refer to Attachment A.

Both options require approval from the affected community, the SCRD Board, and the Province. Once all approvals are secured, a financial plan must be developed to support the service's implementation and ongoing operation.

While multiple options exist for funding the facility, three have been highlighted below.

Option 1 a: Expand the Existing SCRD Ports Service (Current Apportionment)

In 2000, the SCRD assumed responsibility for the maintenance and operation of nine docks previously managed by the Federal Government. This service is funded through a shared model supported by Electoral Areas B (Halfmoon Bay 21%), D (Roberts Creek 17%), E (Elphinstone 12%), and F (West Howe Sound 50%). Under this existing framework, the SCRD dock service could be expanded to include the New Brighton Dock. This would require expanding the service area and increasing the tax requisition limit, subject to an electoral approval process.

Advantages:

- **Consistent with Existing Funding Model:** Aligns with the established funding structure for SCRD Ports Services, ensuring continuity in dock management.
- **Fair Cost Distribution:** Spreads costs across a broader tax base, reducing the financial burden on any single community.
- **Supports a Regional Public Asset:** Since residents from across the region may use the dock, shared funding ensures equitable contributions.
- **Economic and Tax Benefits:** Helps maintain property values and associated tax revenue on Gambier Island, benefiting the broader tax base.

Considerations:

- **Tax Impact:** Property owners in the four electoral areas would see a tax increase, even if they do not personally use the New Brighton Dock.

- **Moorage:** Current moorage practices do not align with the 24-hour limitation in for the existing ports service
- **Regulatory Alignment:** The New Brighton Dock would need to comply with the SCRD Ports Regulation Bylaw. A review and update of the regulation bylaw may be required.

Option 1 b: Expand the Existing SCRD Ports Service (Amended Apportionment)

This is the same approach as option 1 a. but assumes a review of the apportionment.

Advantages:

- **Closer alignment of costs and benefits:** Adjusting the apportionments allows that funding contributions more closely match the geographic areas that directly benefit from the dock.

Considerations:

- **Requires additional analysis and engagement:** A thorough review of the apportionment model would involve further technical work and stakeholder consultation to ensure the revised approach is both equitable and defensible.
- **May prompt broader review of regional cost sharing:** Revisiting the ports service apportionment could lead to broader consideration of cost-sharing arrangements across other regional services.

Option 2: Create a New Service Area for the West Side of Gambier Island in Area F

This option would further limit the funding base by creating a service area exclusively for the West Side of Gambier Island. While only west side island residents would be taxed for the dock's operation and maintenance, some property owners with private docks or alternative access may contribute despite not relying on the facility.

Advantages:

- **Costs are concentrated among the West island's residents:** Those who most directly benefit would contribute.
- **Most localized control:** While decisions would still require approval by the full SCRD Board, this model allows for stronger input from the local director and community. Dock management and future decisions would be more closely guided by island-specific needs and priorities, helping to support a governance approach that reflects the local context within the broader regional framework.

Considerations:

- **Inconsistent with existing SCRD dock funding models:** Other SCRD docks are supported regionally, and this approach would create an exception.
- **Sets a challenging precedent:** Moving away from regional cost-sharing could complicate funding for future infrastructure projects.
- **Highest tax burden per resident:** With a very small tax base, individual contributions would be significantly higher, making affordability a concern.
- **Not all island residents benefit equally:** Some property owners may rarely or never use the dock but would still be required to pay.

The SCRD will need to evaluate these funding options based on feasibility, public input, and long-term financial sustainability.

Cost Estimate

Cost estimates for the New Brighton Dock are based on the 2023 condition assessment conducted by Herold Engineering and comparable SCRD infrastructure data. However, given the uncertainty around the actual cost of assuming the asset and the lack of clarity regarding any work completed since 2023, these figures should be treated as preliminary. An updated, comprehensive engineering review is recommended to confirm the current condition of the dock and support more accurate capital planning.

No formal assessment has been completed for the New Brighton Barge Ramp. As such, cost estimates for the ramp are based on comparable infrastructure and anecdotal reports and carry a high degree of uncertainty. A professional evaluation is strongly recommended before any decisions are made regarding future ownership or investment.

Potential offsetting revenue sources—such as moorage fees, a BC Ferries user surcharge, or government contributions—have not been factored into the current estimates. If secured, these sources could help reduce the overall cost to taxpayers.

Estimated costs per \$100,000 of residential assessed value are outlined below.

Cost Component	Existing Ports Service	West Gambier Island Local Service Area
Annual Costs		
Current Ports Service 345	\$8.17	\$8.17
Ongoing Dock Cost	\$2.59	\$113.66
Ongoing Ramp Cost	\$0.75	\$32.79
Immediate One-Time Costs		
Immediate Dock Repairs*	\$1.58	\$69.51
Capital Replacement		
Dock Replacement**	\$44.77	\$1,967.14
Ramp Replacement**	\$9.95	\$437.14
Total Estimated Ongoing Cost	\$11.51	\$154.62
Total Estimated One Time Cost	\$56.30	\$2,473.79

**This amount represents a one-time cost for outstanding maintenance and capital works*

*** This amount represents an estimated total replacement cost. Asset replacement may be financed over up to 30 years through debt payments, with costs further offset by prior reserve contributions.*

For 2025 the current Ports Service excluding New Brighton dock is estimated at \$8.17 per \$100,000 assessed.

The replacement of the New Brighton Dock and Ramp can be funded through annual reserve contributions or long-term debt financing over 30 years. Reserve contributions spread costs gradually but require long-term planning and both assets may require replacements in the next 10-15 years. Debt financing reduces immediate costs by spreading payments over time. A hybrid approach combining both options should be considered, potentially beginning after the completion of the outstanding capital works.

Public Participation

Ensuring meaningful community input is important to help inform decisions regarding the future management and ownership of the New Brighton Dock Facility. Given the dock's important role in transportation, emergency access, and local economic activity, it is important that residents can provide input and contribute to the decision-making process.

The next step in this feasibility study is to gather community input. A public participation strategy will be developed to facilitate opportunities for the community to weigh in on the future of the dock and ramp, service levels, service establishment options and taxation impacts. These community conversations would be scheduled to begin in the fall.

Following the public participation, a summary report will be prepared to capture the feedback received, highlight key community priorities, and outline the community's preferred direction for the New Brighton dock and ramp. This summary along with the final Feasibility Study report will be brought forward to the Board in late Q3.

Attachment A: Existing SCRD Ports Services – Cost Structure and Capital Context

Overview of the Ports Services

The Sunshine Coast Regional District (SCRD) established the Ports Local Service in 2000, following a successful referendum. The service is responsible for the operation and maintenance of nine public docks, including:

- Hopkins Landing – Area F
- Halfmoon Bay – Area B
- Vaucroft (Thormanby Island) – Area B
- Gambier Harbour (Gambier Island) – Area F
- Port Graves (Gambier Island) – Area F
- Halkett Bay (Gambier Island) – Area F
- Keats Landing (Keats Island) – Area F
- Eastbourne (Keats Island) – Area F
- West Bay (Gambier Island) – Area F

The Town of Gibsons was removed from the service area in 2013 via Bylaw No. 1038.1.

There are limited user fees for Ports Services; most operating and capital costs are funded through taxation and other non-user revenue sources. The apportionment of costs is established through Bylaw No. 1038.2, based on fixed ratios across four electoral areas:

Electoral Area	Apportionment Ratio
Area B – Halfmoon Bay	21%
Area D – Roberts Creek	17%
Area E – Elphinstone	12%
Area F – West Howe Sound	50%

2025 Approved Budget for the Ports Services

The 2025 approved budget includes a total taxation requisition of \$821,534, apportioned as follows:

Electoral Area	Apportionment Ratio	2025 Requisition	2025 Impact per \$100K Assessed
Area B – Halfmoon Bay	21%	\$172,522	\$5.71
Area D – Roberts Creek	17%	\$139,661	\$6.22
Area E – Elphinstone	12%	\$98,584	\$5.50
Area F – West Howe Sound	50%	\$410,767	\$13.77
Total	100%	\$821,534	

These amounts reflect property tax funding only, with no fees or grants offsetting operational costs in the 2025 plan.

Ports Services Requisition Limit

The Ports Service is funded through taxation under SCRD Bylaw No. 1038, which sets a maximum requisition limit of \$0.150 per \$1,000 of assessed value. In 2025, this allows for a maximum requisition of \$1,359,783. With an

approved requisition of \$821,534, there remains capacity of approximately \$538,000 to accommodate additional costs—such as the potential inclusion of a new dock—without requiring an amendment to the bylaw.

Capital Context and Dock Replacement Costs

As part of long-range asset management, SCRD maintains estimates for the replacement of each dock in the Ports Service. These replacement values reflect condition assessments, engineering reports, and inflation indexing up to 2023. Summary replacement values are as follows:

Dock	2023 Replacement Value
Port Graves	\$4,515,463
Vaucroft	\$1,494,168
Eastbourne	\$1,214,011
West Bay	\$3,164,120
Gambier Harbour	\$3,061,579
Halkett Bay	\$1,860,385
Keats Landing	\$4,008,252
Halfmoon Bay	\$3,735,420
Hopkins Landing	\$2,299,847
Total Estimated Replacement Value	\$25,353,000

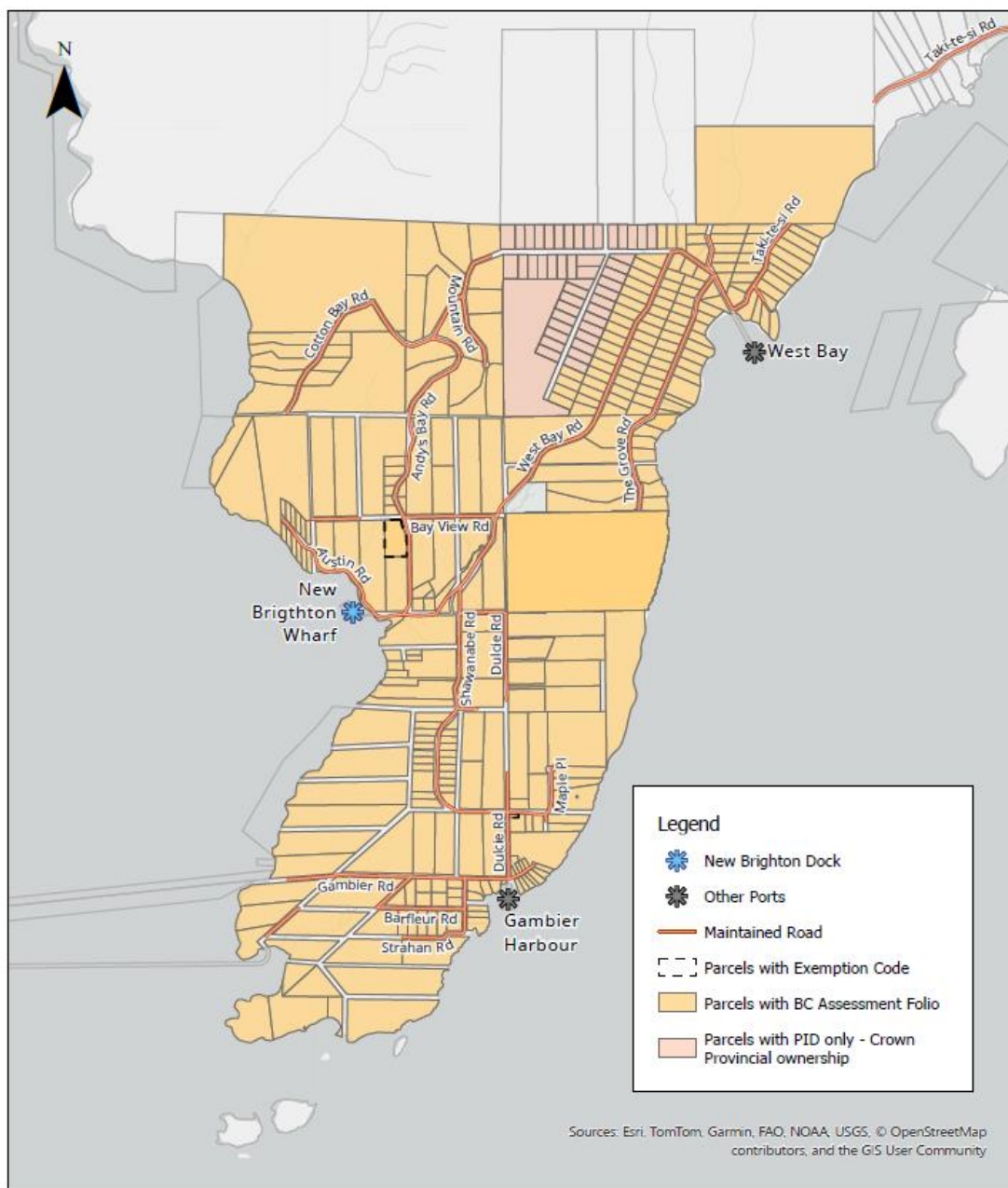
Capital renewal plans for each dock are currently under development and will inform the level of annual reserve contributions needed to ensure long-term financial sustainability. The completed renewal plan for Vaucroft Beach recommends setting aside \$90,000 annually (indexed at 2% inflation), which represents approximately 6% of that dock's replacement value. If a similar approach were applied across all nine docks, the total annual reserve requirement could exceed \$1.5 million, depending on specific dock conditions, timing, and replacement strategies.

In comparison, the current 2025 budget includes a \$541,253 transfer to capital reserves for the Ports Service. Planned contributions for subsequent years are \$383,000 in 2026, 2027, and 2029, with \$293,000 planned in 2028. These figures were set prior to the completion of the dock-specific capital renewal plans and are likely to increase as those plans are finalized. Notably, these estimates do not include any potential future facilities—such as the New Brighton Dock—which would add additional asset replacement responsibilities and require corresponding increases in reserve funding.

New Brighton Dock Context

For the purposes of this feasibility study, the estimated replacement cost for New Brighton Dock was calculated by determining the average replacement cost per square metre of docks currently in the Ports Service, based on 2023 assessed values. This unit cost was then applied to the size of New Brighton Dock and adjusted using an inflationary factor to reflect the construction cost estimate. The resulting estimate provides a basis for evaluating the potential long-term capital implications of adding New Brighton Dock to the Ports Service.

Attachment B: New Brighton Dock West Side Gambier Map



Parcels with land-based access to New Brighton Dock by public road right-of-way or private road.

0 200 400 Meters
6/19/2025

¹ Population estimates are derived from the 2021 Canadian Census, with adjustments by Sunshine Coast Regional District staff to reflect the portion of Gambier Island serviced by the New Brighton Dock