



# TOWN OF LADYSMITH

A REGULAR MEETING OF THE  
COUNCIL OF THE TOWN OF LADYSMITH  
WILL BE HELD ON  
MONDAY, FEBRUARY 1, 2016

Call to Order and Closed Meeting  
5:00 p.m.  
Regular Open Meeting  
7:00 p.m.

## AGENDA

### CALL TO ORDER (5:00 P.M.)

#### 1. CLOSED SESSION

In accordance with section 90(1) of the *Community Charter*, this section of the meeting will be held *In Camera* to consider the following items:

- Human Resources Matter
- Rise and Report (2015 Resolutions)

#### 2. RISE AND REPORT

### REGULAR MEETING (7:00 P.M.)

#### 3. AGENDA APPROVAL

#### 4. MINUTES

4.1. Minutes of the Special Meeting of Council held January 11, 2016 ..... 1

4.2. Minutes of the Regular Meeting of Council held January 18, 2016..... 2 - 5

#### 5. DELEGATIONS

5.1. Judy Stafford, Cowichan Green Community  
Annual "Year in Review" Presentation

#### 6. PROCLAMATIONS

6.1. Mayor Stone has proclaimed the week of February 8 to 14, 2016 as  
**Variety Week** in the Town of Ladysmith. .... 6

6.2. Mayor Stone has proclaimed the week of February 15 to 22, 2016 as  
**Heritage Week** in the Town of Ladysmith. .... 7

**7. DEVELOPMENT APPLICATIONS**

- 7.1. Development Variance Permit Application – 410 Third Avenue (Forrest)  
Lot 1, Block 73, District Lot 56, Oyster District, Plan 703A .....8 - 10**

Staff Recommendation:

That Council consider whether it wishes to direct staff to proceed with statutory notice for Development Variance Permit application 3090-15-03 for Lot 1, Block 73, District Lot 56, Oyster District, Plan 703A (410 Third Avenue).

- 7.2. Official Community Plan Amendment/Rezoning Application – Holland Creek Development (Glencar Consultants)  
Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156 ..... 11 - 39**

Staff Presentation and Recommendations:

1. That Council direct staff to prepare a bylaw(s) to amend the Official Community Plan and to amend the Holland Creek Area Plan as outlined in this staff report from the Director of Development Services dated February 1, 2016.
2. That Council provide direction to staff regarding the review of the land use designation for the Arbutus Hump hillside as discussed in this report.
3. That Council direct staff to continue to work with the applicant on the proposed voluntary contribution of land for natural parks and trails, pursuant to the Community Amenity Contribution Policy and the principles provided in this staff report.
4. That Council direct staff to work with the applicant on the rezoning part of application 3360-15-02, including legal agreements, and refer the proposed rezoning to the Advisory Planning Commission and report back to Council.
5. That Council request the applicant to host its final public meeting / presentation at least two weeks and not more than one month prior to the date of the public hearing to allow the public time to review the final proposal and ask questions prior to the formal public hearing.

**7.2.1. Glen Carey, Glencar Consultants (Applicant)**

Staff Comment:

The applicant has requested permission to address Council and respond to questions during Council’s deliberations.

**8. BYLAWS (OFFICIAL COMMUNITY PLAN AND ZONING) – None**

**9. COMMITTEE REPORTS**

**9.1. Mayor A. Stone**

Cowichan Valley Regional District; Advisory Design Panel; Ladysmith Chamber of Commerce

**9.2. Councillor R. Hutchins**

Heritage Revitalization Advisory Commission; Liquid Waste Management Committee; Protective Services Committee; Stocking Lake Advisory Committee

**9.3. Councillor C. Henderson**

Community Health Advisory Committee/Interagency Group; Ladysmith Early Years Partnership; Social Planning Cowichan – Affordable Housing Directorate; Youth Advisory Committee

**9.4. Councillor D. Paterson**

Parks, Recreation and Culture Commission; Protective Services Committee; Festival of Lights Committee

**9.5. Councillor J. Friesenhan**

Liquid Waste Management Committee; Parks, Recreation and Culture Commission

**9.6. Councillor C. Fradin**

Community Safety Advisory Commission; Advisory Planning Commission; Liquid Waste Management Committee; Ladysmith Downtown Business Association

**9.7. Councillor S. Arnett**

Municipal Services Committee; Vancouver Island Regional Library Board; Stocking Lake Advisory Committee; Celebrations Committee

**10. STAFF REPORTS**

**10.1. Rotary/Kinsmen Picnic Area Project..... 40 - 41**

Staff Recommendation:

That Council authorize funding for the Rotary/Kinsmen Picnic Area Project and include the project in the 2016-2020 Financial Plan, at a cost of \$22,000, with \$7,000 coming from Gas Tax Funds and \$15,000 from donations.

**10.2. Regional Recreation Funding Committee Appointment ..... 42 - 82**

Staff Recommendation:

That Council appoint a representative from the Town of Ladysmith to participate on the Cowichan Valley Regional District Recreational Select Committee.

**10.3. Ladysmith Golf Club Maintenance Request ..... 83 - 85**

Staff Recommendation:

That Council advise the Ladysmith Golf Club that:

- Decisions relating to additional service levels for recreational facilities or services will be reviewed following receipt of the final report of the updated Parks, Recreation and Culture Master Plan project, which is currently underway.
- Any higher level service requests will be referred to the 2017 budget deliberations

**10.4. Development Cost Charges Program Update ..... 86 - 98**

Staff Recommendation:

That Council:

1. Direct staff to undertake a comprehensive review of the Town’s Road, Water, Sanitary, Drainage, and Parks DCC Programs, and
2. Meet with Stz’uminus First Nation regarding the DCC review project and;
3. Allocate \$30,000 in the 2016 budget to fund the consulting costs associated with this project.

**11. BYLAWS**

**11.1. Town of Ladysmith Cemetery Care Trust Fund Appropriation Bylaw 2016, No. 1900 .....99**

Staff Recommendation:

That Council adopt Bylaw 1900.

The purpose of Bylaw 1900 is to authorize the Town to withdraw funds from the Cemetery Care Trust Fund to support cemetery maintenance, in accordance with the legislation.

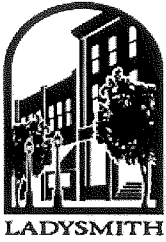
**12. NEW BUSINESS**

**13. UNFINISHED BUSINESS – None**

#### **14. QUESTION PERIOD**

- A maximum of 15 minutes is allotted for questions.
- Persons wishing to address Council during “Question Period” must be Town of Ladysmith residents, non-resident property owners, or operators of a business.
- Individuals must state their name and address for identification purposes.
- Questions put forth must be on topics which are not normally dealt with by Town staff as a matter of routine.
- Questions must be brief and to the point.
- Questions shall be addressed through the Chair and answers given likewise. Debates with or by individual Council members or staff members are not allowed.
- No commitments shall be made by the Chair in replying to a question. Matters which may require action of the Council shall be referred to a future meeting of the Council.

#### **ADJOURNMENT**



**TOWN OF LADYSMITH  
MINUTES OF A SPECIAL MEETING OF COUNCIL  
MONDAY, JANUARY 11, 2016  
CALL TO ORDER 4:00 P.M. FOR CLOSED SESSION  
COUNCIL CHAMBERS, CITY HALL**

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**COUNCIL MEMBERS PRESENT:**

Mayor Aaron Stone  
Councillor Joe Friesenhan  
Councillor Duck Paterson

Councillor Steve Arnett  
Councillor Carol Henderson

Councillor Cal Fradin  
Councillor Rob Hutchins

**STAFF PRESENT:**

Ruth Malli

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**CALL TO ORDER**

Mayor Stone called this Meeting of Council to order at 4:04 p.m. in order to retire immediately into Closed Session.

**CLOSED MEETING**

**CS 2016-007**

*Moved and seconded:*

That Council retire into Closed Session at 4:01 p.m. in order to consider the following items:

- labour relations or other employee relations
- discussions with municipal officers and employees respecting municipal objectives, measures and progress reports for the purposes of preparing an annual report under section 98 [*annual municipal report*]

*Motion carried.*

**RISE AND REPORT**

Council rose from Closed Session at 8:50 p.m. with report on the following item:

- That Council has engaged the services of Jerry Berry Consultants Inc. to assist in the recruitment of a new City Manager..

**ADJOURNMENT**

**CS 2016-008**

*Moved and seconded:*

That this meeting of Council adjourn at 8:51 p.m.

*Motion carried.*

**CERTIFIED CORRECT:**

\_\_\_\_\_  
Mayor (A. Stone)

\_\_\_\_\_  
Corporate Officer (S. Bowden)

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**TOWN OF LADYSMITH**  
**MINUTES OF A REGULAR MEETING OF COUNCIL**  
**MONDAY, JANUARY 18, 2016**  
**CALL TO ORDER 3:30 P.M. FOR CLOSED SESSION**  
**CALL TO ORDER OF REGULAR OPEN MEETING 7:00 P.M.**  
**COUNCIL CHAMBERS, CITY HALL**

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**COUNCIL MEMBERS PRESENT:**

Mayor Aaron Stone  
Councillor Joe Friesenhan  
Councillor Duck Paterson

Councillor Steve Arnett  
Councillor Carol Henderson

Councillor Cal Fradin  
Councillor Rob Hutchins

**STAFF PRESENT:**

Ruth Malli  
Erin Anderson  
Joanna Winter

Sandy Bowden  
John Manson

Felicity Adams  
Clayton Postings

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**CALL TO ORDER**

Mayor Stone called this Meeting of Council to order at 3:30 p.m. in order to retire immediately into Closed Session.

**CLOSED MEETING**

**CS 2016-009**

*Moved and seconded:*

That Council retire into Closed Session at 3:31 p.m. in order to consider the following items in accordance with section 90(1) of the *Community Charter*:

- Strategic Planning
- Human Resources Matter

*Motion carried.*

**RISE AND REPORT**

Council rose from Closed Session at 6:02 p.m. with report on the following item:

- That Council has adopted the documents entitled "Council Strategic Priorities for 2016 to 2019" and "Town of Ladysmith 2016 Strategic Priorities".

**REGULAR OPEN MEETING**

Mayor Stone called the Regular Open Meeting to order at 7:00 p.m. and acknowledged the traditional territory of the Stz'uminus First Nation.

**AGENDA APPROVAL**

**CS 2016-010**

*Moved and seconded:*

That Council approve the agenda for the Council meeting of January 18, 2016 as amended by the following additions:

- 9.1 Council Meeting of October 3, 2016 and Tour de Rock
- 9.2 Letter to Ladysmith Secondary School – Naut'sa Mawt Project

*Motion carried.*

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## DELEGATIONS

### Domenico Iannidinardo, TimberWest

#### Update on Planned TimberWest Activities in the Ladysmith Area

Domenico Iannidinardo gave a presentation summarizing the status of and plans for TimberWest lands in the vicinity of the Ladysmith watershed and responded to questions from Council.

Council thanked D. Iannidinardo for his informative presentation and extended appreciation to TimberWest representatives for their participation in discussions about the formation of a Ladysmith Watershed Round Table.

CS 2016-011

#### *Moved and seconded:*

That Council request staff to work with TimberWest staff to set up a tour of TimberWest lands in the Ladysmith watershed for members of Council and representatives from the public, in late spring or as convenient.

*Motion carried.*

## PROCLAMATIONS

Mayor Stone proclaimed January 25<sup>th</sup> to February 5<sup>th</sup>, 2016 as "BC Aware 2016. Be Secure. Be Aware" Days in the Town of Ladysmith, to promote awareness and prevention of cybercrime.

## REPORTS

### Council Remuneration Committee Report

Mike Hooper, Chair of the Select Committee on Council Remuneration, presented the Committee's recommendations on Council remuneration. M. Hooper and committee members Jan Christensen and Renee Hutchinson responded to questions from Council. Councillor Hutchins also served on the committee in an advisory capacity.

Council expressed their appreciation to all members of the Committee, and to staff for their support of the Committee's deliberations.

CS 2016-012

#### *Moved and seconded:*

That Council accept the recommendations from the Select Committee on Financial Remuneration.

Councillor Hutchins requested that Council consider the recommendations of the Select Committee on Council Remuneration *in seriatum*.

CS 2016-013

#### *Moved and seconded:*

That there be no change to the Council benefits package at this time, and that a review of benefits be completed by September 2016.

*Motion carried.*

OPPOSED: Councillor Arnett



- CS 2016-014** *Moved and seconded:*  
That a regular review (survey) and Select Committee on Council Remuneration appointments and recommendations be completed prior to September 30 in the final year of a Council term.  
*Motion carried.*
- CS 2016-015** *Moved and seconded:*  
That the per diem rate of \$50 per day for members of Council travelling on Town-related business be reviewed in conjunction with the proposed review of Council benefits, to be completed by September 2016.  
*Motion carried.*
- CS 2016-016** *Moved and seconded:*  
That Ladysmith Council members be compensated at a level that is at a minimum 'average' for their peers and that the compensation include provision for regularly scheduled increases to keep pace with inflation and further, that a complete review be scheduled on a regular basis.  
*Motion carried.*
- OPPOSED: Councillor Arnett
- Councillor Arnett stated that he will not accept an increase in compensation in the current term.
- CS 2016-017** *Moved and seconded:*  
That the Mayor of Ladysmith be compensated at the 'average' of similar sized communities surveyed in 2014, at the rate of \$30,515, effective January 1, 2016.  
*Motion carried.*
- OPPOSED: Councillor Arnett
- CS 2016-018** *Moved and seconded:*  
That the Council members of Ladysmith be compensated at the 'average' of similar sized communities surveyed in 2014, at a rate of \$14,475, effective January 1, 2016.  
*Motion carried.*
- OPPOSED: Councillor Arnett
- CS 2016-019** *Moved and seconded:*  
That the compensation for mileage for travel outside the municipality be maintained as per the existing practice as guided by Canada Revenue Agency levels.  
*Motion carried.*

**Schedule of 2016 to 2020 Financial Plan Deliberations**

*Moved and seconded:*

**CS 2016-020**

That Council authorize the following schedule of meetings to review the 2016 to 2020 Financial Plan:

- Monday, January 18<sup>th</sup> – set dates for 2016 to 2020 Financial Plan discussion
- Tuesday, January 26<sup>th</sup> 1:00 p.m. to 4:00 p.m. – begin discussions on priorities and operations budget at a Special Council meeting
- Friday, January 29<sup>th</sup> 1:00 p.m. to 4:00 p.m. – continue discussions at a Special Council Meeting
- Monday, February 15<sup>th</sup> – review the 2016 to 2020 Financial Plan at the Regular Council Meeting
- Monday, March 7<sup>th</sup> – consider Grants in Aid distribution at the Regular Council Meeting

*Motion carried.*

**BYLAWS**

**Town of Ladysmith Cemetery Care Trust Fund Appropriation Bylaw 2016, No. 1900**

*Moved and seconded:*

**CS 2016-021**

That Town of Ladysmith Cemetery Care Trust Fund Appropriation Bylaw 2016, No. 1900 be read a first, second and third time.

*Motion carried.*

**NEW BUSINESS**

**Council Meeting of October 3, 2016**

*Moved and seconded:*

**CS 2016-022**

That the Council Meeting scheduled for Monday, October 3, 2016 be rescheduled to Tuesday, October 4, 2016 to accommodate Tour de Rock in Ladysmith.

*Motion carried.*

**Ladysmith Secondary School Naut'sa Mawt Project**

*Moved and seconded:*

**CS 2016-023**

That Council write a strong letter of support for the Ladysmith Secondary School Naut'sa Mawt initiative.

*Motion carried.*

**ADJOURNMENT**

*Moved and seconded:*

**CS 2016-024**

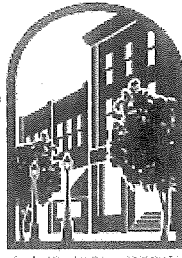
That this meeting of Council adjourn at 8:01 p.m.

*Motion carried.*

**CERTIFIED CORRECT:**

\_\_\_\_\_  
Mayor (A. Stone)

\_\_\_\_\_  
Corporate Officer (S. Bowden)



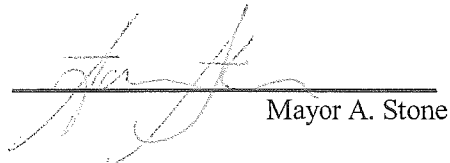
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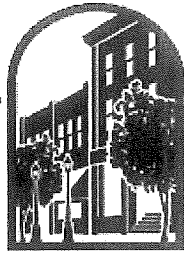
TOWN OF LADYSMITH

## PROCLAMATION

- WHEREAS:** *Variety - The Children's Charity has been providing, through its telethons, life-enriching assistance to BC children challenged by physical differences and special needs for 50 years;*
- AND WHEREAS:** *Variety – The Children's Charity is dedicated to making a positive difference in the lives of these children by helping them gain mobility, confidence and independence, by creating memories with free activities and by providing equipment to serve the children's medical and therapeutic needs;*
- AND WHEREAS:** *Throughout BC, in cities and towns across our wide rural expanses there are children and families whose lives have been improved because Variety – The Children's Charity stepped in where health care ended;*
- AND WHEREAS:** *In those same areas are donors, people who generously give so that Variety can continue to help children with special needs in our province;*
- AND WHEREAS:** *The Town of Ladysmith congratulates Variety – The Children's Charity on 50 years of dedicated service and leadership to BC communities and wishes it many more years of success.*
- THEREFORE,** *I, Aaron Stone, Mayor of the Town of Ladysmith, do hereby proclaim the week of February 8<sup>th</sup> to February 14<sup>th</sup>, 2016 as "Variety Week" in the Town of Ladysmith, British Columbia.*

January 18, 2016

  
\_\_\_\_\_  
Mayor A. Stone



LADYSMITH

TOWN OF LADYSMITH

## PROCLAMATION

### HERITAGE WEEK


**WHEREAS:** *British Columbians value and wish to conserve their rich and diverse heritage resources;*

**AND WHEREAS:** *“Heritage Week” begins on National Heritage Day, the third Monday of February;*

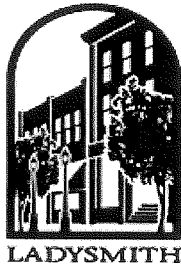
**AND WHEREAS:** *The theme for Heritage Week 2016 is “Distinctive Destinations: Experience Historic Places”, recognizing that British Columbia’s Distinctive Destinations are varied and abundant across British Columbia, providing opportunities for unique and authentic visitor experiences in heritage and cultural tourism;*

**AND WHEREAS:** *The Heritage Week theme opens up a myriad of possibilities to recognize community heritage buildings, places and history, organize special events and celebrations, and forge partnerships with local business interests to stimulate tourism, attract new residents and encourage investment;*

**THEREFORE,** *I, Aaron Stone, Mayor of the Town of Ladysmith, do hereby proclaim the week of February 15 – 22, 2016 as “Heritage Week” in the town of Ladysmith, British Columbia.*

  
\_\_\_\_\_  
Mayor A. Stone

January 18, 2016



## Town of Ladysmith

### **STAFF REPORT**

To: Ruth Malli, City Manager  
From: Felicity Adams, Director of Development Services  
Date: January 26, 2016  
File No: 3090-15-03

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Re: DEVELOPMENT VARIANCE PERMIT APPLICATION – 410 Third Avenue (Forrest)  
Lot 1, Block 73, District Lot 56, Oyster District, Plan 703A

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#### **RECOMMENDATION(S):**

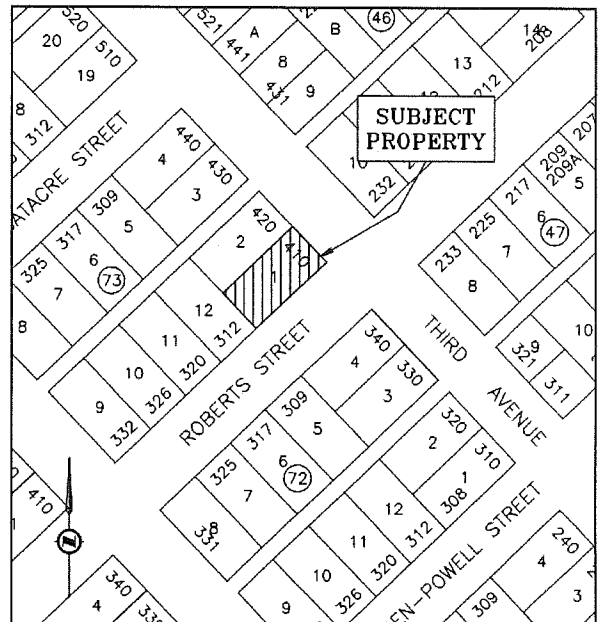
That Council consider whether it wishes to direct staff to proceed with statutory notice for Development Variance Permit application (3090-15-03) for Lot 1, Block 73, District Lot 56, Oyster District, Plan 703A (410 Third Avenue).

#### **PURPOSE:**

The purpose of this staff report is to obtain Council direction regarding statutory notification for an application for a development variance permit for the size and height of a coach house in an existing accessory building at 410 Third Avenue.

#### **INTRODUCTION/BACKGROUND:**

The applicant, Charles Forrest, is proposing variances for the height and size of a coach house accessory building at 410 Third Avenue. Currently a single unit dwelling and accessory building are located on the property. Variances are proposed to permit a coach house in the second storey of the accessory building. Pursuant to Bylaw 1667 staff requires Council's approval to proceed with the statutory notice to the neighbours.



A development variance permit application (3090-14-02) to permit a coach house at 410 Third Avenue was denied by Council on January 19, 2015 and the applicant is requesting that Council reconsider the application.

#### **SCOPE OF WORK:**

The current stage of this application is to seek Council's direction to proceed with the statutory notice for the Development Variance Permit application. The subject property is zoned 'Old Town Residential (R-2)', is 669m<sup>2</sup> in size, and is a corner lot.

The current size and height of the accessory building conformed to the zoning bylaw at the time it was built. The accessory building is 7.3 metres in height and the finished floor area is 84m<sup>2</sup> (904ft<sup>2</sup>).

The proposed coach house meets the requirements of Zoning Bylaw 2014, No.1860 except for two variance requests:

- 1) The accessory building has a floor area of 84m<sup>2</sup> and the permitted floor area for a coach house is 60m<sup>2</sup>, thus a variance of 24m<sup>2</sup> is requested for the coach house floor area.
- 2) The building is 7.3 metres in height and the maximum permitted height for a coach house building is 6.6 metres, thus a variance of 0.7 metres is requested.

**Table 1: Proposed Variances for Coach House – 410 Third Avenue**

	Zoning Bylaw 2014, No.1860	Proposed	Proposed Variance
Height of coach house	6.6 metre maximum	7.3 metres	0.7 metres
Coach house floor area	60m <sup>2</sup> maximum	84m <sup>2</sup>	24m <sup>2</sup>

The current development variance permit application differs from the previous variance request for two reasons: 1) new information has been submitted showing that the foundation of the principal dwelling is located 6 metres from the foundation of the accessory building thus a variance for the distance between the buildings is not required; and 2) previously the applicant had intended to remodel the second storey such that the residential portion was 60m<sup>2</sup>. The current request is to utilize the entire 84m<sup>2</sup> area of the second storey for coach house use, thus a variance for the permitted floor area of a coach house is requested as the maximum permitted size is 60m<sup>2</sup>.

**ALTERNATIVES:**

To not support Development Variance Permit application 3090-15-03 and not proceed with the notice.

**FINANCIAL IMPLICATIONS:**

n/a

**LEGAL IMPLICATIONS:**

The *Local Government Act* enables Council to vary zoning regulations, except use and density regulations, through the issuance of a development variance permit. This is a discretionary decision of Council. Public notification is required.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

It is recommended that Council direct staff to proceed with the statutory notice for Development Variance Permit application 3090-15-03.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

Development Variance Permit application 3090-15-03 has been referred to the Building Inspector and Infrastructure Services Department. The Building Inspector will be reviewing provincial requirements related to the B.C. Building Code and Homeowner Protection Office (home warranty insurance) for buildings converted to residential use.

RESOURCE IMPLICATIONS:

Processing Development Variance Permit applications is within available staff resources.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

The Vision Report calls for increasing the diversity of housing across the community.

ALIGNMENT WITH STRATEGIC PRIORITIES:

Effective land use planning and community design are strategic Council directions.

SUMMARY:

It is recommended that Council direct staff to proceed with the statutory notice for Development Variance Permit application 3090-15-03.



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Report Author: Lisa Brinkman, Senior Planner

I concur with the recommendation:



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Felicity Adams, Director of Development Services



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Ruth Malli, City Manager

ATTACHMENT:

None



## Town of Ladysmith

### STAFF REPORT

To: Ruth Malli, City Manager  
From: Felicity Adams, Director of Development Services  
Date: February 1, 2016  
File No: 3360-15-02

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Re: OCP AMENDMENT/REZONING APPLICATION – HOLLAND CREEK DEVELOPMENT  
(GLEN CAR CONSULTANTS INC.)  
SUBJECT PROPERTY: Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156

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#### RECOMMENDATION(S):

- (1) That Council direct to staff prepare a bylaw(s) to amend the Official Community Plan and to amend the Holland Creek Area Plan as outlined in this staff report.
- (2) That Council provide direction to staff regarding the review of the land use designation for the Arbutus Hump hillside as discussed in this report.
- (3) That Council direct staff to continue to work with the applicant on the proposed voluntary contribution of land for natural parks and trails, pursuant to the Community Amenity Contribution Policy and the principles provided in this staff report.
- (4) That Council direct staff to work with the applicant on the rezoning part of application 3360-15-02, including legal agreements, and refer the proposed rezoning to the Advisory Planning Commission and report back to Council.
- (5) That Council request the applicant to host its final public meeting / presentation at least two weeks and not more than one month prior to the date of the public hearing to allow the public time to review the final proposal and ask questions prior to the formal public hearing.

#### PURPOSE:

The purpose of this staff report is to seek direction from Council on amendments to the Official Community Plan and the Holland Creek Area Plan to support a mixed residential neighbourhood proposed for property currently zoned as Forestry (F-1) Zone, and to provide feedback on the proposal from the Advisory Planning Commission and other review.

The proposed amendment to the Holland Creek Local Area Plan (HCAP) land use plan is shown to the side.

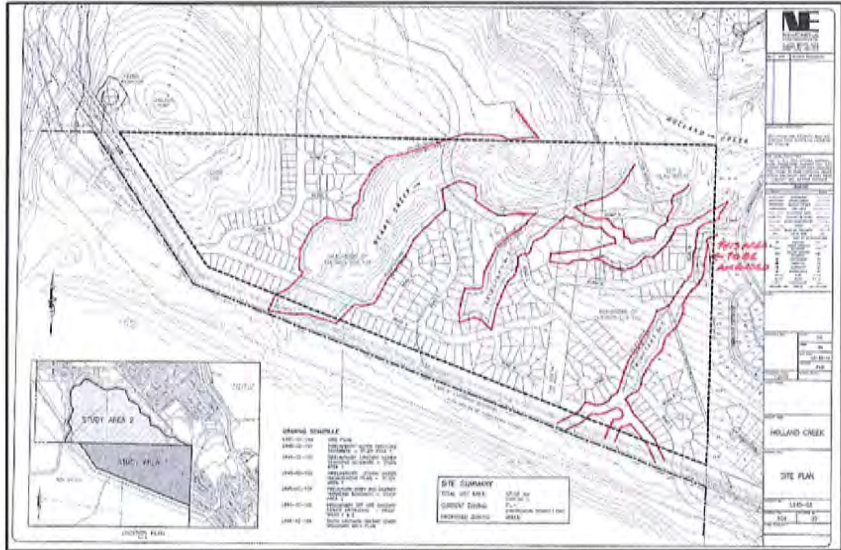




**INTRODUCTION/BACKGROUND:**

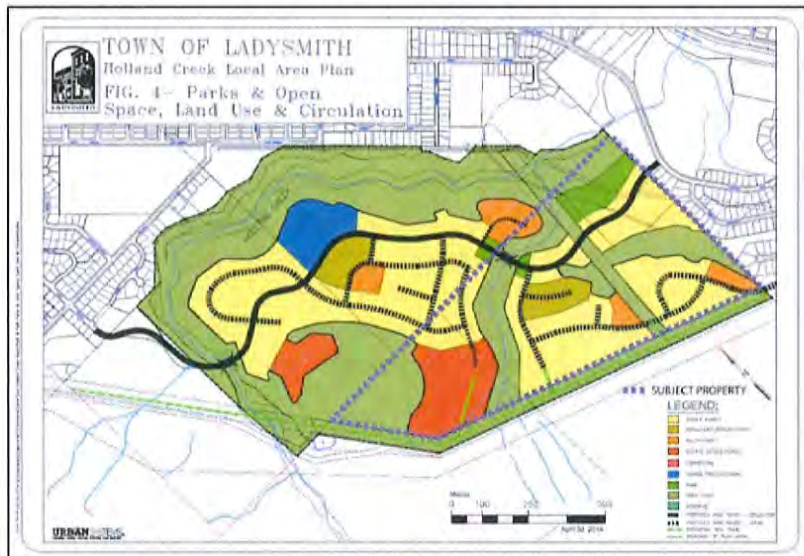
An OCP amendment/ rezoning application has been received for the newly created 55.5 ha parcel located within the southern portion of the Holland Creek development lands. The proposal is for a mixed residential development of approximately 610 units, including 300 residential lots, to be built out in phases over the next 20-30 years.

Heart Creek bisects the property and tributaries to Holland Creek are located within the development parcel. Council has previously issued a Riparian Development Permit as part of the subdivision to create the subject property and the established Streamside Protection and Enhancement Areas (SPEA) are shown in red outline on the plan. The park and open space proposal (green areas on the above map) contains these undevelopable riparian areas and other environmentally sensitive areas comprising approximately 23ha.



A collector road was dedicated (not built) as part of the recent subdivision under its current Forestry zoning. The alignment of this road, which will serve as the primary access from Dogwood Drive into the development, is being reviewed in the context of this development application.

The subject property is one of three large holdings located within the Holland Creek Area Plan. The subject property is shown by a dashed line on the current HCAP "Parks & Open Space, Land Use & Circulation" plan shown here. As can be seen by this plan, the HCAP proposes a new neighbourhood for the area. The focus of this staff report is the OCP/HCAP amendments needed for the subject property only as directed by Council.



At its meeting held August 17, 2015, Council passed the following motion (CS 2015-280)

regarding this application. Since that time, staff has been working with the applicant, reviewing technical reports, facilitating the technical committee (transportation and servicing review), inter-departmental staff review of the proposal, School District #68 referral, BC Hydro meeting, and Advisory Planning Commission policy review. The commercial land use review has also been completed. The status of each item is provided below.

1. That Council direct staff to:	Status
a. Review OCP amendment / rezoning application 3360-15-02 submitted by Glencar Consultants Inc. for Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156, within the scope of the Town's planning documents including the Official Community Plan, Holland Creek Area Plan, and the Visioning Report;	Subject of this staff report.
b. Review the application in conjunction with the Financial Plan and the Liquid Waste Management Plan;	After 1 <sup>st</sup> reading
c. Request G.P. Rollo and Associates to provide comments on the proposed commercial land use and to waive the Purchasing Policy in this regard; and	Complete.
d. Give priority to a comprehensive review of the transportation and servicing aspects for the new neighbourhood in the Holland Creek Development Area and provide recommendations to Council for the consideration of development phasing and financing, including potential modifications and amendments to the existing DCC Program.	Commenced – work in progress. Separate report to Council.
2. Pursuant to s. 879 of the <i>Local Government Act</i> (Consultation during OCP development), that Council direct that consultation shall be early and on-going for OCP amendment application 3360-15-02 and include the following consultation plan:	
a. The applicant shall host a project website, hold open houses about the application and at least two public meetings with presentations about the application prior to the holding of the public hearing. Public input will assist with the refinement of the proposal and presentations will respond to input and questions from the public. Further public consultation may be directed by Council as the review proceeds. Reports from the public processes shall be provided to the Town following each open house/meeting in a form acceptable to the Director of Development Services;	Applicant role.
b. Staff shall refer the application to the Advisory Planning Commission for review and comment at times to be determined by the Director of Development Services. The applicant will be invited by staff to make a presentation to the Advisory Planning Commission;	Complete for OCP amendment.
c. The application shall be referred to School District #68 for school planning purposes and pursuant to s. 881 of the <i>Local Government Act</i> ;	Referral has been done.
d. The application shall be referred to Stz'uminus First Nation pursuant to the Town's Memorandum of Understanding; and	At OCP Bylaw stage.
e. The Director of Development Services may refer the application to provincial or federal agencies.	BC Hydro is being consulted.

## SCOPE OF WORK:

The current stage of the application is to report to Council regarding the review of this proposal under the policies of the OCP and the HCAP, and the above noted discussions.

The proposed plan is consistent in most areas with the direction of the Town's planning framework and documents.

Updating the policy framework as recommended below would support the next step of considering the rezoning of the lands from Forestry (F-1) Zone to new zoning that supports the mixed residential development. The proponents require the zoning to be amended in order to bring this infill area of Ladysmith to the



market as the Town's next potential development node. The applicant has provided a series of studies which help to inform the review of the application.

### *Arbutus Hump Discussion*

However, there is one aspect of the land use proposal that may be inconsistent with the HCAP that requires Council's direction. This is the proposed change in land use from 'Parks and Open Space' to 'Multi-Unit Residential' on the hillside of Arbutus Hump as shown on the land use plan in the HCAP. This aspect of the proposal is discussed first.

### *Applicant's Proposal*

It is important to note that the applicant believes that they are meeting the intent of the HCAP by protecting the top of Arbutus Hump (refer to the HCAP Design Principles). The applicant is not supportive of changing its plan from a financial perspective (loss of units) and does not see another area to transfer this density to. In addition to providing a development site with a south-east (sunny) orientation, views from the hillside to the town and harbour are spectacular making these lands desirable from a development perspective. The Visual Impact Analysis prepared by the applicant shows that while there are views of the intact Arbutus Hump and hillside from various parts of the Town and the harbour, the visual impact is less so from the subject property and greater from the pre-zoned adjacent parcel.

### *Policy Considerations*

Arbutus Hump and hillside are identified in the Holland Creek Area Plan as a special natural feature and view-scape. A portion of Arbutus Hump is located on the subject property. The HCAP generally supports that land with slopes greater than 30%, special vegetation features and visually sensitive areas should be designated as Open Space. The HCAP Park and Open

Space policies include: “Arbutus Hump has been identified as Open Space to protect its sensitive vegetation as well as the significant view exposure from other parts of the community”.

The following is provided for Council’s consideration.

- The community’s long-term vision established in the Holland Creek Area Plan (policies and land use plan) is to protect Arbutus Hump and its hillside as Park and Open Space. If acquired by the Town it could provide a park asset with a character similar to Mt. Tzuhalem (although smaller in size).
- The acquisition of this area could be reviewed within the context of the update to the Parks, Recreation and Culture Master Plan.
- The land use plan is being amended by not including Estate Single Family (minimum 2000m<sup>2</sup> lot size) at the base of the hill as identified in the current HCAP.
- The Bio Inventory provided with the application shows that a good portion of the Arbutus Hump knoll is covered by Douglas Fir/Arbutus which could be considered ecologically sensitive to development. This ecology provides important wildlife habitat and has the potential to support rare plant species. This area is represented by polygon 2 in yellow highlight on the map.

- Views from Arbutus Hump and hillside to the Town and harbour are spectacular making these lands also desirable from a public access perspective.
- The Town has two water



pressure zones. Currently, a water pressure zone is not available above the 130 metre elevation, which is the elevation above which Arbutus Hump is identified as Park and Open Space. As such this area cannot be serviced from a water pressure (fire-fighting) perspective from the existing Town reservoir.

This situation is not unique to this property as there are other areas of Town located above the 130 metre elevation level. While individual developers could install individual systems to address water pressure, it is not the recommended approach by staff from an asset management and on-going maintenance perspective. In addition, the development of this area, if it was to happen, will likely occur near the end of the

development timeline. Pre-approving zoning at this time may be premature until a new water pressure zone is available. Council could consider development in this area at a future time.

- The archaeological overview assessment included field review of Arbutus Hump as an area of moderate potential. No cultural modified trees or other archaeological evidence was found. The entire property has been assessed as low potential for archaeological sites. Park and open space use would protect potential archaeological resources.
- This is the opportunity to start to create a unique park amenity. An agreement could be established to confirm that this contribution would remove the need for future parkland dedication or cash-in-lieu at the time of subdivision.
- The terrain analysis completed for the application shows that portions of the Arbutus Hump hillside has slope conditions that are 30-45% (pink areas) with some areas greater than 45% (blue areas) as shown on the map.



***Proposed Amendments to the Official Community Plan:***

Policies that are relevant to the review of the current application are included at the end of this report. To facilitate the proposal within the context of the Town's planning documents (OCP, HCAP, Visioning) the following amendments to the OCP will be required.

- (a) Amend OCP Map 1 (Land Use) to permit a mixed residential neighbourhood as proposed on the property legally described as Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156, as shown in the Holland Creek Area Plan.
- (b) Amend OCP Map 2 (Development Permit Areas) to apply development permit areas for multi-unit residential, commercial, riparian areas and steep slope areas (30% and greater) and to create new guidelines, as required.

- (c) Amend OCP Map 3 (Transportation) to update collector road and trail alignments, as required.

***Proposed Amendments to the Holland Creek Area Plan:***

The following neighbourhood design principles have been established in the HCAP, and it is recommended that these be maintained.

- Reduce visual impact of hillside development to protect views to/from the site;
- Include land with slopes ranging from 0-30% as the principle development area;
- Create a connected green space network;
- Minimize stormwater impacts;
- Support multi-modal transportation;
- Incorporate alternative development standards (roads, drainage)
- Provide a mix of housing sizes and housing types
- Encourage a neighbourhood centre
- Give Arbutus Hump special consideration:
  - Protect the top of the Hump
  - Encourage recreational uses
  - Limit development
- Maintain the area's special environmental/social/cultural relationship for the Community.

To facilitate the proposal within the context of the Town's planning documents (OCP, HCAP, Visioning) the following amendments to the HCAP will be required. An analysis of the HCAP land uses can be found at the end of this report.

- (a) Amend Figure 4 – Parks & Open Space, Land Use & Circulation in the Holland Creek Area Plan and to permit a mixed residential neighbourhood as proposed on the property legally described as Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156, except for maintaining the Parks and Open Spaces designation on Arbutus Hump as shown in the Holland Creek Local Area Plan, or as directed by Council.
- (b) Amend the HCAP Plan Context (section 3) as required for this proposal.
- (c) Amend the HCAP land use context and residential land use objectives and policies to:
- (i) Permit a mix of 50-50 single unit/multi-unit residential on the subject property, and include community care facility use.
  - (ii) Support creative and innovative housing forms and solutions, including co-housing options and cluster housing with open space to respond to the land and site topography and market rationale.
  - (iii) Support a mix of residential lot sizes and secondary suites while giving careful consideration to parking demands especially in small lot areas.
  - (iv) Support the 37 unit per hectare (uph) density for the multi-family land use and up to 60 uph for community care facility land use.
  - (v) Add policies and DPA guidelines to support the recommendations in the Geo-technical Assessment.
- (c) Amend the HCAP parks and open space objectives and policies to:

- (i) Support the development of a linear trail system within the Heart Creek riparian corridor similar to the Holland Creek Trail, supported with park amenities such as benches and parking.
  - (ii) Require on-going protection of the Streamside Protection and Enhancement Areas (SPEA) through public ownership or other tools.
  - (iii) Support a fish hatchery on Holland Creek in partnership with Stz'uminus First Nation, community organizations and DFO.
  - (iv) Add policies regarding environmentally sensitive areas as recommended in the Bio-Inventory and Riparian Areas Assessment, including supporting land development best practices to improve the water quality of fish-bearing streams.
  - (v) Add policies as recommended in the Wildland-Urban Interface Fire Hazard Assessment to reduce interface fire hazards, such as fuel vegetation management and sufficient access for adequate fire protection.
- (d) Amend the commercial land use policies in the HCAP to support the potential for a small commercial node (e.g. ~0.2ha for up to 929 square metres (10,000 sq.ft.) commercial space) for local (convenience) commercial uses located on its own, or in combination with residential units above the commercial space, or in close proximity to multi-unit residential or community care facility use.

A summary of the commercial land use review can be found at the end of this report.

### *Park and Open Space Proposal*

The park and open space proposal of approximately 23ha (green areas on the map below) contains the undevelopable riparian areas, other environmentally sensitive areas, a BC Hydro right of way and the top of Arbutus Hump. Direction from Council on the principles below is requested, at this stage, so that staff can continue to work with the applicant.

- If the property is to be under Town ownership, it could be by dedicated parkland or fee simple title.
- The potential for future trail building to the Town's standards should be assessed within park corridors.
- Access points into parks and trails should be provided from the public road for maintenance and emergency access.
- Parks and trails should be supported by small parking areas.
- The potential recreation use of the 42.7 metre (140 feet) wide linear corridor (BC Hydro - Plan 3253RW) should be reviewed with BC Hydro as a project partner with consideration to the requirements for residential development located adjacent to the right-of-way.
- Financing of future trail building should be considered possibly through a per unit contribution as development proceeds.
- Improvements to the Heart Creek corridor and trail system and Arbutus Hump should be considered in the review of Town-wide DCC parks projects.



- Consider the proposal within the context of the update to the Parks, Recreation and Culture Master Plan.

***Transportation and Servicing Review Update:***

As directed by Council to be undertaken on a priority basis, a technical committee of staff, land owners and consultants has been meeting to complete the comprehensive transportation and servicing review. Meetings started in early-September and six meetings have been held to date. A separate report will be provided by the committee on the outcome of this work. It is anticipated that the outcomes of this process will include:

- Agreement on the location and cross-section(s) for the collector road
- Possible alternative road standards for Council's consideration
- Land owner agreement for the phasing and financing of the off-site sanitary sewer system upgrades possibly through a development works agreement
- Road and bridge projects and costing for a Holland Creek Area DCC to feed into the Town-wide DCC Review, possibly on a phased-in basis.
- Phasing of infrastructure, including bridges.

Amendments to the HCAP transportation and servicing policies, development phasing and financing policies will be presented at a future meeting once Council's direction has been received on the outcomes of the Holland Creek Area Technical Committee.

**ALTERNATIVES:**

Council could direct that the Parks and Open Spaces designation on the Arbutus Hump be amended to support multi-unit residential land use on the hillside, as proposed by the applicant. The Advisory Planning Commission does not support placing multi-unit residential on the Arbutus Hump hillside.

**FINANCIAL IMPLICATIONS:**

Statutorily, the Financial Plan is to be reviewed after first reading of the OCP amendment bylaw. At this time there are no new OCP policy directions that would conflict with the Financial Plan.

The Community Amenity Contribution (CAC) policy (attached to this report) provides that Council may choose to accept CACs where it considers that the Town's future budget will be able to support the estimated lifecycle costs of operating, maintaining and repairing the community amenity. This is an important consideration as significant undeveloped parkland is proposed to be given to the Town by the developer. The Financial Plan does not include funding to purchase parkland within the subject property, nor does it include funding for improvements to this parkland if acquired.

From a tangible capital asset (TCA) perspective, natural assets acquired by the Town have operating and maintenance costs but no replacement cost to the Town. A gravel trail-way has a 15 year life to it. The capital cost of trail building has not yet been determined but is an important consideration if undeveloped parkland is to be acquired. Trail maintenance would also be an on-going cost. The Transportation and Servicing review is examining eligible DCC projects. Potential park development projects could also be considered within the DCC program. Holland Creek trail improvements are already included in the Town-wide DCC program. Heart Creek trail building could be considered as an addition to this program.



The applicant is responsible to provide required studies and to fund the cost of the public process and the development and review of legal agreements and covenants.

LEGAL IMPLICATIONS:

A public hearing is required.

Once the OCP amendment bylaw has been given first and second readings, it will be formally referred to the Stz'uminus First Nation (SFN) for comment. SFN is a partner to the project through the Thuy'she'num Property Management Limited Partnership.

The LWMP is to be reviewed after first reading of the OCP amendment bylaw. At this time there are no new OCP policy directions that would conflict with the LWMP.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

The proposed OCP/HCAP amendment was considered by the Advisory Planning Commission (APC) at its meeting held December 2, 2015. The APC provided the following comments regarding the application, as presented in its draft minutes.

*Future Neighbourhood Elements and Design Principles*

- Design principles from the Holland Creek Area Plan are supported.
- The protection of Arbutus Hump is supported. Placing multi-unit residential development on Arbutus Hump is not supported.
- The APC supports hydro lines to be underground where possible.
- Surface run-off from the property must be carefully considered and the streams and riparian areas must be protected.

*Parks and Open Spaces*

- Development should respect the land and include open spaces and a greenspace network with trails.
- Trails within the Heart Creek corridor are supported.
- A useable greenspace with a playground should be considered.

*Residential Land Use*

- A blend of housing types is supported for the area. A mix greater than 85 single family/15 multi-family is supported (perhaps 70 single/30 multi or 60 single/40 multi). [Note: this mix is for the new neighbourhood as a whole.]
- Housing forms should respond to the land and site topography, as well as market rationale.
- Creative and innovative housing forms and solutions are supported (i.e.co-housing options, cluster housing with open space).
- A mix of lot sizes is supported; however parking should be carefully considered especially in small lot areas. Coach houses were not supported. Secondary suites and smaller lots were considered a better option for increased density.

### *Commercial Land Use*

- A small commercial node in the new neighbourhood is supported for the long term. Residential above commercial is supported and commercial use near a senior's residential/assisted living is supported.

### *General Comments*

- The inclusion of a fish hatchery is supported.
- The APC appreciates the collaborative approach and appreciates the protection of the riparian areas.

### *Community Consultation:*

Council has previously provided direction regarding the applicant's consultation with the community including webpage hosting ([www.hollandcreek.ca](http://www.hollandcreek.ca)), open houses and meetings. The applicant's next open house is scheduled to be held February 18, 2016.

It is recommended that Council request that the applicant host its last public meeting with presentation at least two weeks and not more than one month prior to the date of the public hearing to allow the public time to review the proposal and ask questions prior to the formal public hearing.

### INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

The Development Services Department is leading the application review process. The Director of Development Services and the Director of Infrastructure Services / Approving Officer are both involved in the technical committee working on the Transportation and Servicing Review. The Director of Parks, Recreation and Culture, Manager of Operations, Parks Supervisor and Senior Planner have been involved in the review of the parks and open spaces proposal. The Director of Financial Services is providing review from the perspective of the Financial Plan and an asset management lens.

### RESOURCE IMPLICATIONS:

This application continues to take significant senior staff time which can impact the timing of other files and strategic Council priorities. Council will need to continue to determine the priority of this project against other operational requirements and strategic projects, if this continues. The review of the land use policy aspects of this application is nearing completion.

Once Council's direction on the next steps has been received, it is intended that the file be shifted to staff within the Development Services Department to manage the rezoning and amenity contribution components and bylaw drafting aspects of this application.

### ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

A Sustainable Development Checklist and Vision Context Statement were provided by the applicant and are attached to this report.

### ALIGNMENT WITH STRATEGIC PRIORITIES:

Effective land use planning and community design are Council strategic directions. While the processing of this development application for the Holland Creek lands has not been identified as a specific action for 2016, employment and tax diversity are strategic Council

directions. Council is required to consider all OCP amendment/rezoning applications it receives.

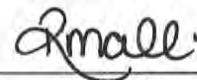
**SUMMARY:**

The application provides the opportunity to consider key questions such as whether Council wishes to consider:

- the extension of the Holland Creek trail system along the Heart Creek corridor and other parks and open spaces to serve the development and community;
- the range of housing options needed over the next 20-30 years;
- the potential for a small commercial area within this new neighbourhood;
- the coordination of transportation and servicing for the neighbourhood as a whole;
- the continuation of pre-approving development in areas above the available water pressure zones (including portions of Arbutus Hump above 130 metres elevation); and
- the plan for infrastructure services phasing and financing (i.e. DCCs).

The land use proposal has been reviewed pursuant to the Town's planning framework and documents. Recommendations are provided for the consideration of Council.

I concur with the recommendations.



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Ruth Malli, City Manager

**ATTACHMENTS:**

- Official Community Plan Policies
- HCAP Land Use Analysis
- Commercial Land Use Review Summary
- HCAP Land Use map
- Sustainable Development Checklist (May 2015)
- Vision Context Statement from the Applicant (September 2015)
- Community Amenity Contribution Policy

## ATTACHMENTS

### Official Community Plan Policies

The following polices in the OCP are relevant to the current proposal.

- The Holland Creek Area will be developed in a manner consistent with the Local Area Plan. (3.1.4)
- The Approving Officer shall consider the Official Community Plan and Area Plans in the review of subdivision applications. (3.1.4(18))
- The Town will encourage neighbourhoods that contain a variety of living accommodation, including residential units for a variety of ages, including an aging population. (3.2.3 (9))
- Secondary suites will be permitted within single family dwellings, subject to the conditions and requirements adopted by Council. The Town will explore other forms of secondary housing, including carriage house suites and ground oriented cottage suites. (3.2.3 (21))
- In support of sustainable development, complete neighbourhoods (including local employment and shopping) will be promoted especially in a near the Downtown and the Waterfront. (3.2.3(22))
- Fish and non-fish bearing riparian areas shall be protected from unnecessary intrusion and development. (3.3.3 (6))
- Sustainable development considerations, with an emphasis upon encouraging complete neighbourhoods, will be incorporated into all future land use planning. (3.3.3(8))
- Prior to development approval, the Town will require development adjacent to or in proximity to sensitive areas, including steep slopes, as determined by the Town, is reviewed and approved by a geotechnical engineer and a registered professional biologist. (3.3.3 (9))
- Riparian corridors will be protected for their contribution as linkages between ecosystems (3.3.3 (11))
- The Town should review and consider the application of alternative development standards that promote surface water infiltration and reduce surface runoff. (3.3.3(16))
- The importance of Ladysmith's environmental heritage will be promoted in future planning and development. This will include the protection of natural watercourses and, where possible, recovery and restoration (daylighting) of streams. (3.3.3(21))
- Encourage neighbourhood-scale mixed-use commercial node. (3.4.2(7))
- Direct new economic development activity to locations planned for industrial use (industrial and business parks) and commercial use (centres in nodes) and, where appropriate in scale, to neighbourhood settings for home-based business. (3.5.2 (10))
- Provide a comprehensive parks and open space system that meets the requirements of present and future generations and preserves the natural environment for primarily passive recreation use. (3.6.2(5))
- The municipality shall endeavour to establish new neighbourhood and community parks on the basis of future development and increases in population. (3.6.3 (2))

- The municipality shall continue development of a comprehensive community-wide trail system for pedestrians and cyclists. (3.6.3(4))
- The Town will strive to maintain the following park and open space service guidelines:
  - Every household should be within 0.5km of at least one category of park,
  - Every household should be within 1.0 – 2.0 km of a community park, and
  - Every household should be within 1.0 km of a neighbourhood park. (3.6.3(7))
- Parkland shall generally be acquired through land dedication or cash in lieu of land payment at subdivision based on the maximum 5% dedication for by the Local Government Act.(3.6.3(8))

### Holland Creek Area Plan – Proposed Land Use Analysis

Residential Land Use objectives and policies provide the following directions, among others:

- Mix of housing types and densities (85/15). (3.1.2.1)
- Range of detached lot sizes. (3.1.1.2)
- The majority of the housing will be detached single family. (3.1.2.2)
- Secondary suites will be permitted but not on small lots. (3.1.2.4)
- Minimise the impact of development on views from other parts of Ladysmith.

HCAP – units (approx.)	Residential Mix Proposed – Subject Property
Single Family – Small Lot 73 (12%)	310 (51%)
Single Family 445 (73%)	0
Estate 12 (2%)	0
Multi-Family 80 (13%)	300 (49%)

HCAP – Single Family Land Use	Single Family Proposed – Subject Property
Single Family – 12.5/ha (~612-840m <sup>2</sup> ) – 73% of units	Regular lots (668m <sup>2</sup> )- 200
Small-lot Single Family - 25 uph (~374-525m <sup>2</sup> ) 12% of units	Small lot (460m <sup>2</sup> ) –100

HCAP – Multi-Family Land Use	Multi-Family Proposed – Subject Property
Multi-Family (20.5 - 37 uph) – 13% of units – 80 units	Multi-Unit Residential (37uph@7.3ha) – 270 units
None	Multi-Unit Residential (60uph@0.6ha)) – 36 units
None	Community Care Facility – in above 36 units

Parks and Open Spaces objectives and policies provide the following directions:

- Areas within the Open Space designation are to be retained in their natural state to allow for protection of environmentally sensitive areas, steep slopes, and scenic views. (2.2.7)
- Fish bearing and non-fish bearing riparian areas will be protected in accordance with DPA 6 - Riparian.

- Protect Arbutus Hump as a special natural feature with significant view exposure from other parts of the community. (2.2.10)

HCAP – Parks & Open Space	Proposed
Heart Creek SPEA	Dedication to the Town and to remain free of development.
Arbutus Hump – special vegetation and visually sensitive areas	1.79ha Park at the top of the hump
N-S Hydro ROW corridor	Park
SPEA protection (tributaries to Heart Creek and Holland Creek)	Dedication to the Town and to remain free of development, except for a proposed 6-lot intrusion into the SPEA.
Trail connections – to existing parkland (Holland Creek trail and Davis Road park)	On-road linkages only. Trail building is not proposed.
Slopes greater than 30%	Arbutus Hump – portion is proposed for multi-family development

### Summary of the Commercial Land Use Review

The HCAP anticipates neighbourhood commercial use (0.5ha) within the development lands.

As directed by Council, the Town engaged GP Rollo and Associates to undertake a commercial analysis for the HCAP area. The results of this analysis provide that the maximum supported commercial space at build-out would be 10,000 sq.ft. (929m<sup>2</sup>) of convenience commercial space and, with required parking, the land requirement would be about 0.2ha. Uses could include fast food, corner grocery store, family medical practice, consignment store, community services. However, it was cautioned that the amount of space and the types of businesses appropriate for such a small commercial node will not emerge for a minimum of 15 years (due to other available shopping options within and outside Ladysmith) or closer to neighbourhood build-out.

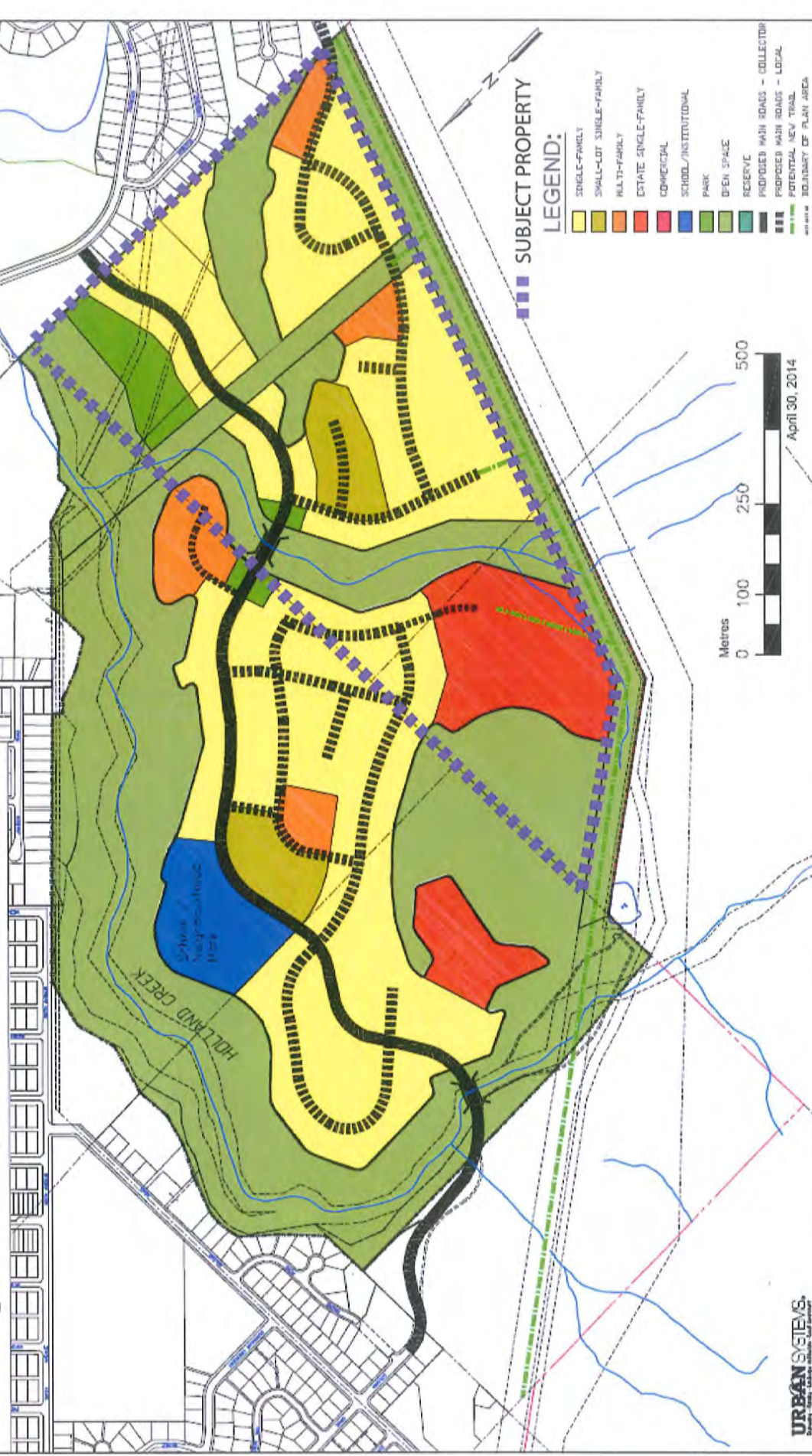
An option that was also reviewed was the option for residential use above the commercial space as a way to enhance developer interest. In this option, the land requirement would be greater. In addition, not including commercial land use was considered given the potential competitive retail development on First Avenue and at Coronation Mall. It was concluded that developers of the land will be able to better determine if this is the case as Holland Creek build-out approaches.

At the site level and from a complete community land use perspective, this local commercial opportunity makes sense. However, within the context of shopping in Ladysmith and near-by another commercial node may not be successful and according to the commercial analysis will take many years to be viable.

# TOWN OF LADYSMITH

Holland Creek Local Area Plan

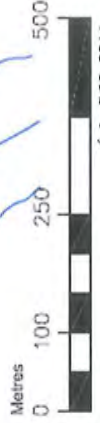
FIG. 4- Parks & Open Space, Land Use & Circulation



SUBJECT PROPERTY

LEGEND:

- SINGLE-FAMILY
- SMALL-LOT SINGLE-FAMILY
- MULTI-FAMILY
- ESTATE SINGLE-FAMILY
- COMMERCIAL
- SCHOOL/INSTITUTIONAL
- PARK
- OPEN SPACE
- RESERVE
- PROPOSED MAIN ROADS - COLLECTOR
- PROPOSED MAIN ROADS - LOCAL
- POTENTIAL NEW TRAIL
- BOUNDARY OF PLAN AREA



April 30, 2014

URBAN SYSTEMS  
PLANNING AND DESIGN



## Sustainable Development Checklist - submit with your application form

### PURPOSE

The intent of the Sustainable Development Checklist is to provide sustainability criteria and best practices for development proposals. By using the checklist, applicants will understand the Ladysmith Vision of supporting high quality projects that are a benefit and lasting legacy to the community. For more information refer to the Community Vision for a Sustainable West Coast Town, the Town of Ladysmith Official Community Plan and the Community Energy Plan available at [www.ladysmith.ca](http://www.ladysmith.ca).

### INSTRUCTIONS


- Applicants for Official Community Plan and Zoning By-law Amendments are required to complete the Sustainable Development Checklist
- Applicants for Development Permits, Development Variance Permits and Temporary Commercial or Industrial Use Permits are encouraged to complete the Sustainable Development Checklist.

SUSTAINABLE DEVELOPMENT CHECKLIST		
COMPLETE COMMUNITY LAND USE		Supporting Comments and Documentation
1	The development adds to the diversity of landuses within an existing neighbourhood, such as employment, housing, retail, civic, educational, cultural, natural areas and recreational.	Additional recreational and natural areas adjacent to existing neighborhoods are proposed.
2	The development increases density in the Town's existing residential and commercial neighbourhoods.	Refer to Part B, Section 3.1, Table 1 of the Application Report.
3	Buildings front onto public streets and have active frontages with windows, doorways, decks, etc. which allow interaction between people in the building and people on the street.	Site specific developments will be subject to DPA Guidelines. Refer to Part B, Section 4.2, Table 3, of the Application Report
4	Ground floor commercial is pedestrian oriented with separate storefronts opening onto the public right-of-way.	Site specific developments will be subject to DPA Guidelines.
5	The development adds to the diversity of housing in the neighbourhood.	Refer to Part B, Section 3.1, Table 1 of the Application Report.
6	Affordable or rental housing is incorporated into the development.	n/a
7	Development is within the Town's urban containment boundary.	Yes.
8	Hillside development is designed to fit into the natural features of the landscape.	Yes. A natural systems based approach as been undertaken.
GREEN BUILDINGS		Supporting Comments and Documentation
9	The development retrofits an existing building with green technology.	n/a. No retrofits are proposed.
10	The development utilizes alternative renewable energy resources.	n/a. Site specific solutions are not known at this time.
11	Buildings front onto public streets and have active frontages with windows, doorways, decks, etc. which allow interaction between people in the building and people on the street.	Site specific developments will be subject to DPA Guidelines. Refer to Part B, Section 4.2, Table 3 of the Application Report.
12	The development meets a LEED standard or Built Green standard.	n/a. Site specific standards are not known at this time.
13	The development is carbon neutral or net zero.	n/a. Site specific solutions are not known at this time.



14	Water conservation strategies incorporated in the development.	n/a. Site specific solutions are not known at this time.
15	Water meters are installed in all units.	n/a. Site specific standards are not known at this time.
16	Buildings are oriented to maximize passive solar accessibility.	n/a. Site specific solutions are not known at this time.
<b>MULTI-USE OPEN SPACE and LOCAL FOOD SYSTEMS</b>		<b>Supporting Comments and Documentation</b>
17	Native trees, shrubs and plants are used exclusively in the landscaping.	n/a. Site specific landscape designs will be a part of a future DP Application Process
18	Drought resistant trees, plants and shrubs are used exclusively in the landscaping.	n/a. Site specific landscape designs will be a part of a future DP Application Process
19	The landscaping creates songbird habitat.	n/a. Site specific landscape designs will be a part of a future DP Application Process
20	Wildlife habitat on or adjacent to the site has been inventoried, protected, enhanced and/or restored.	Refer to attached Bio-Inventory and RAR Regulation Reports.
21	The development adds to or enhances publicly owned parkland, recreation areas, and/or trail systems.	Refer to Part B, Section 4.1 of the Application Report.
22	The development includes designated areas for community gardens, urban agriculture and/or fruit trees.	n/a. Site specific solutions are not known at this time.
23	Riparian and watershed areas are protected.	Refer to Part B, Section 4.1 of the Application Report.
24	Agriculture Land Reserve land is protected and respected.	n/a. No ALR adjacencies.
<b>LOW IMPACT TRANSPORTATION SYSTEM</b>		<b>Supporting Comments and Documentation</b>
25	The road system allows public transit to move efficiently through the development.	Refer to Part A, Section 5.5, and Part 2, Section 4.4 of the Application Report.
26	The development incorporates a complete streets concept which includes pedestrians, cyclists, alternative stormwater management techniques, vehicles and public transit.	Refer to Part B, Section 4.4 of the Application Report.
27	Bicycle parking and end of trip facilities are included in the development.	n/a. Site specific solutions are not known at this time.
28	The pedestrian network is well integrated throughout the site.	Refer to Part B, Section 4.4 of the Application Report.
29	The pedestrian and bicycle network from adjacent sites is incorporated into the design.	Refer to Part B, Section 4.4 of the Application Report.
30	There are strong connections to adjacent natural features, parks and open spaces.	Refer to Part B, Section 4.4 of the Application Report.
31	Surface parking is landscaped and screened. Parking areas are located to the side or rear of the building.	n/a. Site specific solutions are not known at this time.
32	The development is located within 400m of a public transit stop and bicycle/pedestrian route or recreation trail.	Refer to Part B, Section 4.4 of the Application Report.
33	The development is located within 800m of a school or community service; a child care facility or health service; and a clearly defined commercial area.	Refer to Part A, Section 5.0 of the Application Report
34	Every household is within 0.5 km of a park.	Yes. 42.5% is designated as greenbelt.
<b>INNOVATIVE INFRASTRUCTURE</b>		<b>Supporting Comments and Documentation</b>
35	Rain gardens, detention ponds and other on-site stormwater management features are incorporated into the development.	Refer to Part B, Section 4.4 for proposed alternate standards.

36	An innovative blend of permeable or pervious surfaces are used.	n/a. Site specific solutions are not known at this time.
37	A non-potable water system will be installed and used for irrigation.	n/a. Site specific solutions are not known at this time.
38	Innovative wastewater technologies are used, such as low consumption fixtures, grey water systems, and irrigation using harvested water.	n/a. Site specific solutions are not known at this time.
<b>A HEALTHY COMMUNITY</b>		<b>Supporting Comments and Documentation</b>
39	Sign and building light pollution is minimized.	n/a. Site specific solutions are not known at this time.
40	Accessibility features are included such as mobility impaired oriented suites and adaptable rental units.	n/a. Site specific solutions are not known at this time.
41	A public art or heritage feature is provided such as a mural, historic artifact, or sculpture.	n/a. Site specific solutions are not known at this time.
42	A heritage building is being restored or maintained.	n/a.
43	Other social amenities are provided such as a pocket park or street furniture.	n/a. Site specific solutions are not known at this time.
44	Indoor or outdoor private amenities are provided such as a daycare or recreation room.	n/a. Site specific solutions are not known at this time.
45	Mature trees are retained on site.	n/a. Site specific solutions are not known at this time.
46	Buildings do not create shadow or shade conditions that negatively impact on the site or on adjacent properties.	n/a. Site specific solutions are not known at this time.
47	Utility and service areas and equipment are screened with high quality landscaping from adjacent streets and properties.	n/a. Site specific solutions are not known at this time.
48	The citizens of the neighbourhood were involved in the planning of the development.	n/a. This is a new neighborhood.
<b>LOCAL, DIVERSE ECONOMY</b>		<b>Supporting Comments and Documentation</b>
49	Local employment is created during construction.	Refer to Part A, Section 7.1 of the Application Report.
50	Direct employment is created after construction.	Refer to Part A, Section 7.1 of the Application Report.
51	The development facilitates growth in Ladysmith's targeted economic sectors (marine, professional services, tourism, wood products manufacturing, green industry, and food and beverage processing).	Refer to Part A, Section 7.1 of the Application Report.
52	Community opportunities for training, education, entertainment or recreation will be created.	Refer to Part A, Section 7.1 of the Application Report.
53	Local commercial or industrial land is maintained or enhanced.	n/a.
54	The proposed uses will add diversity to the local economy.	Refer to Part A, Section 7.1 of the Application Report.

<b>Submitted By:</b>	
Applicant's Name: <i>(please print)</i>	<b>Glenn Carey</b>
Applicant's Signature:	
Date:	MAY 29, 2015



COMMUNITY VISION REPORT

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September 2015

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## OVERVIEW

The Town of Ladysmith has requested a focused report that consolidates the Holland Creek Partnership's consideration of 'the community vision' as expressed in Ladysmith A community vision for a west coast town, Report (2012) and how the proposed development has incorporated these community desires into modeling the future neighborhoods of the Holland Creek Development.

The following report is intended to supplement the Holland Creek Development Application Report, which provides additional detail and technical information in support of the development application. Relevant sections of the report have been referenced herein to assist the reader in cross-referencing the documents. To aid in a review of this report in consideration of Section 6 – Holland Creek, of the Ladysmith a community vision for a west coast town, we have organized section headings to match the structure used in that report.

### 1.0 LAND USES FOR A COMPLETE COMMUNITY

A range of housing choices has been selected including single dwelling residential (standard lot and small lot), Low Density Residential (duplex townhome and apartment) and Medium Density Residential (Apartment and Congregate Care facilities). Refer to Table 1: Proposed Land Use Summary of the Holland Creek Development Application Report. An opportunity for live/work buildings for artisans, consultants and others is available to some degree as a home occupation/home based business application throughout the residential zones.

This will result in mix of market housing types that would be attractive to a range of potential residents. Small lot, duplex, townhomes and other forms of ground oriented residential have reduced property maintenance burdens attractive to both first time homebuyers and empty nesters looking to downsize. Ground oriented housing improves social interaction between neighbours, provides space for residents to grow food gardens and allows for monitored outdoor play space for children.

Medium density housing provides an attainable form of residential development tailored to individuals entering the market and those who do not want the burden of a yard. Apartment or stacked building forms provide an opportunity to cluster housing on a parcel and provide a larger ratio of shared outdoor recreation space for residents. Several tenure configurations are possible including strata (condominium) ownership or a rental-housing configuration.

A more adaptive set of permitted uses should include the addition of a range housing options under the Medium density zoning for seniors to age-in-place within the neighborhood. Independent Living, Assisted Living, and Congregate Care Facilities would be appropriate for this type of density configuration.

Please refer to the following sections of the Holland Creek Development Application Report for relevant information:

#### 3.2 Residential Land Use Framework

## THE VILLAGE CENTRE

The location of the commercial node on the Holland Creek Development site is situated in a manner that is sufficiently separated by topographic and non-motorized travel distance constraints from the downtown core. This provides a viable opportunity for the convenient provision of services within the neighborhood without the need for a car-trip.

We are proposing either a new 'Neighborhood Commercial' zone or C-1 Local Commercial Zone with additional use restrictions. Additional use restrictions are recommended to ensure that commercial development within the Holland Creek Plan Area does not detract from the economic viability of Ladysmith's existing commercial facilities. Based on the C-1 zone template approximately 1,500sq.m. of space has been made available for up to 15 neighborhood scaled businesses (based on 0.5 FSR).

Given the proposed land use adjacencies and surrounding riparian buffer around the proposed commercial site, and expansion of uses to include a brewpub, small-scale hospitality, or gas station would not detract from the overall vision for the development.

The provision for a base population in close proximity to the local commercial use has been considered in the land use planning. More dense multi-family and community care sites have been located along the proposed collector road within a short walk in support of the viability of the proposed commercial node.

**Please refer to the following sections of the Holland Creek Development Application Report for relevant information:**

### 3.3 Commercial Land Use Framework

## 2.0 TRANSPORTATION

The Holland Creek Partnership is presently serving on a committee to determine road standards for the Holland Creek Area. Once adopted these standards will be implemented within the development.

The proposed 'proof of concept' roadway layout has been developed with a natural systems based approach to land development. Site topography has been carefully analyzed to determine road layouts with the least impact to existing hydrological conditions with an eye to the preservation of existing vegetation and maintaining stream flows to Holland Creek to protect salmon habitat.

The dominant sloping nature of the site precludes the inclusion of a grid-based layout. The provision of back lanes on this type of topography would result in a major intervention on the land (verge areas, slope retention engineering, etc.) and cost prohibitive site servicing.

A multi-modal transportation framework has been proposed including Alternative road standards to improve the long-term flexibility, adaptability, environmental health and aesthetic quality of streets within the Holland Creek Development. The intent of these design alternatives is to:

- Provide additional paved roadway shoulder space for enhanced bike facilities reflecting current design standards;

- Provide an expanded Right of Way for the inclusion of roadside multi-use sidewalks for pedestrian, casual cycling, skateboarding, scooter and other modes of non-motorized transportation;
- Provide optional configurations for the provision of on street parking on local roads where visitor parking for detached single family residences may be desirable;
- Provide optional configurations for the inclusion of traffic calming devices such as curb bulges (curb extensions) at intersections and trail crossing locations;
- Provide an expanded Right of Way for the inclusion of roadside integrated stormwater management practices (ISMP) such as linear grassed infiltration swales;

**Please refer to the following sections of the Holland Creek Development Application Report for relevant information:**

- 3.1 Parks and Open Space – The Green Necklace**
- 3.2 Residential Land Use Framework (f., g., and h.)**
- 3.3 Commercial Land Use Framework (a.)**
- 3.4 Transportation – Multi-Modal Framework**

**Please refer to the following sections of the Holland Creek Servicing Report for relevant information:**

- 4.2 Storm Water Management**
- 4.3 Storm Water Runoff Quality**
- Appendix 9 – Road Cross Section with Integrated Stormwater Management Practices (ISMP)**

### **3.0 GREEN BUILDINGS**

Since the completion of the Holland Creek Visioning exercise and the completion of the new OCP and Zoning Bylaw, a strong guideline framework has been developed to require and encourage green building approaches within the Town of Ladysmith. The primary tool used to promote green building is the application of Development Permit Area designations with guidelines for energy and water conservation. The Holland Creek Development will come under the same modernized guidelines and a Development Permit (DP) Transition Summary has been provided to illustrate the required OCP map amendments (refer to Table 3: Development Permit Area (DPA) Transition Summary of the Holland Creek Development Application Report)

### **4.0 MULTI-DIMENSIONAL LANDSCAPE DESIGN**

The landscape design and site planning for the Holland Development has been considered in the context of a 'design with nature' or natural systems based approach. By overlaying environmental constraints like the Streamside Protection and Enhancement Area (SPEA) for Heart Creek and its tributary streams with functional considerations such as site topography and road layout the result is a truly multi-dimensional design.

Secondary layers of the landscape architecture components of the plan include direct connections to existing trails in the area and the identification of preferred circulation routes within the development. Parks and open space are complimentary where environmentally significant areas are to remain free of

development and human disturbance and important places like Arbutus Hump are provided with additional space for active and passive recreation opportunities.

As in the case of green buildings the new OCP and Zoning Bylaw provide a strong guideline framework to require and encourage habitat friendly plantings in the form of native and drought tolerant designs. The Holland Creek Partnership encourages the Town of Ladysmith to consider the inclusion of a native plant palette within road right of ways to add depth to the user experience and compliment the Integrated Stormwater Management Practices proposed. Additional site-specific components of the landscape design would be realized through detailed designs for each individual parcel of land and proposed use.

**Please refer to the following sections of the Holland Creek Development Application Report for relevant information:**

- 3.1 Parks and Open Space – The Green Necklace
- 3.2 Residential Land Use Framework (f., g., and h.)
- 3.4 Transportation – Multi-Modal Framework

**Please refer to the following sections of the Holland Creek Servicing Report for relevant information:**

- 4.2 Storm Water Management
- 4.3 Storm Water Runoff Quality
- Appendix 9 – Road Cross Section with Integrated Stormwater Management Practices (ISMP)

## 5.0 INNOVATIVE INFRASTRUCTURE

As stated above, a strong guideline framework has been developed to require and encourage green building approaches within the Town of Ladysmith. The primary tool used to promote green building is the application of Development Permit Area designations with guidelines for energy and water conservation. The Holland Creek Development will come under the same modernized guidelines.

Should the Town choose to proceed with the proposed alternative roadway standards, storm water management techniques, preservation of the existing site hydrology and inclusion of native and drought tolerant plants, then the effect would be additive to the existing requirements of current permits adding depth to innovative infrastructure within the development area. Additional site-specific innovative infrastructure applications could be realized through detailed designs for each individual parcel of land and proposed use.

## 6.0 SUSTAINABLE FOOD SYSTEMS

While beyond the scope of this planning exercise and perhaps the jurisdictional controls of the Municipality, society is globally concerned with sustainable food production within communities. It is absolutely possible for local restaurants and small-scale local food stores to locate within the neighborhood commercial component of the development.

The same is true of community food gardens that include a program of celebrating locally grown foods and a garden culture. While the northern exposure of the site may constrain certain food crop applications, the inclusion of food gardens on individual residential parcels could be undertaken at the



property owner's discretion. Including 'community garden' as a permitted primary use within the zoning and 'urban farming' as an accessory use is recommended to facilitate sustainable food systems.

## 7.0 COMMUNITY HEALTH

Community health can be difficult to quantify given the high level of this development planning exercise. Notions of socially supportive landscapes and safety and accessibility are more evident in the detailed architectural drawings associated with specific development parcels including parks and public amenities.

By the very nature of the varied and inclusive cultural backgrounds of the Holland Creek Partnership and the consulting team, we have been excited by the opportunity to bring to light first nations history and art through interpretation and our marketing and branding outreach. One idea shared by the Town of Ladysmith is a First Nations street naming policy, which could be infinitely expanded out into the development to everything from stream and place names to traditional architecture for any proposed civic developments (park facilities, bus stops, trail markers...).

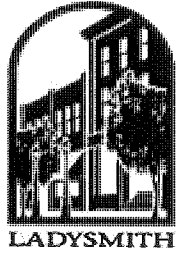
Again, a strong guideline framework has been developed to encourage community health approaches within the Town of Ladysmith. The primary tool used to promote community health is the application of Development Permit Area designations with guidelines for crime preventing design and the inclusion of public art. The Holland Creek Development will come under the same modernized guidelines.

## 8.0 ECONOMIC OPPORTUNITY

The economic opportunities and constraints of developing the Holland Creek Site has been carefully considered including the beneficial impacts to the community from resulting employment generated by the development, Development Cost Charges collected throughout the permitting process and taxes collected from the resulting ratepayer base.

**Please refer to the following sections of the Holland Creek Development Application Report for additional information:**

### 7.0 Community Impact



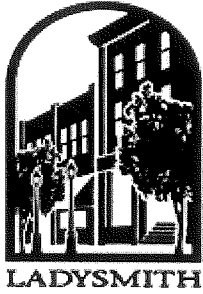
**TOWN OF LADYSMITH**  
**POLICIES AND PROCEDURES MANUAL**

<b>TOPIC:</b> <b>Community Amenity Contribution (CAC) Policy</b>	
<b>APPROVED BY:</b> Council	<b>DATE:</b> January 19, 2015
<b>RESOLUTION #:</b> 2015-018	
<i>(Repeals 06-2320-A)</i>	
<p><b>1. OBJECTIVE</b></p> <p>The objective of the Community Amenity Contribution Policy (the “CAC Policy”) is to offer guidance for the provision of Community Amenity Contributions (CACs) in the Town of Ladysmith (the “Town”) through a fair and equitable approach. The demand on public facilities and services can increase when land is rezoned, due to the potential addition of new businesses, residents, employees and customers in an area. Thus, Council encourages rezoning applicants to consider proposing CACs towards needed infrastructure and amenities as a way of ensuring that the proposed development is seen as making a positive contribution to the neighbourhood and the community at large. CACs offered at the time of a rezoning application can address the increased demand or pressure by adding, improving, and expanding public facilities and services.</p> <p><b>2. INTERPRETATION</b></p> <p>“<b>Community Amenity</b>” means any public benefit, improvement, or contribution that can enhance the quality of life for a community, and includes, but is not limited to, aesthetic features, public spaces, land or an interest in land, affordable and special needs housing, and facilities, which meet a range of social, cultural, environmental, recreational and infrastructure needs of the community.</p> <p>“<b>Community Amenity Contribution</b>” or “<b>CAC</b>” means a contribution of a Community Amenity or a contribution toward the capital cost of a Community Amenity agreed to by the applicant/developer and Town, as part of a rezoning process that is initiated by the applicant/developer.</p> <p><b>3. POLICY</b></p> <p>i) Residents of the Town expect that new development will not constitute a burden on existing taxpayers, but instead will pay its own way and contribute to the public facilities and services from which the new development will also benefit. Thus, rezoning applicants are generally encouraged to consider proposing a Community Amenity Contribution as part of a rezoning application, where appropriate in the circumstances.</p> <p>ii) Staff are directed to implement this CAC Policy as part of the development application process where CACs are proposed by rezoning applicants; and CACs will be referred and reported to Council for consideration and to obtain final approval.</p> <p>iii) The provision of an agreed-upon CAC to the Town would be obtained by the Town if, and when, Council adopts the relevant rezoning bylaw.</p> <p>iv) One or more of the following sources of information may provide guidance with respect to the types of CACs that are appropriate in the circumstances of a rezoning application:</p> <ul style="list-style-type: none"> <li>• Official Community Plan (and associated Area Plans);</li> <li>• A Community Vision for a Sustainable West Coast Town;</li> </ul>	

<b>TOPIC:</b>	<b>Community Amenity Contribution (CAC) Policy</b>
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<i>(Repeals 06-2320-A)</i>	
<ul style="list-style-type: none"> <li>• Community Energy Plan;</li> <li>• Ladysmith Bicycle Plan;</li> <li>• Parks Master Plan; and</li> <li>• Sustainability Action Plan.</li> </ul> <p>v) The following list provides examples of CACs that may be appropriate, depending on the circumstances:</p> <ul style="list-style-type: none"> <li>• Contribution of land for a civic or institutional use (i.e. school);</li> <li>• Contribution of land for special needs housing or affordable housing;</li> <li>• Improvements to public facilities or public buildings;</li> <li>• Heritage conservation;</li> <li>• Provision of park improvements or park land (beyond statutory requirements);</li> <li>• Protection of environmentally significant areas beyond minimum requirements;</li> <li>• Public realm improvements beyond statutory requirements (i.e. public plaza, pedestrian and cycling linkages);</li> <li>• Contribution of land for the purpose of watershed protection;</li> <li>• Viewscape protection;</li> <li>• Neighbourhood enhancement project; and</li> <li>• Provision of cash to the Town of Ladysmith Amenity Fund (i.e. recommended contribution of \$1000 per residential unit to be constructed in the development, or as adjusted periodically) for a future Community Amenity.</li> </ul> <p>vi) Council may choose to accept CACs where it considers that the Town's future budgets will be able to support the estimated lifecycle costs of operating, maintaining and repairing the Community Amenity.</p> <p>vii) CACs will be negotiated on a case specific basis as each development proposal is unique, utilizing the principles of:</p> <ul style="list-style-type: none"> <li>• Nexus – such that there is a direct, demonstrable link between the CAC and the impact of the new development; and</li> <li>• Proportionality – such that the CAC is proportional to the impact that the new development generates and is consistent with the CACs made by other rezoning applicants.</li> </ul> <p>viii) Where it is anticipated that a new Community Amenity will benefit both existing and new residents and businesses, an estimate may be made of the proportion of costs that is attributable to new development. In determining the proportion of costs attributable to new development, the applicable DCC policies and procedures of the Town may be applied.</p> <p>ix) In lieu of providing a Community Amenity, the Town may accept the cash value of the Community Amenity, or an appropriate contribution to the Community Amenity, to be held in the Town's Community Amenity Fund, and which the Town will provide, construct, or install in the future.</p> <p>x) In establishing the value of a proposed Community Amenity, hard costs, soft costs, land costs and lifecycle may be considered, such as:</p> <ul style="list-style-type: none"> <li>• Hard costs – all material and labour costs for the construction of the Community Amenity;</li> <li>• Soft costs – all fees and costs for the design of the Community Amenity; and</li> <li>• Land costs – eligible only where land or an interest in land comprising the Community Amenity is transferred to the Town.</li> </ul>	

<b>TOPIC: Community Amenity Contribution (CAC) Policy</b>	
<b>APPROVED BY: Council</b>	<b>DATE: January 19, 2015</b>
<b>RESOLUTION #: 2015-018</b>	
<i>(Repeals 06-2320-A)</i>	
<ul style="list-style-type: none"> <li>• Lifecycle costs – all recurring costs over the lifespan of the Community Amenity.</li> </ul> <p>xi) Not-for-profit organizations serving the community will not normally be expected to make CACs.</p> <p>xii) The provision of CACs may be secured through one or more of the following methods, prior to final reading of the relevant rezoning amending bylaw. All costs associated with preparation, review and registration of any of the following will be at the expense of the applicant.</p> <ul style="list-style-type: none"> <li>• Phased development agreement (Section 905.1 of the <i>Local Government Act</i>);</li> <li>• Housing agreement for affordable or special needs housing (Section 905 of the <i>Local Government Act</i>);</li> <li>• Covenant (Section 219 of the <i>Land Title Act</i>);</li> <li>• Transfer of land or an interest in land to the Town of Ladysmith;</li> <li>• Cash contribution to the Town of Ladysmith Community Amenity fund(s);</li> <li>• Written agreement between the parties; or</li> <li>• Other methods as appropriate in the circumstances.</li> </ul> <p>xiii) Council may consult this Policy in its consideration of zoning for amenities and affordable housing pursuant to section 904 of the <i>Local Government Act</i>.</p> <p>xiv) Nothing in this CAC Policy is intended to impair or fetter the discretion of Council with respect to the adoption of any bylaw.</p>	

**01 – 6410 - A**



Town of Ladysmith  
**STAFF REPORT**

To: Ruth Malli, City Manager  
From: Clayton Postings, Director of Parks, Recreation and Culture  
Date: January 25, 2016  
File No:

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Re: ROTARY/KINSMEN PICNIC AREA PROJECT

RECOMMENDATION(S):

That Council authorize funding for the Rotary/Kinsmen Picnic Area Project and include the project in the 2016 to 2020 Financial Plan at a cost of \$22,000, with \$7,000 coming from Gas Tax funds and \$15,000 from donations.

PURPOSE:

The purpose of this report is to seek early approval for the Rotary/Kinsmen Picnic Area Project to improve park amenities at Transfer Beach Park prior to the adoption of the 2016-2020 Financial Plan.

INTRODUCTION/BACKGROUND:

At the Council meeting held on September 28, 2016, the Rotary Club of Ladysmith presented a proposal to Council to enhance the playground amenities at Transfer Beach Park.

At the Council meeting held November 16, 2015, Council made the following resolution:

*That Council Authorize the Mayor and Corporate Officer to sign the Memorandum of Understanding with the Rotary Club of Ladysmith for planned improvements at Transfer Beach Park.*

In order to meet the criteria outlined in their funding grant application, the Rotary Club of Ladysmith requires that this project be completed by the end of April. For this reason, construction must commence prior to adoption of the Town's 2016 to 2020 Financial Plan.

SCOPE OF WORK:

Staff would be required to remove existing equipment and prepare the site for amenities, along with supporting both the Rotary and Kinsmen Clubs in delivering on the project objectives.

ALTERNATIVES:

Council could direct staff to contact the Rotary Club and Kinsmen Club and advise them that because the budget has not been approved, Council respectfully declines the proposal of the enhancement of the playground amenities.

FINANCIAL IMPLICATIONS:

In the draft 2016 to 2020 Financial Plan, \$7,000 has been budgeted for the removal of equipment and site preparation, while the remaining work required will be supported through the donation of \$15,000 from the Kinsmen and Rotary Clubs.

LEGAL IMPLICATIONS:

There are no legal implications identified at this time.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

There are no negative implications identified.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

Public Works and Parks staff will be required to assist with removal of existing equipment and site preparation.

RESOURCE IMPLICATIONS:

There are no resource implications identified.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

This aligns with the following strategies:

Strategy 4 - Multi-use Landscapes

Strategy 7 - A Healthy Community

ALIGNMENT WITH STRATEGIC PRIORITIES:

A Wise Financial Management

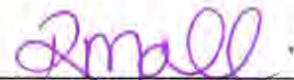
B Effective Land Use Planning and Community Design

F Safe and Healthy Community

SUMMARY:

Staff is seeking early budget approval from Council regarding the Rotary/Kinsmen Picnic area project to improve playground amenities at Transfer Beach Park. This early approval will allow the project to be completed and meet the defined deadlines.

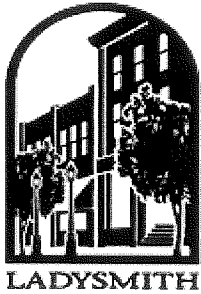
I concur with the recommendation.



Ruth Malli, City Manager

ATTACHMENTS:

None



Town of Ladysmith  
**STAFF REPORT**

To: Ruth Malli, City Manager  
From: Clayton Postings, Director of Parks, Recreation and Culture  
Date: January 25, 2016  
File No:

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Re: **REGIONAL RECREATION FUNDING COMMITTEE APPOINTMENT**

**RECOMMENDATION(S):**

That Council appoint a representative from the Town of Ladysmith to participate on the Cowichan Valley Regional District Regional Recreation Select Committee.

**PURPOSE:**

The Regional recreation Funding Committee being formed through the Cowichan Valley Regional District (CVRD) will make recommendations to the Cowichan Valley Regional District Board on regional recreation relating to funding, service delivery, and facilities planning.

**INTRODUCTION/BACKGROUND:**

The CVRD commissioned a Recreation Facility Use Analysis in 2011 to determine the usage by CVRD citizens (by area) for 9 recreational facilities. The study was prepared by Professional Environmental Recreation Consultants Ltd. The usage statistics gathered were for the following facilities:

1. Cowichan Lake Sports Arena
2. Cowichan Aquatic Centre
3. Cowichan Sportsplex
4. Cowichan Theatre
5. Island Savings Centre
6. Fuller Lake Arena
7. Kerry Park Recreation Centre
8. Shawnigan Lake Community Centre
9. Frank Jameson Community Centre

Each the above facilities are funded based on different models formerly approved in the past by the electors rather than a regionally supported funding model (e.g. usage). All of the facilities were constructed without a regional recreation strategy in place, and some of the facilities will require extensive upgrades in the next 10 to 20 years.

In the past the CVRD has attempted to develop a Regional Recreation strategy and funding model without success. The last attempt was in 2012 when the CVRD used the 2011 Recreation Facility Use statistics to prepare a Cowichan Valley Recreation Funding - Public Consultation Session strategy. This Public Consultation strategy envisioned consultation sessions throughout the CVRD to present regional recreation funding models, including the pros and cons of each model. The funding models included:

1. Current
2. Equal Share
3. Use Based
4. Hybrid (operating by usage and capital funding local – sub regional)
5. Sub-Regional
6. Modified Sub-Regional

It was envisioned that the CVRD Board would commence a public consultation on these proposed funding models but it did not proceed.

Currently the Town of Ladysmith does receive annual funding to operate Frank Jameson Community Centre from both Area G and H of the CVRD.

**SCOPE OF WORK:**

It is anticipated that there will be some support required by Parks, Recreation and Culture staff in relation to participating on the committee meetings.

The first meeting of the Committee is scheduled for March 1<sup>st</sup> from 10am-3pm at the CVRD building in Duncan.

**ALTERNATIVES:**

Decline the invitation to appoint a member to this committee.

**FINANCIAL IMPLICATIONS:**

There are no financial implications identified.

**LEGAL IMPLICATIONS:**

There are no legal implications identified at this time.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

There are no negative implications identified.

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:**

None identified.

**RESOURCE IMPLICATIONS:**

There are no resource implications identified.

**ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:**

This aligns with the following strategies:

Strategy 7 – A Healthy Community

Strategy 8 – Local, Diverse Economy

**ALIGNMENT WITH STRATEGIC PRIORITIES:**

Strategic Priority 3: Dynamic Economic Development

**SUMMARY:**

The Town of Ladysmith has an ongoing interest in regional recreation services and facilities and participation in discussing future options would be beneficial to the community.



I concur with the recommendation.



---

Ruth Malli, City Manager

ATTACHMENTS:

Letter from Joe Barry, Corporate Secretary - CVRD  
Regional Recreation Select Committee Terms of Reference  
Regional Recreation Funding Report - CVRD  
CVRD report - Regionally Significant Recreation Facilities  
CVRD report - Facility Use



# BOARD REPORT

**DATE OF REPORT** December 22, 2015  
**MEETING TYPE & DATE** Board Meeting of January 13, 2016  
**FROM:** General Manager  
Community Services Department  
**SUBJECT:** Terms of Reference for Regional Recreation Select Committee  
**FILE:**

---

## **PURPOSE/INTRODUCTION**

The purpose of this report is to advance the Board's direction on regional recreation.

## **RECOMMENDED RESOLUTION**

1. That the Regional Recreation Select Committee Terms of Reference be approved.
2. That expenditures of up to \$13,300 from the Feasibility Study Reserve Fund for contracted services and a regional recreation workshop be approved.

## **BACKGROUND**

On October 14, 2015, the Board directed that a workshop be scheduled on the subject of regional recreation.

On December 9, 2015, the Board directed that terms of reference be developed for the establishment of a Regional Recreation Select Committee, and that the terms of reference include a timeline to update the 2011 Recreation Facility Use Analysis.

On December 15, 2015, senior staff from the CVRD, Ladysmith, North Cowichan, and Duncan developed the attached terms of reference.

## **ANALYSIS**

The terms of reference for the Regional Recreation Select Committee focuses on the funding of nine existing major recreation facilities, both with current and potential future service delivery. The committee composition takes into account geographical representation from five sub-regions of the regional district. The timeline allows for committee work in 2016, a facility use analysis in 2017, public engagement in 2017 / 2018, and a potential public approval process in 2018.

The workshop is targeted for the first week of March, 2016, delivered by Brian Johnston. Brian has been the owner of Professional Environmental Recreation Consultants Ltd. (PERC) since 1975, and has received both national and provincial citations for outstanding achievement in the field of parks and recreation. PERC has delivered a number of reports on recreation in the Cowichan region, and Brian has previously presented on the topic of regional recreation to the CVRD Board.

Establishing a terms of reference for the Regional Recreation Select Committee in January 2016, will allow for the creation of the committee in February 2016, and the committee's attendance at the regional recreation workshop in March 2016.

## **FINANCIAL CONSIDERATIONS**

The Feasibility Study Reserve Fund was established to meet the cost of undertaking feasibility studies in respect of the possible adoption of a function. The current balance of this reserve fund at

December 22, 2015 is \$52,822. The recommendations within this report request expenditures not to exceed \$13,300 from the Feasibility Study Reserve Fund. Research by recreation professionals and / or students to support the initiative is anticipated to be necessary, and not to exceed \$10,000. The fee for the workshop speaker is expected to be \$2,000 - \$3,000, with up to \$300 in expenses.

**COMMUNICATION CONSIDERATIONS**

If the Board adopts the proposed terms of reference, a seven member committee will need to be established. The following bodies will be contacted to recommend a representative for the Regional Recreation Select Committee:

- Kerry Park Recreation Commission
- Cowichan Lake Recreation Commission
- Island Savings Centre Commission
- North Cowichan Parks and Recreation Committee
- Ladysmith Council

It should be noted that the recommended representatives can either be elected or appointed members, at the bodies' discretion.

The Board would consider the five recommended representatives, and add two Board members to the Committee, to total seven Regional Recreation Select Committee members. This consideration would be at the February 10, 2016 Board meeting.

Staff would contact Brian Johnston to finalize workshop requirements.

**STRATEGIC/BUSINESS PLAN CONSIDERATIONS**

To develop a long term recreation funding strategy for the Cowichan region.

Prepared by:



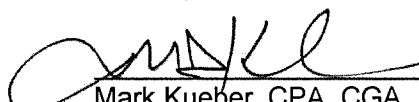
John Elzinga  
General Manager

Reviewed by:

Not Applicable  
Not Applicable

Not Applicable  
Not Applicable

Corporate Services Review:



Mark Kueber, CPA, CGA  
General Manager

Reviewed for Form and Content and Approved for Submission to the Board:  
Chief Administrative Officer's Comments / Concurrence



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Brian Carruthers  
Chief Administrative Officer

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**ATTACHMENTS:**

Attachment A – Regional Recreation Select Committee Terms of Reference

# DRAFT

## REGIONAL RECREATION SELECT COMMITTEE TERMS OF REFERENCE

### **Purpose:**

The purpose of the Committee is to make recommendations to the Cowichan Valley Regional District Board on regional recreation, including but not limited to:

- Regional funding model options, based on existing service delivery of nine major recreation facilities:
  - Cowichan Lake Sports Arena
  - Cowichan Aquatic Centre
  - Cowichan Sportsplex
  - Cowichan Theatre
  - Island Savings Centre
  - Fuller Lake Arena
  - Kerry Park Recreation Centre
  - Shawnigan Lake Community Centre
  - Frank Jameson Community Centre
- Development of a process for changes to the service delivery model
- Development of a process for a regional facilities master plan
- Development of an approval process for major facility redevelopment, and new capital facility additions.
- Providing recommendations by September 1, 2017.

### **Committee Responsibilities:**

The Committee will be responsible for providing recommendations on a regional perspective to recreation. Key responsibilities will include:

- Reviewing the history of recreation funding in Cowichan
- Focusing on nine major recreation facilities
- Defining what is included in the nine recreation facilities (adjoining ball fields, community halls, etc.)
- Reviewing how other BC communities have addressed regional recreation
- Reviewing recreation funding models
- Providing recommendations on regional funding models, considering both capital and operating budgets
- Considering a potential phase-in strategy to funding changes
- Considering potential processes to address service delivery changes
- Considering potential processes to develop a regional facilities plan
- Addressing how future recreation facilities would be funded
- Addressing how major facility development or major facility changes would be approved
- Providing recommendations on a public engagement strategy
- Providing recommendations on a public approval process



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Duncan, BC V9L 1N8  
www.cvrd.bc.ca

Office: 250.746.2500  
Fax: 250.746.2513  
Toll Free: 1.800.665.3955

January 19, 2016

Mayor Aaron Stone and Council  
Town of Ladysmith  
410 Esplanade – PO Box 220 Stn Main  
Ladysmith BC V9G 1A2

Re: Town of Ladysmith Appointee to the Proposed Regional Recreation Select Committee

Dear Mayor Stone and Council:

At their January 13, 2016 meeting, the Cowichan Valley Regional District Board of Directors approved a *Draft Terms of Reference* for the establishment of a Regional Recreation Select Committee (copy attached). The purpose of the Committee will be to make recommendations to the Board regarding regional recreation.

It is proposed that the Committee will consist of seven members; one of which is to be a representative from the Town of Ladysmith Parks and Recreation Committee, or a community member appointed by Ladysmith Council. As the Board will consider establishing the Regional Recreation Select Committee at their upcoming meeting on February 10, 2016, it would be timely if the name of the Ladysmith representative could be provided by February 5<sup>th</sup>. Receipt of this information will allow us to include the representative's name on the Board's February meeting agenda.

Please contact John Elzinga, General Manager, Community Services Department, at 250.746.2520 or by email at [jelzinga@cvrd.bc.ca](mailto:jelzinga@cvrd.bc.ca)

Sincerely,

Joe Barry,  
Corporate Secretary

JB/sc

Enclosure

Pc: John Elzinga, General Manager, Community Services

# DRAFT

## **Committee Composition:**

- Seven members, including:
  - Two members of the CVRD Board
  - One representative from the Kerry Park Recreation Commission
  - One representative from the Cowichan Lake Recreation Commission
  - One representative from the Island Savings Centre Commission
  - One representative from the North Cowichan Parks and Recreation Committee
  - One representative from the Ladysmith Parks and Recreation Committee, or community member appointed by Ladysmith Council.

## **Meetings:**

To be held in accordance with an agreed schedule, or at the call of the chairperson.

## **Committee Structure and Operating Guidelines:**

A chairperson will be elected by the committee from amongst the membership. A vice-chairperson will also be elected to act in the chairperson's absence.

The CVRD Directors on the committee will present recommendations to the Board.

## **Support:**

Identified staff support will include:

- General Manager, Community Services, CVRD
- Director, Parks and Recreation, North Cowichan
- Director, Parks and Recreation, Ladysmith

Additional staff support will be provided by the CVRD, North Cowichan, Ladysmith, and Duncan as required.

Contracts for services to support research for the Regional Recreation Select Committee will be funded by the Feasibility Study Reserve Fund, and will not exceed \$10,000.

## **Timeline:**

January 13, 2016 - CVRD Board considers committee terms of reference

Late January, 2016 - Recreation Commissions recommend committee members

February, 2016 - Board establishes committee, appoints members

Early March, 2016 - Half day workshop on regional recreation, attended by Board, Regional Recreation Select Committee, and staff support

April to December, 2016 – Committee work

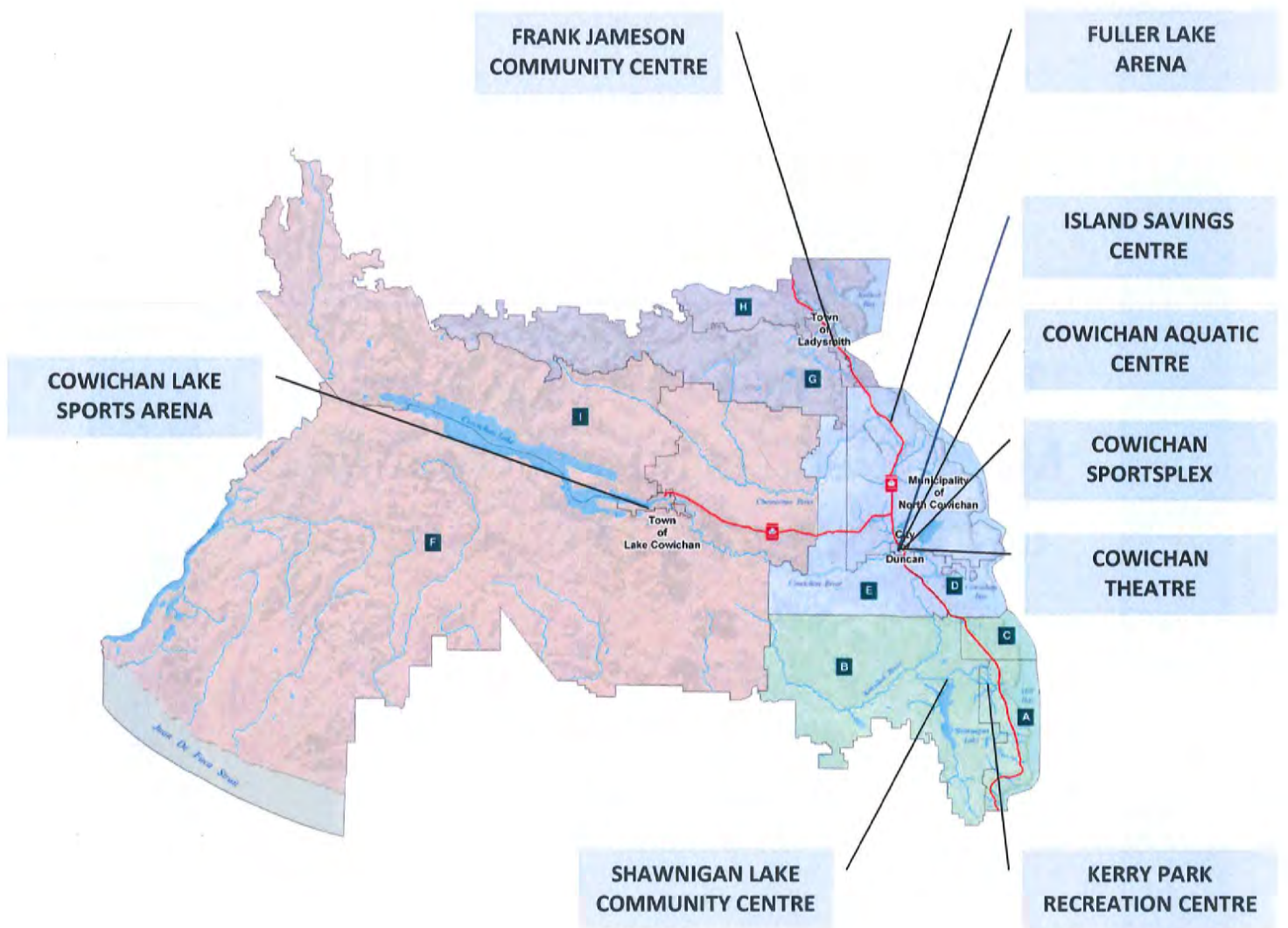
Early 2017 – Facility use analysis update

Spring / Summer 2017 – Committee recommendations finalized, presentation to Board

This timeline would allow for a public engagement process in fall 2017 / spring 2018, and a public approval process in fall 2018.

# Cowichan Valley

## REGIONALLY SIGNIFICANT RECREATION FACILITIES





Cowichan Valley Region

**CURRENT**  
RECREATION FUNDING MODEL

**CONCEPT**

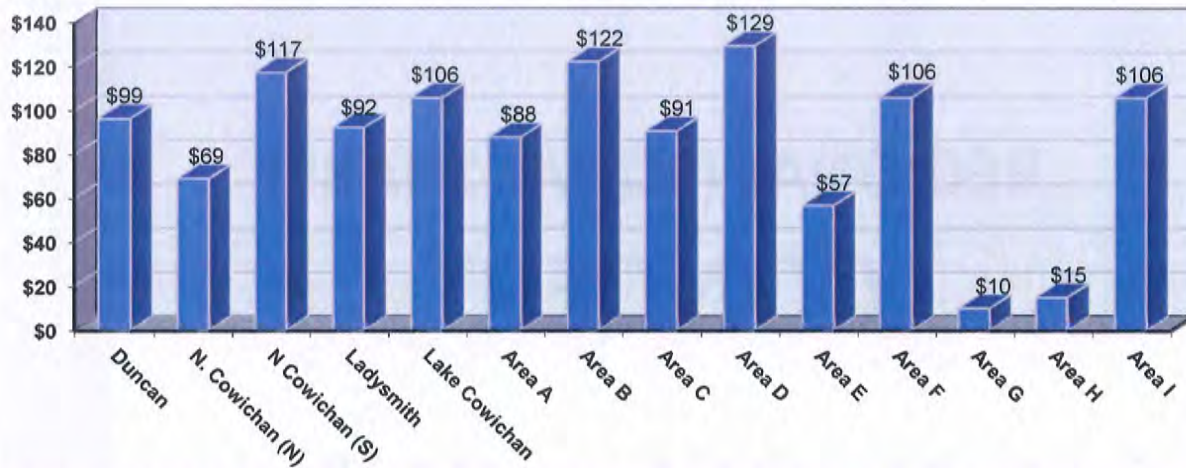
The current recreation funding Model depicts how recreation is currently funded in the region.

Cowichan Valley Region

# CURRENT

## RECREATION FUNDING MODEL

Recreation costs by area, per \$100,000 in assessed property value



Participating Area	Recreation Costs per \$100,000	Cost Breakdown
Duncan	\$96.33	32.88 ISC + 11.44 ISC Arena + 10.95 Theatre + 0.72 Theatre Loan + 2.04 CSP + 0.65 CSP Regional + 37.65 CAC = \$96.33
N. Cowichan – N. End	\$68.88	6.69 Theatre + 0.72 Theatre Loan + 10.27 FLA + 1.14 CSP + 0.65 CSP Regional + 49.41 CAC = \$68.88
N. Cowichan – S. End	\$117.46	32.88 ISC + 11.44 ISC Arena + 10.95 Theatre + 0.72 Theatre Loan + 10.27 FLA + 1.14 CSP + 0.65 CSP Regional + 49.41 CAC = \$117.46
Ladysmith	\$92.16	88.67 FJCC + 2.84 Theatre + 0.65 CSP Regional = \$92.16
Lake Cowichan	\$105.83	105.18 CLRC + 0.65 CSP Regional = \$105.83
Area A	\$87.71	55.59 KPRC + 28.60 KPRC Capital Loan* + 2.87 Theatre + 0.65 CSP Regional = \$87.71
Area B	\$122.14	34.45 SLCC + 55.59 KPRC + 28.60 KPRC Capital Loan* + 2.85 Theatre + 0.65 CSP Regional = \$122.14
Area C	\$90.53	55.59 KPRC + 28.60 KPRC Capital Loan* + 5.69 Theatre + 0.65 CSP Regional = \$90.53
Area D	\$129.39	32.88 ISC + 10.95 Theatre + 0.72 Theatre Loan + 0.65 CSP Regional + 55.59 KPRC + 28.60 KPRC Capital Loan* = \$129.39
Area E	\$56.64	32.88 ISC + 11.44 ISC Arena + 10.95 Theatre + 0.72 Theatre Loan + 0.65 CSP Regional = \$56.64
Area F	\$105.83	105.18 CLRC + 0.65 CSP Regional = \$105.83
Area G	\$9.66	9.01 FJCC Grant + 0.65 CSP Regional = \$9.66
Area H	\$14.78	14.13 FJCC Grant + 0.65 CSP Regional = \$14.78
Area I	\$105.83	105.18 CLRC + 0.65 CSP Regional = \$105.83

\* Including an estimated KPRC capital renovation cost of \$15 Million borrowed over 25 years at an interest rate of 5%

## **REGIONAL (EQUAL SHARE) CONCEPT**

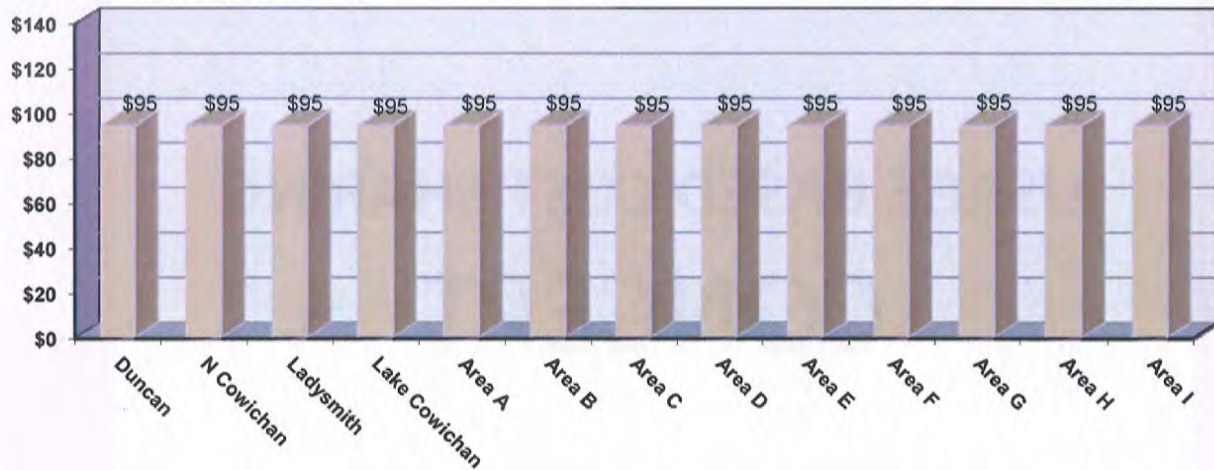
Every household in the Region pays the same rate regardless of where you live.

Cowichan Valley Region

# EQUAL SHARE

## RECREATION FUNDING MODEL

Recreation costs by area, per \$100,000 in assessed property value



Participating Area	Recreation Costs per \$100,000	Cost Breakdown
Duncan	\$94.55	All Facilities = 94.55
North Cowichan	\$94.55	All Facilities = 94.55
Ladysmith	\$94.55	All Facilities = 94.55
Lake Cowichan	\$94.55	All Facilities = 94.55
Area A	\$94.55	All Facilities = 94.55
Area B	\$94.55	All Facilities = 94.55
Area C	\$94.55	All Facilities = 94.55
Area D	\$94.55	All Facilities = 94.55
Area E	\$94.55	All Facilities = 94.55
Area F	\$94.55	All Facilities = 94.55
Area G	\$94.55	All Facilities = 94.55
Area H	\$94.55	All Facilities = 94.55
Area I	\$94.55	All Facilities = 94.55

Based on cost sharing \$14,443,259 regionally, which includes \$1,253,726 for the annual KPRC renovation debt costs

## **USAGE BASED COST SHARING CONCEPT**

Cost sharing is based on the actual amount of recreation facility use by residents. The Regional District would tax each area based how much each area's residents used recreational facilities.

Cowichan Valley Region

# USE BASED

## RECREATION FUNDING MODEL

Recreation costs by area, per \$100,000 in assessed property value



Participating Area	Recreation Costs per \$100,000	Cost Breakdown
Duncan	\$107.66	37.27CAC + 3.07 CLSA + 3.02 CSP + 10.62 CT + 0.31 FJCC + 3.53 FLA + 7.72 ISC Arena + 36.07 ISC + 0.57 KPRC Arena + 5.41 KPRC + 0.07 SLCC = \$107.66
North Cowichan	\$90.49	37.16 CAC + 2.92 CLSA + 2.24 CSP + 10.12 CT + 2.32 FJCC + 5.22 FLA + 6.31 ISC Arena + 21.10 ISC + 0.64 KPRC Arena + 2.16 KPRC + 0.30 SLCC = \$90.49
Ladysmith	\$91.71	3.07 CAC + 3.92 CLSA + 0.34 CSP + 1.88 CT + 69.94 FJCC + 6.58 FLA + 3.21 ISC Arena + 2.30 ISC + 0.10 KPRC Arena + 0.28 KPRC + 0.09 SLCC = \$91.71
Lake Cowichan	\$204.98	25.60 CAC + 154.07 CLSA + 1.22 CSP + 7.13 CT + 1.19 FJCC + 1.30 FLA + 3.02 ISC Arena + 9.70 ISC + 0.78 KPRC Arena + 0.83 KPRC + 0.14 SLCC = \$204.98
Area A	\$100.55	0.47 CAC + 15.26 CLSA + 1.43 CSP + 4.61 CT + 0.13 FJCC + 1.33 FLA + 1.23 ISC Arena + 4.53 ISC + 14.92 KPRC Arena + 46.15 KPRC + 10.49 SLCC = \$100.55
Area B	\$103.25	4.94 CAC + 16.80 CLSA + 1.80 CSP + 3.78 CT + 0.15 FJCC + 2.74 FLA + 1.93 ISC Arena + 3.09 ISC + 17.16 KPRC Arena + 32.19 KPRC + 18.67 SLCC = \$103.25
Area C	\$102.22	10.18 CAC + 8.60 CLSA + 1.74 CSP + 8.34 CT + 2.02 FLA + 1.94 ISC Arena + 6.42 ISC + 10.17 KPRC Arena + 44.06 KPRC + 8.75 SLCC = \$102.22
Area D	\$90.66	16.08 CAC + 10.10 CLSA + 3.00 CSP + 9.27 CT + 1.22 FJCC + 1.25 FLA + 2.17 ISC Arena + 15.20 ISC + 10.02 KPRC Arena + 15.11 KPRC + 7.24 SLCC = \$90.66
Area E	\$80.05	22.86 CAC + 2.81 CLSA + 3.55 CSP + 9.40 CT + 0.90 FJCC + 4.42 FLA + 7.51 ISC Arena + 21.01 ISC + 0.85 KPRC Arena + 5.05 KPRC + 1.69 SLCC = \$80.05
Area F	\$24.09	2.35 CAC + 18.36 CLSA + 0.34 CSP + 0.98 CT + 0.20 FJCC + 0.26 FLA + 0.38 ISC Arena + 1.22 ISC = \$24.09
Area G	\$30.17	3.57 CAC + 1.58 CLSA + 0.69 CSP + 2.16 CT + 15.12 FJCC + 3.10 FLA + 1.63 ISC Arena + 2.32 ISC = \$30.17
Area H	\$26.81	2.36 CAC + 0.84 CLSA + 0.26 CSP + 0.83 CT + 18.36 FJCC + 1.30 FLA + 1.63 ISC Arena + 1.23 ISC = \$26.81
Area I	\$29.34	1.43 CAC + 24.03 CLSA + 0.26 CSP + 0.50 CT + 0.09 FLA + 0.86 ISC Arena + 2.17 ISC = \$29.34

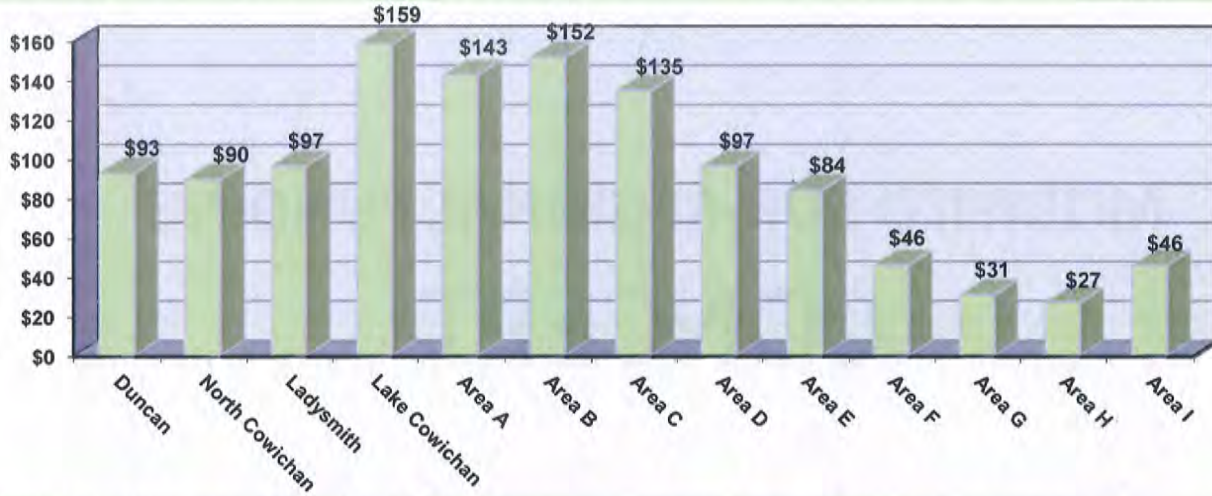
## **HYBRID CONCEPT**

Groups recreation facilities into specified funding areas. Capital costs are shared within the funding area; operational costs are shared regionally, based on use.

Cowichan Valley Region

# HYBRID RECREATION FUNDING MODEL

Recreation costs by area, per \$100,000 in assessed property value



Participating Area	Recreation Costs per \$100,000	Cost Breakdown
Duncan	\$93.01	\$1.27 ISC + \$0.76 Theatre + \$2.44 FLA + \$21.46 CAC = <b>\$25.93 Capital Costs</b> / \$29.46 ISC + \$10.04 Theatre + \$2.36 FLA + \$16.87 CAC + \$1.98 CSP + \$2.30 CLSA + \$0.30 FJCC + \$0.07 SLCC + \$3.70 KPRC = <b>\$67.08 Operational Costs</b> . Grant Total = \$93.01
North Cowichan	\$89.72	\$1.27 ISC + \$0.76 Theatre + \$2.44 FLA + \$21.46 CAC = <b>\$25.93 Capital Costs</b> / \$25.06 ISC + \$9.57 Theatre + \$3.49 FLA + \$17.29 CAC + \$1.47 CSP + \$2.19 CLSA + \$2.25 FJCC + \$0.30 SLCC + \$2.17 KPRC = <b>\$63.79 Operational Costs</b> . Grand Total = \$89.72
Ladysmith	\$96.60	\$1.39 FJCC = <b>\$1.39 Capital Costs</b> / \$16.28 ISC + \$1.78 Theatre + \$4.37 FLA + \$1.43 CAC + \$0.23 CSP + \$2.93 CLSA + \$67.79 FJCC + \$0.09 SLCC + \$0.31 KPRC = <b>\$95.21 Operational Costs</b> . Grand Total = \$96.60
Lake Cowichan	\$158.70	\$26.40 CLSA = <b>\$26.40 Capital Costs</b> / \$9.34 + \$6.79 Theatre + \$0.87 FLA + \$11.91 CAC + \$0.81 CSP + \$115.39 CLSA + \$11.55 FJCC + \$0.14 SLCC + \$1.90 KPRC = <b>\$158.70 Operational Costs</b> . Grand Total = \$185.10
Area A	\$142.94	\$57.71 KPRC = <b>\$57.71 Capital Costs</b> / \$5.97 ISC + \$4.36 Theatre + \$0.89 FLA + \$1.69 CAC + \$0.94 CSP + \$11.43 CLSA + \$0.12 FJCC + \$10.49 SLCC + \$49.34 KPRC = <b>\$85.23 Operational Costs</b> . Grant Total = \$ 142.94
Area B	\$152.04	\$57.71 KPRC = <b>\$57.71 Capital Costs</b> / \$8.68 ISC + 3.57 Theatre + \$1.83 FLA + \$2.30 CAC + \$1.19 CSP + \$12.58 CLSA + \$0.14 FJCC + \$18.67 SLCC + \$45.37 KPRC = <b>\$94.33 Operational Costs</b> . Grand Total = 152.04
Area C	\$134.98	\$57.71 KPRC = <b>\$57.71 Capital Costs</b> / \$8.11 ISC + \$7.89 Theatre + \$1.35 FLA + \$4.24 CAC + \$1.14 CSP + \$6.44 CLSA + \$8.75 SLCC + 39.35 = <b>\$77.27 Operational Costs</b> . Grand Total = \$134.98
Area D	\$96.54	\$1.27 ISC + \$0.76 Theatre + \$2.44 FLA + \$21.46 CAC = <b>\$25.93 Capital Costs</b> / \$11.20 ISC + \$8.76 Theatre + \$0.84 FLA + \$7.48 CAC + \$1.97 CSP + \$7.56 CLSA + \$1.19 FJCC + \$7.24 SLCC + \$24.37 = <b>\$70.61 Operational Costs</b> . Grand Total = \$96.54
Area E	\$84.21	\$1.27 ISC + \$0.76 Theatre + \$2.44 FLA + \$21.46 CAC = <b>25.93 Capital Costs</b> / 24.77 ISC + \$8.88 Theatre + \$2.96 FLA + \$10.63 CAC + \$2.34 CSP + \$2.10 CLSA + 0.88 FJCC + \$1.69 SLCC + \$4.03 KPRC = <b>\$58.28 Operational Costs</b> . Grand Total = \$84.21
Area F	\$45.92	\$26.40 CLSA = <b>\$26.40 Capital Costs</b> / \$1.16 ISC + \$0.92 Theatre + \$0.17 FLA + \$1.09 CAC + \$2.24 CSP + \$13.75 CLSA + \$0.19 FJCC = <b>\$19.52 Operational Costs</b> . Grand Total = 45.92
Area G	\$30.78	\$1.39 FJCC = <b>\$1.39 Capital Costs</b> / \$7.32 ISC + \$2.04 Theatre + \$2.07 FLA + 1.66 CAC + \$0.45 CSP + \$1.19 CLSA + \$14.66 = <b>\$29.39 Operational Costs</b> . Grand Total =
Area H	\$26.99	\$1.39 FJCC = <b>\$1.39 Capital Costs</b> / \$4.26 ISC + \$0.77 Theatre + \$0.87 FLA + \$1.10 CAC + \$0.17 CSP + \$0.63 CLSA + \$17.80 FJCC = <b>\$25.60 Operational Costs</b> . Grand Total = \$26.99
Area I	\$45.95	\$26.40 CLSA = <b>\$26.40 Capital Costs</b> / \$1.18 ISC + \$0.47 Theatre + \$0.06 FLA + \$0.67 CAC + \$0.17 CSP + \$18.00 CLSA = <b>\$20.55 Operational Costs</b> . Grand Total =



## **MODIFIED SUB-REGIONAL FUNDING CONCEPT**

Groups all recreation facilities, except the fuller lake arena, into four funding areas. Only two facilities are regionally funded:

1. Cowichan Theatre
2. Cowichan Sportsplex

# MODIFIED SUB-REGIONAL RECREATION FUNDING MODEL

Recreation costs by area, per \$100,000 in assessed property value



Participating Area	Recreation Costs per \$100,000	Cost Breakdown
Duncan	\$82.22	34.21 ISC + 6.71 Theatre + 1.16 CSP + 40.14 CAC = \$82.22
North Cowichan	\$89.15	34.21 ISC + 6.71 Theatre + 1.16 CSP + 40.14 CAC + 6.93 FLA = \$89.15
Ladysmith	\$63.51	48.71 FJCC + 6.71 Theatre + 6.93 FLA + 1.16 CSP = \$63.51
Lake Cowichan	\$113.05	105.18 CLRC + 6.71 Theatre + 1.16 CSP = \$113.05
Area A	\$121.66	15.75 SLCC + 64.80 KPRC + 33.24 KPRC Capital Loan* + 6.71 Theatre + 1.16 CSP = \$121.66
Area B	\$121.66	15.75 SLCC + 64.80 KPRC + 33.24 KPRC Capital Loan* + 6.71 Theatre + 1.16 CSP = \$121.66
Area C	\$121.66	15.75 SLCC + 64.80 KPRC + 33.24 KPRC Capital Loan* + 6.71 Theatre + 1.16 CSP = \$121.66
Area D	\$82.22	34.21 ISC + 6.71 Theatre + 1.16 CSP + 40.14 CAC = \$82.22
Area E	\$82.22	34.21 ISC + 6.71 Theatre + 1.16 CSP + 40.14 CAC = \$82.22
Area F	\$113.05	105.18 CLRC + 6.71 Theatre + 1.16 CSP = \$113.05
Area G	\$63.51	48.71 FJCC + 6.71 Theatre + 6.93 FLA + 1.16 CSP = \$63.51
Area H	\$63.51	48.71 FJCC + 6.71 Theatre + 6.93 FLA + 1.16 CSP = \$63.51
Area I	\$113.05	105.18 CLRC + 6.71 Theatre + 1.16 CSP = \$113.05

## **SUB-REGIONAL FUNDING CONCEPT**

Groups recreation facilities into four funding areas. Local facilities are funded by the local area only.

Cowichan Valley Region

# SUB-REGIONAL RECREATION FUNDING MODEL

Recreation costs by area, per \$100,000 in assessed property value



Participating Area	Recreation Costs per \$100,000	Cost Breakdown
Duncan	\$97.97	34.21 ISC + 13.88 Theatre + 7.35 FLA + 2.39 CSP + 40.14 CAC = \$97.97
North Cowichan	\$97.97	34.21 ISC + 13.88 Theatre + 7.35 FLA + 2.39 CSP + 40.14 CAC = \$97.97
Ladysmith	\$48.71	48.71 FJCC = \$48.71
Lake Cowichan	\$105.18	105.18 CLRC = \$105.18
Area A	\$113.89	15.75 SLCC + 64.80 KPRC + 33.34 KPRC Capital Loan* = \$113.89
Area B	\$113.89	15.75 SLCC + 64.80 KPRC + 33.34 KPRC Capital Loan* = \$113.89
Area C	\$113.89	15.75 SLCC + 64.80 KPRC + 33.34 KPRC Capital Loan* = \$113.89
Area D	\$97.97	34.21 ISC + 13.88 Theatre + 7.35 FLA + 2.39 CSP + 40.14 CAC = \$97.97
Area E	\$97.97	34.21 ISC + 13.88 Theatre + 7.35 FLA + 2.39 CSP + 40.14 CAC = \$97.97
Area F	\$105.18	105.18 CLRC = \$105.18
Area G	\$48.71	48.71 FJCC = \$48.71
Area H	\$48.71	48.71 FJCC = \$48.71
Area I	\$105.18	105.18 CLRC = \$105.18



Cowichan Valley Regional District | 2012

# Recreational Facilities Use Analysis

## Regionally Significant Facilities

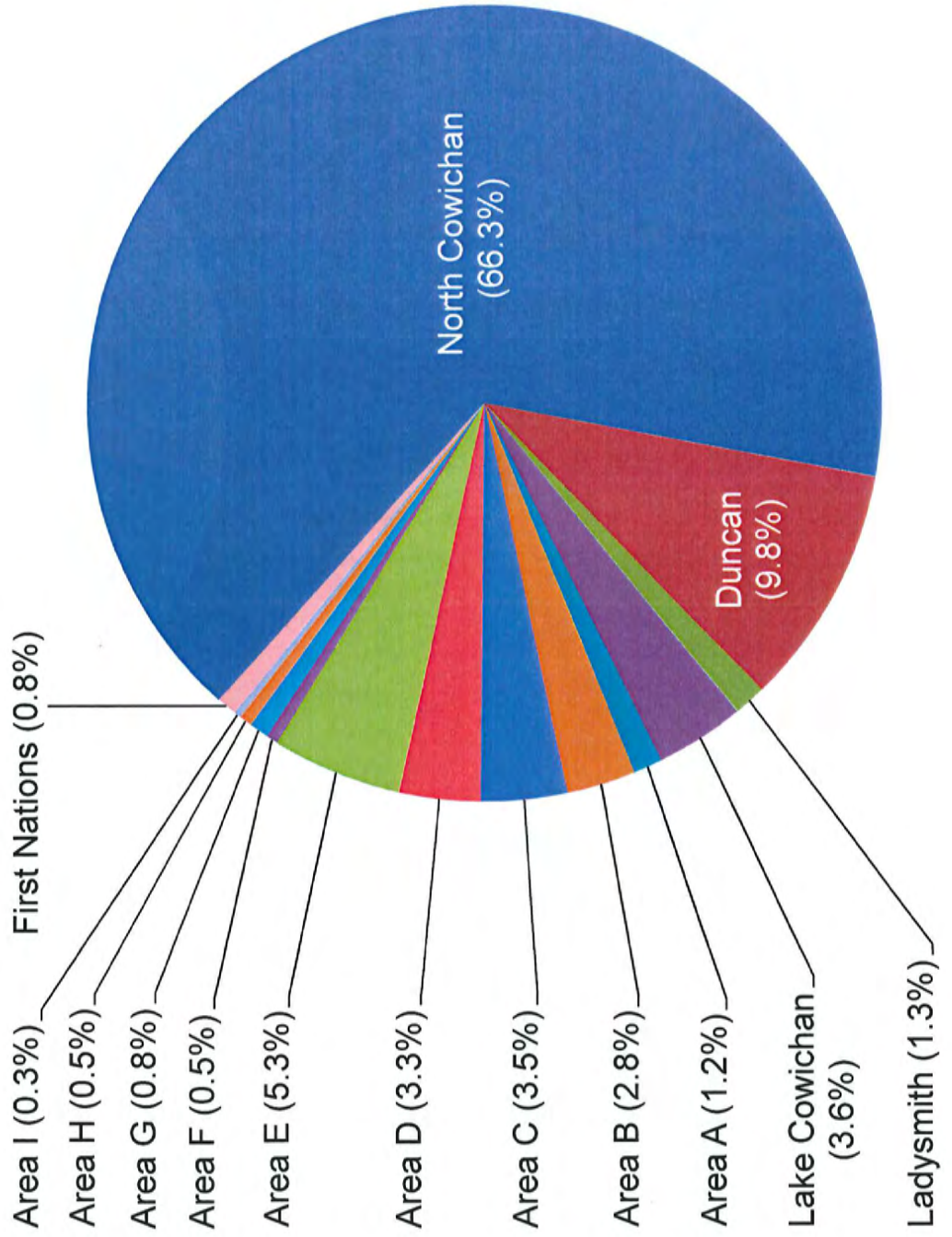




# Cowichan Aquatic Centre



# Cowichan Aquatic Centre



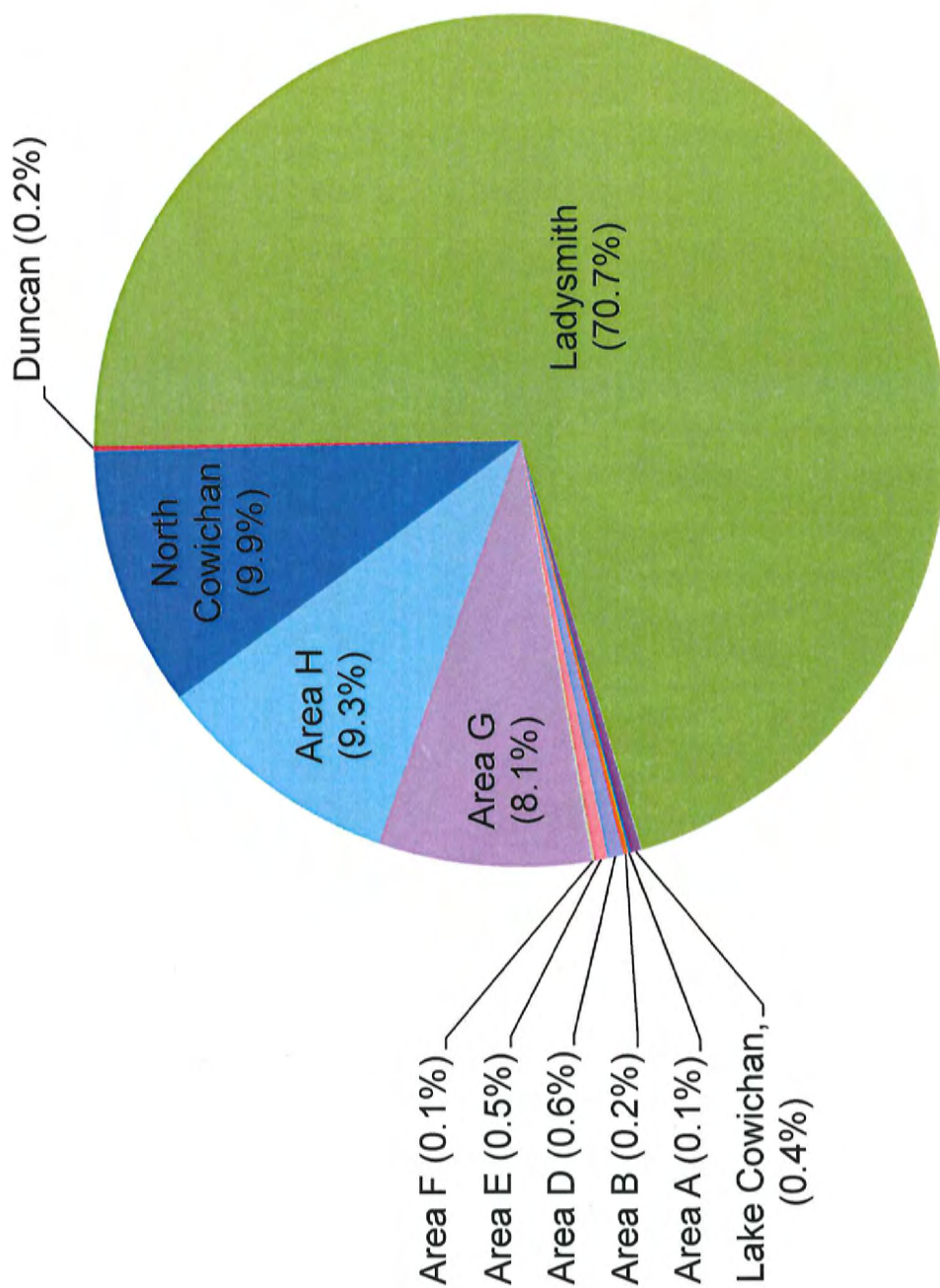


# Frank Jameson Community Centre





# Frank Jameson Community Centre

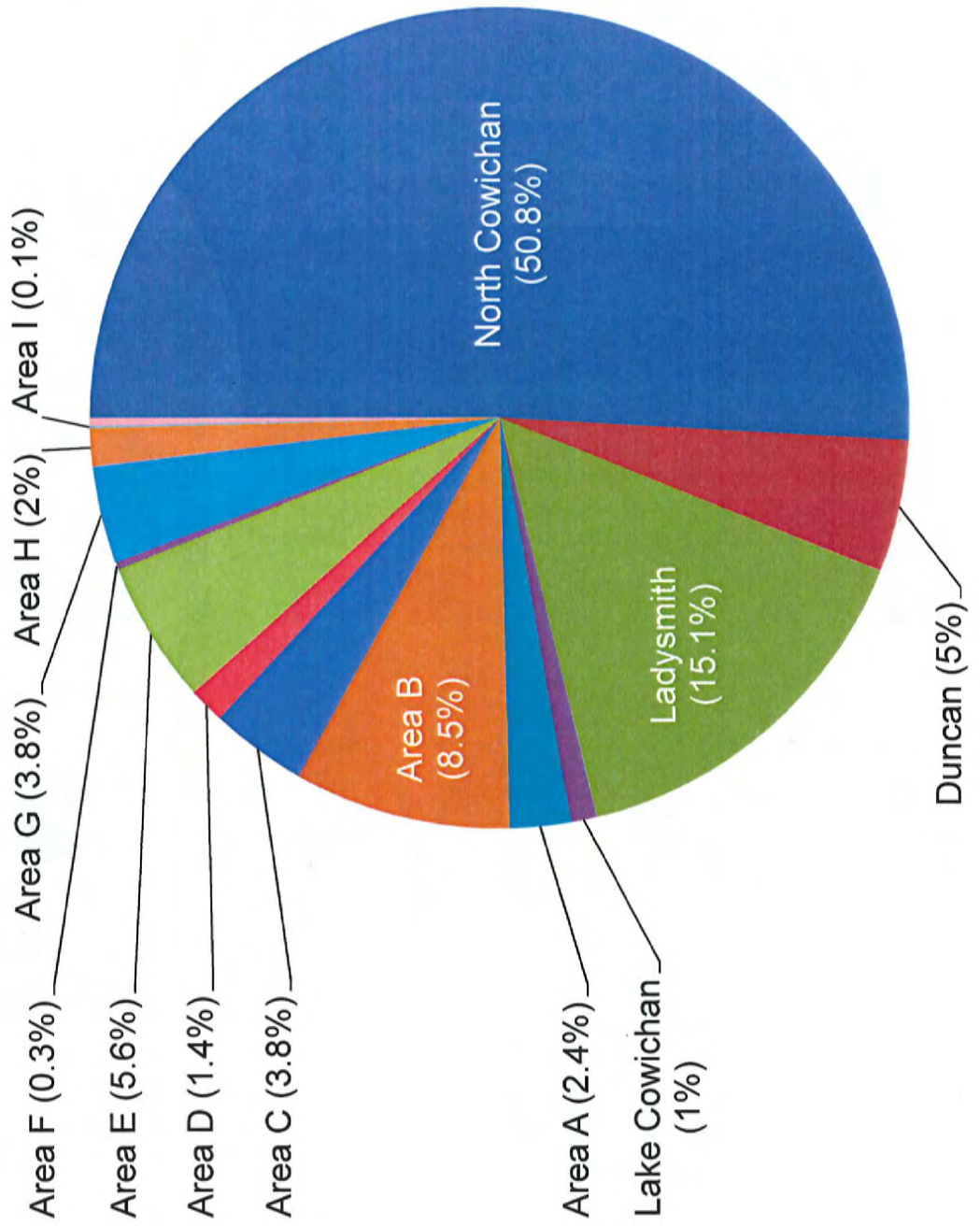




# Fuller Lake Arena

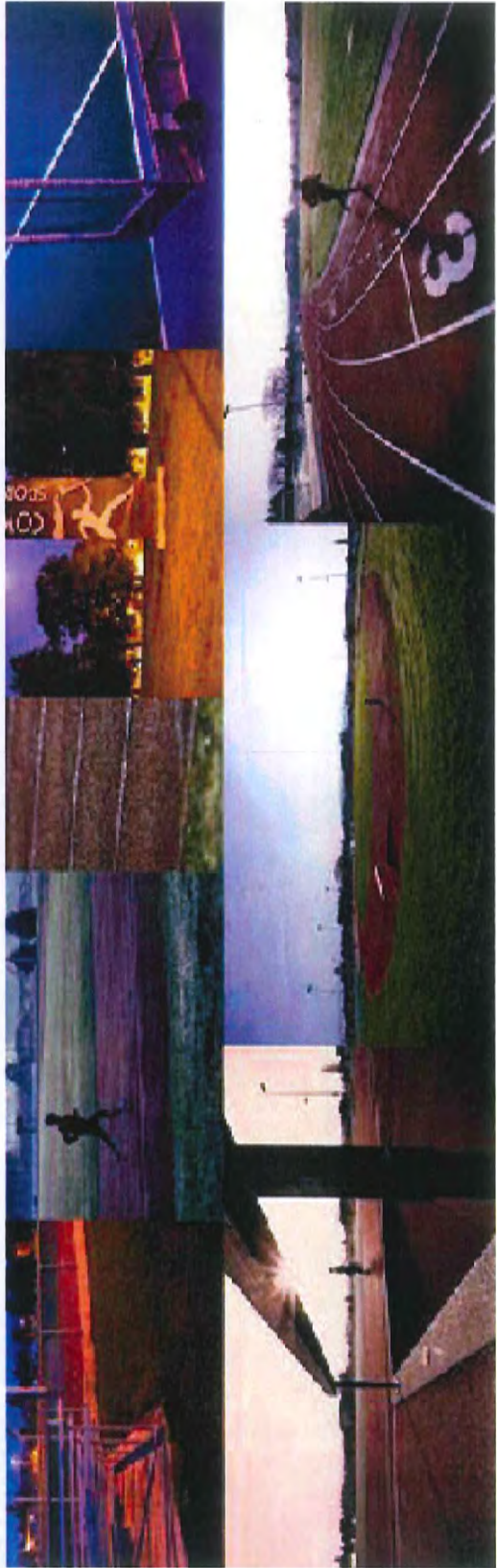


# Fuller Lake Arena

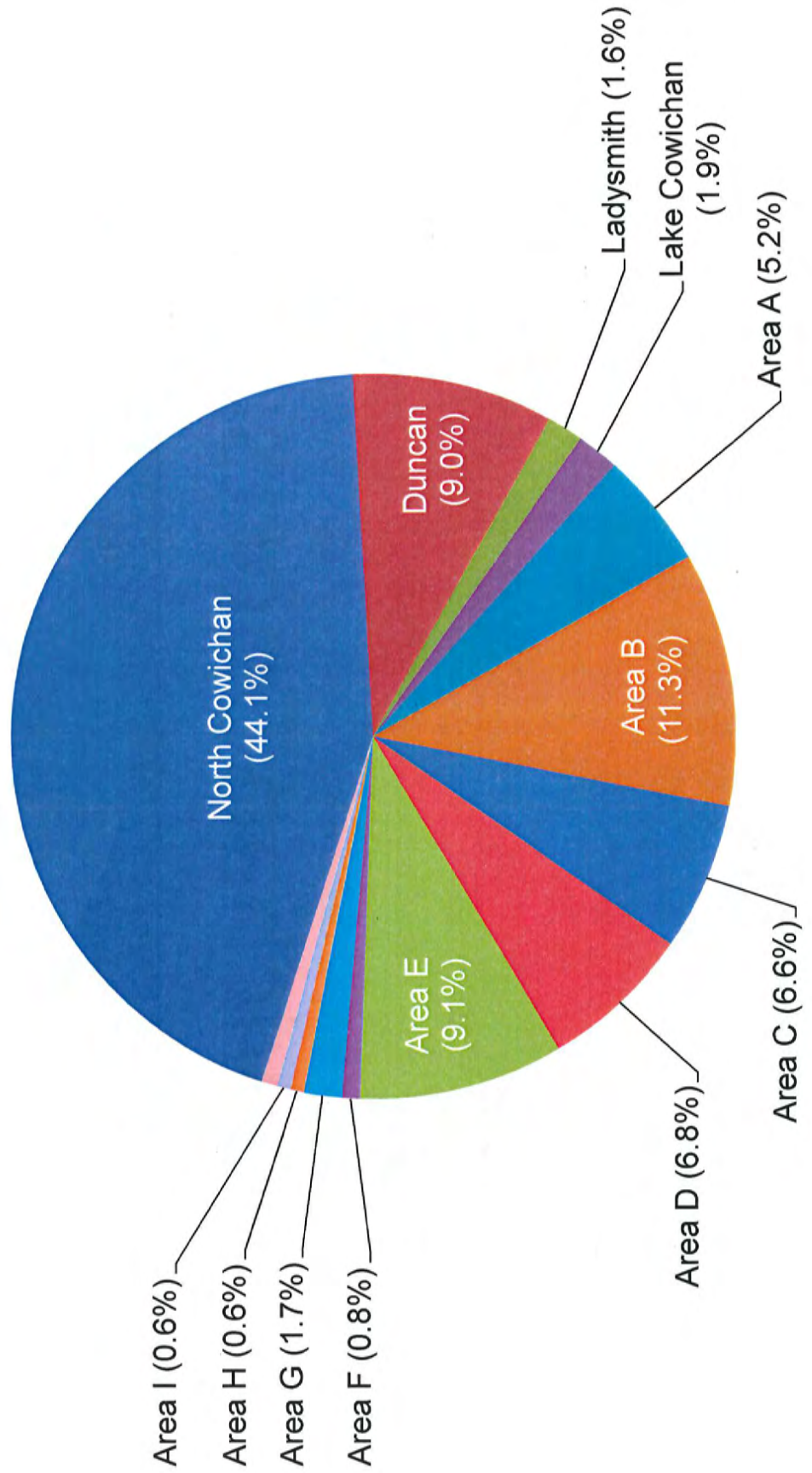




# Cowichan Sportsplex



# Cowichan Sportsplex

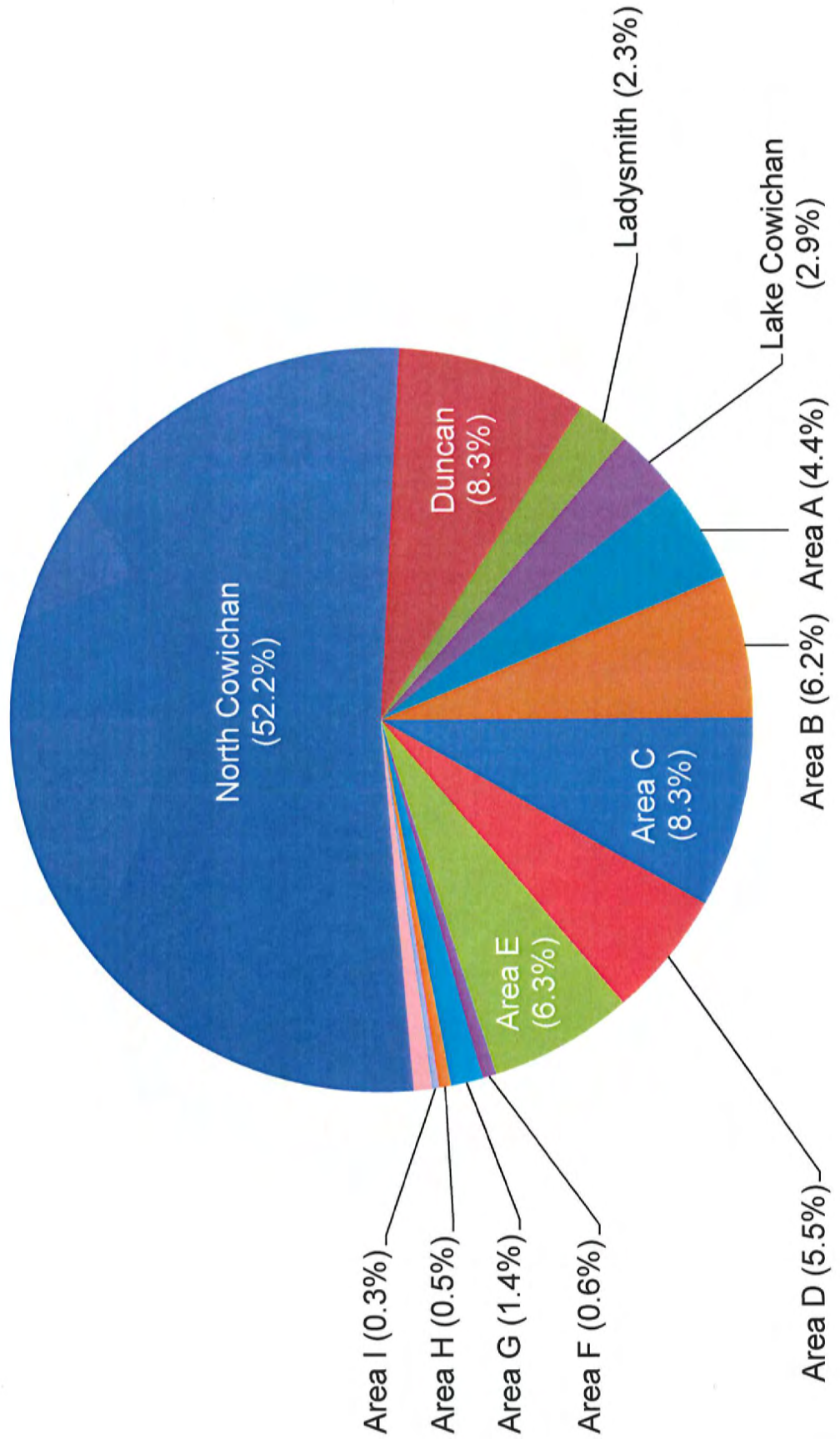




# Cowichan Theatre



# Cowichan Theatre



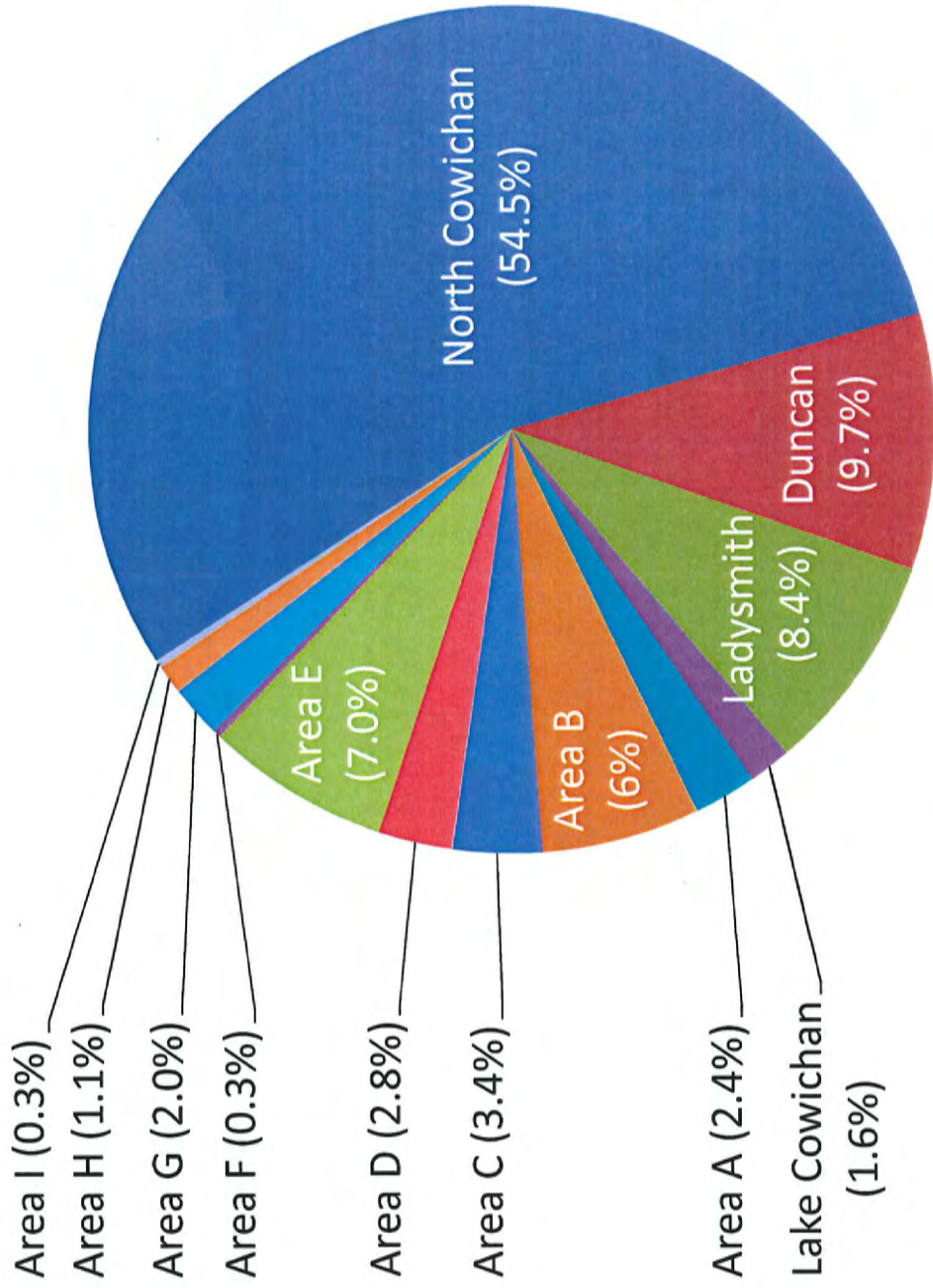


# Island Savings Centre





# Island Savings Centre

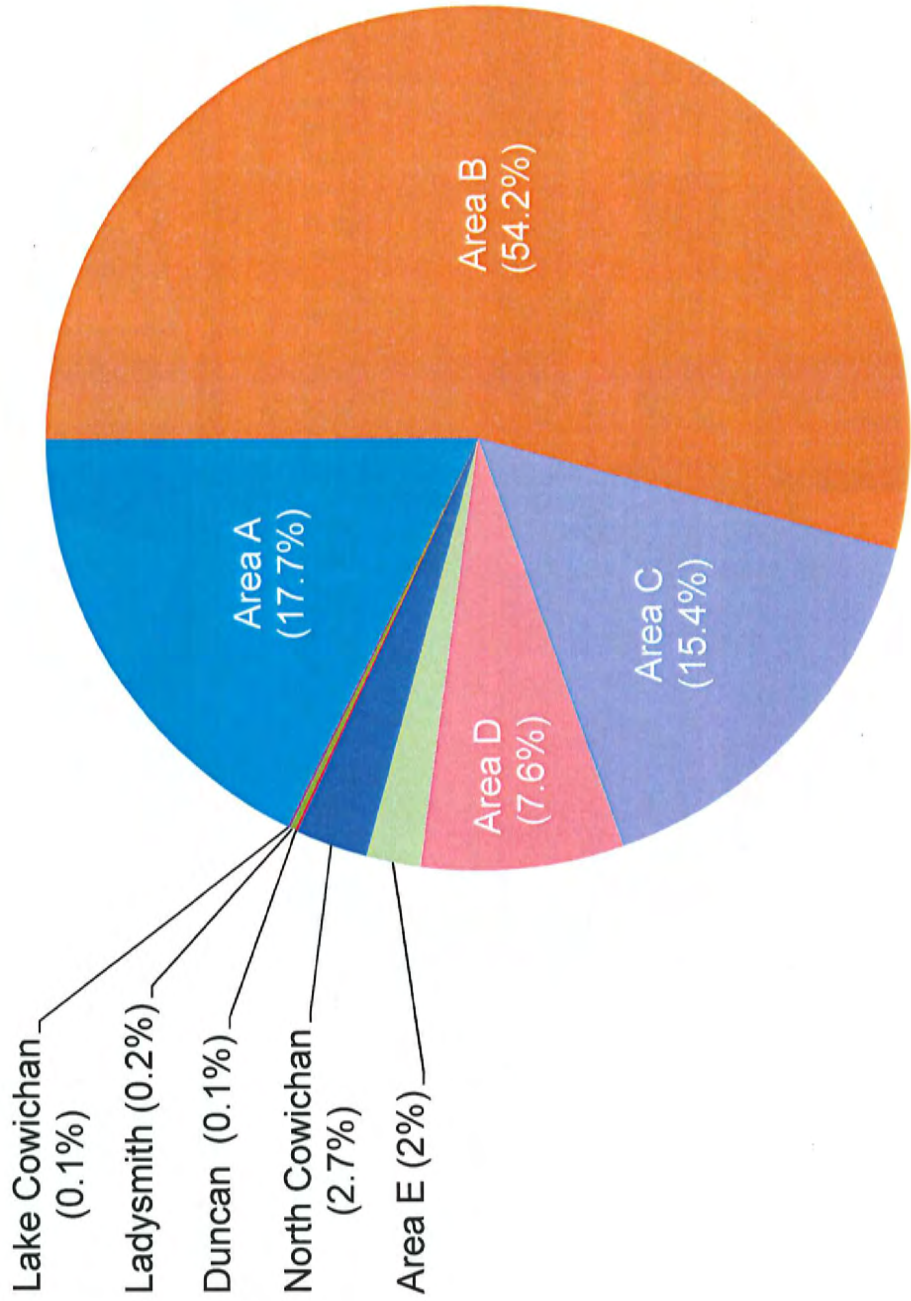




# Shawnigan Lake Community Centre



# Shawnigan Lake Community Centre

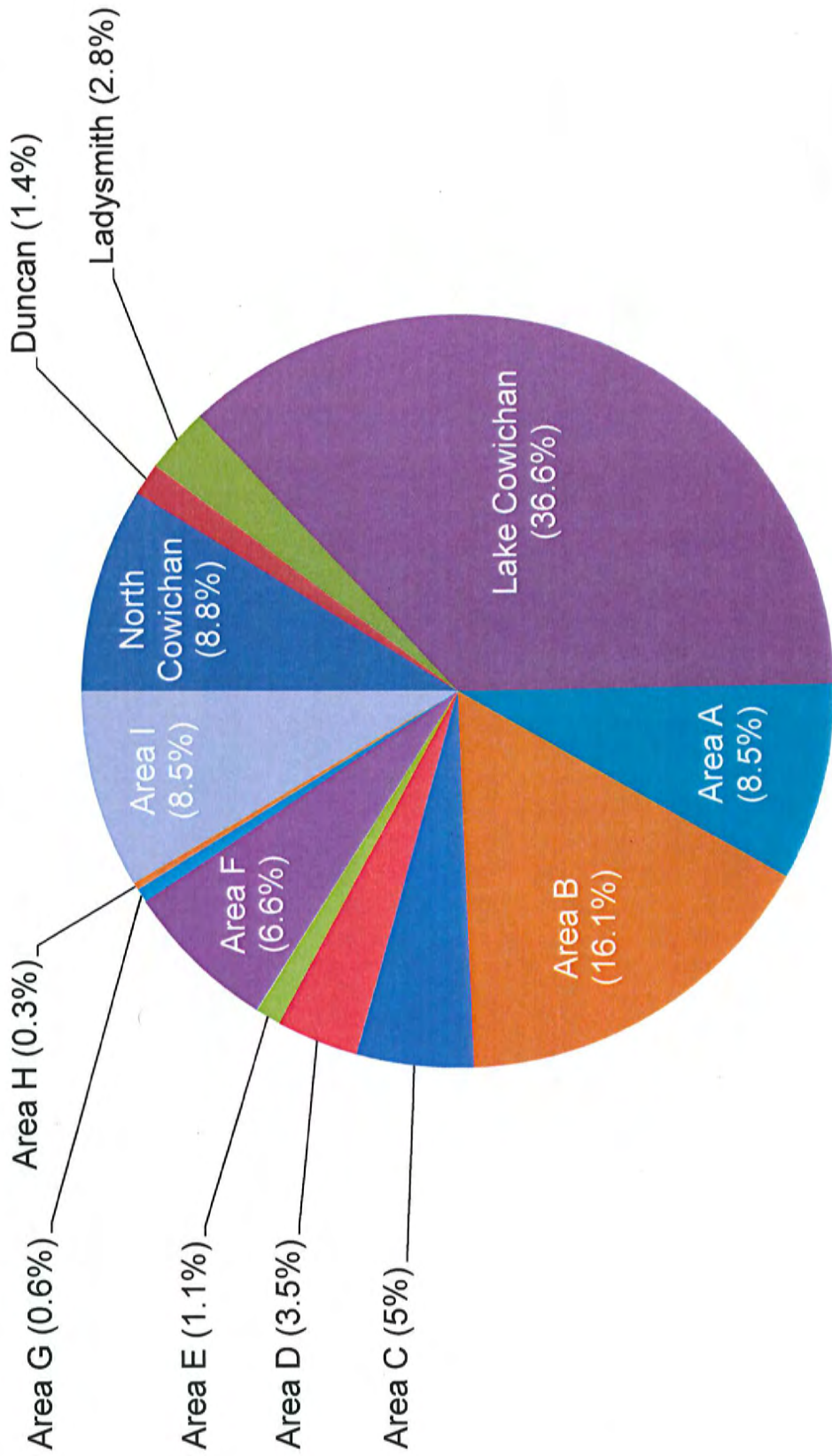


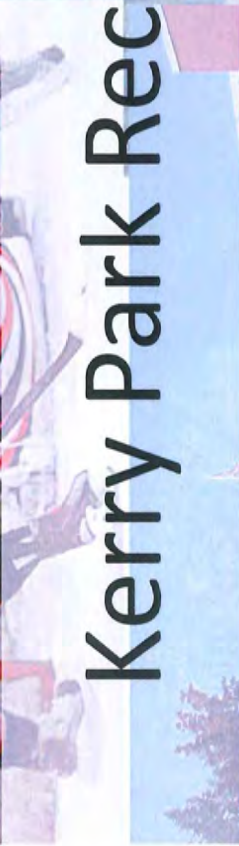


# Cowichan Lake Sports Arena



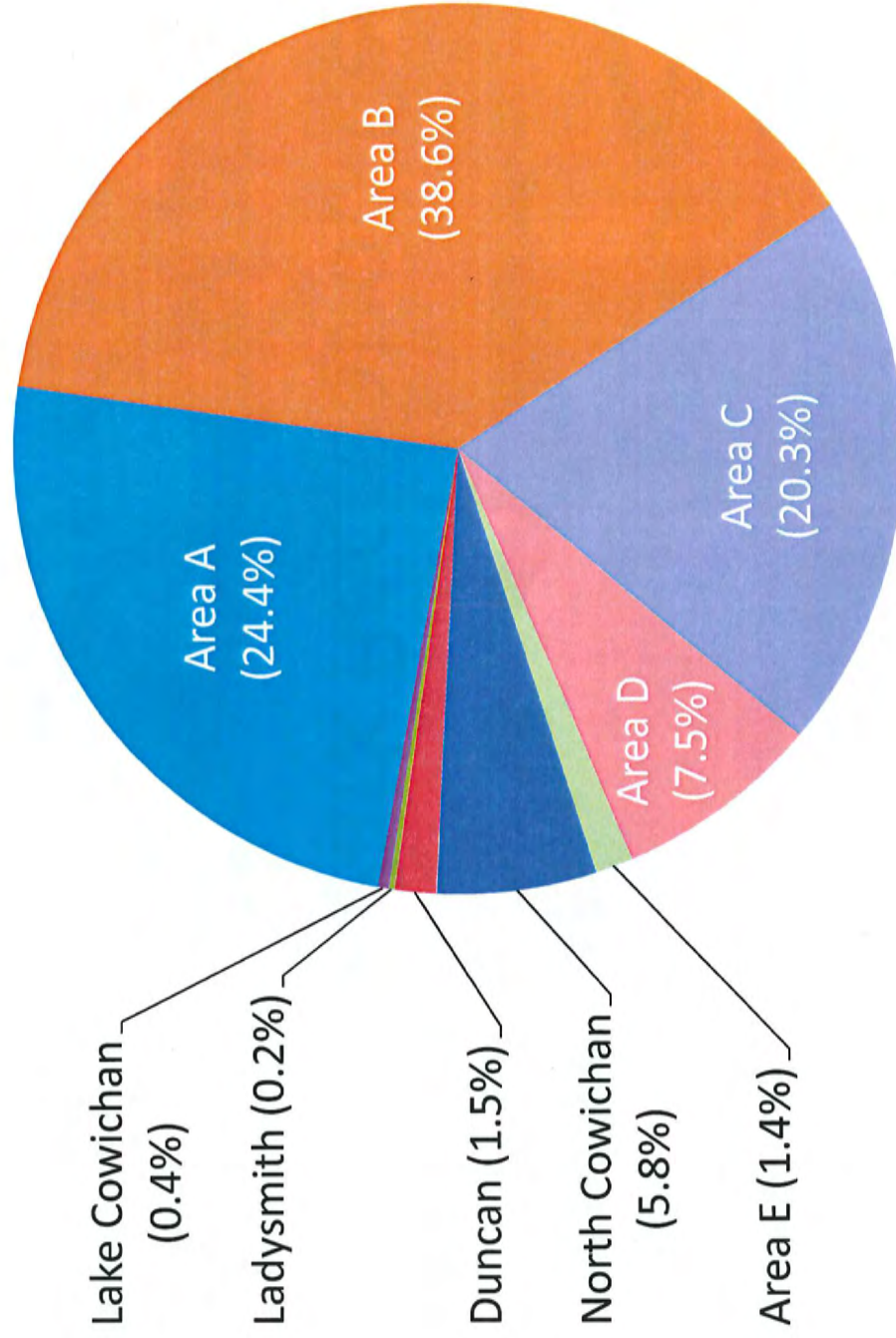
# Cowichan Lake Sports Arena

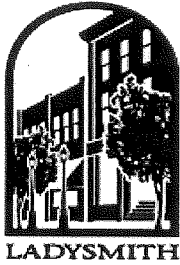




# Kerry Park Recreation Centre

# Kerry Park Recreation Centre





## Town of Ladysmith

### **STAFF REPORT**

To: Ruth Malli, City Manager  
From: Clayton Postings, Director of Parks, Recreation & Culture  
Date: January 25, 2016  
File No:

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**RE: LADYSMITH GOLF CLUB MAINTENANCE REQUEST**

#### **RECOMMENDATIONS:**

That Council advise the Ladysmith Golf Club that:

- Decisions relating to additional service levels for recreational facilities or services will be reviewed following receipt of the final report of the updated Parks, Recreation and Culture Master Plan project, which is currently underway.
- Any higher level service requests will be referred to the 2017 budget deliberations

#### **PURPOSE:**

The purpose of this report is to provide information relating to options relevant to Ladysmith Golf Club grounds maintenance.

#### **INTRODUCTION/BACKGROUND:**

Council received a letter from Ladysmith Golf Club at its November 16<sup>th</sup>, 2015 Council meeting, in which the Club requested support from the Town of Ladysmith to handle all maintenance of the golf course grounds. Upon receiving this request, Council directed staff to consult with the Ladysmith Golf Club regarding various options. The Club's request was based on the challenges the Club has faced operating the golf course due to the wash out of the creek crossing, as well as the challenge of finding appropriate contractor to handle grounds maintenance duties. The Club also felt that, as a portion of the grounds maintenance is already handled by the Town's Parks staff, it would be appropriate to investigate the option of expanding this role. In addition, the Club would benefit from the expertise that Town staff offer, and efficiencies in service provided.

The Town of Ladysmith entered into an agreement with the Ladysmith Golf Club in May 2007 to provide maintenance services (cutting rough and irrigation maintenance) for a two-year period. In September 2009 the Ladysmith Golf Club requested that all fees associated with the maintenance agreement be waived. The agreement was renewed in August 2011, 2013 and 2015. At this time the Club is not paying for any services provided by the Town of Ladysmith for grounds maintenance. The cost to the Town of providing the service included in the agreement is in the range of \$6,000 per year. This includes the maintenance of the irrigation system and cutting the rough.

The Club has over a number of years contracted the maintenance services to an individual who has handled the grounds maintenance. Over the past few years the scope of the role has expanded, and the Club is spending more resources on the maintenance of the course.



The Club has determined that the best option is for the maintenance to be covered under one provider. The rationale is that with a single provider of maintenance the course can be maintained in a manner which is most cost effective and at the desired standard.

Other Club considerations are:

- The Club has indicated that large amounts of the Club's energy and resources are being directed toward course maintenance. The Club expressed that having the Club focus on operations such as membership, tournaments, green fees, and regular golf services, and not maintenance, should enable the Club will be able to expand usage and revenues.
- Increased requirements for the grounds maintenance is occurring, such as tree, fencing, bridge maintenance, which the Parks department have been assisting with in an increasing capacity. Having greater direct control of the maintenance for the entire course may result in an increased quality of all the facilities.
- Course improvements such as new tee boxes, sand bunkers or ball washers should only be considered if the Club is willing to fund them.
- The Club has committed to providing funds to the Town to offset the maintenance and have confirmed any additional revenue above that agreed to would be provided to the Town.

Currently the Town is conducting a Parks, Recreation and Culture master plan update, which includes a review of existing facilities and services. This plan will likely define priorities for the Town in relation to possible areas requiring additional funding. With the many competing recreation facilities and services it may be best to have the plan completed prior to committing to additional service levels.

The Club does require a decision from Council in relation to the Club's request for the Town to manage the maintenance of the grounds, as the upcoming season is approaching fast and there is an urgent need to have a maintenance provider in place by early March.

#### ALTERNATIVES:

- 1) Council can advise the Club that they wish to wait until the completion of the Parks, Recreation and Culture master plan to determine the priority for financial support relating to the various Town of Ladysmith recreation facilities and services.
- 2) Council can direct staff to develop an agreement with the Club to manage the golf course maintenance and that the funding for this increased service is added to the 2016-2020 financial plan for consideration.
- 3) Council can advise the Ladysmith Golf Course that it is unable to provide further assistance relating to grounds maintenance at this time.
- 4) Council can choose to provide an alternative level of service support.

#### FINANCIAL IMPLICATIONS:

Currently the maintenance services outlined in the agreement between the Club and Town cost about \$6,000 annually. There is no revenue offset for this expense.

The additional level of service request by the Golf Course amounts to approximately \$30,000 annually in additional costs to the Town. These figures have not been included in

the 2016-2020 Financial Plan as presented to Council on January 26, 2016. If Council wishes to include this higher level of service, the municipal property taxes would increase.

The Ladysmith Golf Course is granted a Permissive Tax Exemption for the use of the Town land. The estimated loss in for-gone municipal taxes is approximately \$3,000.

LEGAL IMPLICATIONS:

The Town of Ladysmith has no legal requirement to provide this maintenance service.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

Ladysmith Golf Club is one of the facilities currently being reviewed through the Parks, Recreation and Culture master plan. This plan includes community engagement relating to these facilities.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

Parks will provide coordination and resources to fulfill the defined services outlined in the agreement.

RESOURCE IMPLICATIONS:

The amount of hours required to complete the Golf Course maintenance for a year is approximately 1171 hours. This is equivalent to over 56% of an outside FTE. Without additional service level increase, other maintenance within the Town will be set aside to perform the duties at the Golf Course.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT

This aligns with Sustainability Pillar #7, a Healthy Community.

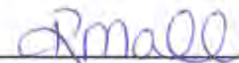
ALIGNMENT WITH STRATEGIC PRIORITIES:

This aligns with Strategic Direction A, Wise Financial Management.

SUMMARY:

The Ladysmith Golf Club is facing a number of challenges relating to course operations, including a decline in usage and increased course maintenance costs. Staff are recommending that a feasibility study be commenced after the final report of the updated Parks, Recreation and Culture Master Plan.

I concur with the recommendation

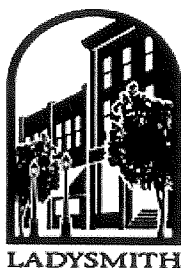


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Ruth Mali, City Manager

ATTACHMENTS:

N/A



## Town of Ladysmith

### **STAFF REPORT**

To: Ruth Malli, City Manager  
From: John Manson, P Eng, FEC  
Director of Infrastructure Services  
Date: February 1, 2016

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RE: DCC PROGRAM UPDATE

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#### **RECOMMENDATION(S):**

1. That Council direct staff to undertake a comprehensive review of the Town's Road, Water, Sanitary, Drainage, and Parks DCC Programs, and
2. That Council meet with Stz'uminus First Nation regarding the DCC review project and;
3. That Council allocate \$30,000 in the 2016 budget to fund the consulting costs associated with this project.

#### **PURPOSE:**

To seek direction from Council regarding the review of the 2011 Development Cost Charge Program.

#### **INTRODUCTION/BACKGROUND:**

The Town's Development Cost Charge Bylaw was adopted in 2011. At that time, a Policy was also adopted to address periodic and major future reviews. The policy is attached in Appendix "A", and provides for annual (minor) reviews of current construction costs, as well as a major review to occur every five years. This approach is as generally recommended in the "Development Cost Charges Best Practices Guide".

An 'annual' (minor) review was planned in 2015, based on relatively small increases in construction costs since the program was finalized in 2011. The original intention was to update current construction costs for the 2011 DCC Program Projects, and adjust DCC rates to reflect changes to these costs. There would have been no change to the DCC program project list, or the assumptions and calculations made in developing the rates, other than adjustments for construction costs as noted. This approach would have intended to qualify under a 'shorter' approval process as determined in the DCC Best Practices Guide.

The 2011 Listing of DCC Projects, sorted by service type, is included in Appendix "B".

Over the last few months, a number of developments have occurred which would drive the need for a more detailed (major) review of the Program, including:

1) **Water DCC Program.** The 2011 DCC Project Listing for Water Projects includes a single “Water Supply” improvement project at \$8.9 Million dollars (at a 55% benefit to development). Recent (2014/2015) reviews of the water supply needs for the Town have identified the following major Capital Projects requirements over the next 5-20 years:

- a. Filtration (\$14.0 Million);
- b. Holland Lake Storage (\$6.0 Million);
- c. Holland to Stocking Pipeline (\$5.0 Million);
- d. Replacement of Stocking to PRV Pipeline (\$2.0 Million);
- e. Arbutus Reservoir Twinning (\$3.0 Million);

In addition, recent developments near Colonia Drive have outlined the need for a potential new reservoir and supply/distribution system to service lands above the 130 meter contour. This project would logically belong in the DCC program, either as part of the general water DCC program, or potentially as part of an area specific DCC.

The current development DCC allocation of \$4.9 Million dollars is not sufficient to fund the development share of the above noted projects.

2) **Roads DCC Program.** The 2011 Roads DCC program primarily includes the improvements to existing roads in the “Old Town” area, including 4<sup>th</sup>, and 6<sup>th</sup> Ave, Malone, Dunsmuir, Walkem, and Dogwood. Additional improvements are listed for Russell Road, DL108 Access Road, and Bicycle Infrastructure etc. These road ‘improvements’ primarily consist of new curb and gutter, sidewalks, street lighting, and drainage (NOT improvements to the existing pavements). The value of the existing program is approximately \$15 million dollars.

Staff have been in discussions with the developers of the Holland Creek area, and are developing a number of potentially large roads DCC eligible projects which should be shared with either the Holland Creek area, or with the entire development community. These potential projects include:

- a) Holland Creek Bridge Crossing (near Colonia, \$3.2 Million dollars, includes bridge and approaches);
- b) Portions of the Holland Creek main collector (access road) which lie outside of developing areas (i.e. within fisheries zones, or zones which do not provide access to development lands, \$4.3 Million dollars);
- c) Creek Crossings (Hart Creek, other minor creek crossings);

While it would be possible to create a separate Roads DCC program just covering the Holland Creek Local Area, a case can be made that development in general benefits from the expanded road network that the second crossing of Holland Creek would provide, particularly if a school or park site were to attract residents from outside the area. In this case it may make more sense to merge the Holland Creek projects into the main Roads DCC program.

Two significant traffic studies have recently been completed for the Town in connection with development proposals. The Holland Creek Traffic Study, recently submitted by the Holland Creek Developers, indicates that there will be a number of “offsite” intersections that will require upgrading during the build-out of the development. These improvements include:

- a) Signalization of the new intersection with the Holland Creek development at Dogwood Drive;
- b) Signalization of Dogwood Drive at North Davis Road;
- c) Upgrades to the existing signal at North Davis Road at TCH;
- d) Signalization of South Davis Road at TCH.

While the build-out of the Holland Creek area contributes significantly to the need for these intersection improvements, other developments in the area will also contribute to the need for these improvements, and as such, these projects should also be included in the overall Roads DCC project plan.

The terms of reference for the Holland Creek Traffic Study did not include any analysis of intersections located in the northern portion of the Town. As such, the study did not identify any intersection improvements required in the future. However, the Town received a traffic study in connection with the development proposal for Couverdon Developments, located northwest of the Town (in the neighborhood of Malone Road and 4<sup>th</sup> Ave at DL108). While this particular proposal did not proceed, the traffic study can be used as guidance to project the likely intersections that would need upgrading in the northern section of the Town, as development proceeds in this area. These improvements include:

- a) Upgrade intersection at Roberts/TCH (capacity improvements);
- b) Upgrade intersection at First Ave/TCH (capacity improvements);
- c) Signalization of Grouhel Rd at TCH;
- d) Signalization of 4<sup>th</sup> Ave at Christie Road;
- e) Roundabout at Malone/6<sup>th</sup> Ave.

The timing and need for these improvements will be dependent on the extent of development in the northern section of Town. It should be noted, however, that there are significant areas already within the Town boundaries that would contribute to additional traffic in the northern section of Town.

Some of the above improvements would fall outside of a shorter term DCC program; depending on the term of the program selected (the existing program is a 20 year program). This would be considered as part of the review.

- 3) **Sanitary DCC Program.** The 2011 Sanitary DCC program includes 13.9 Million dollars for the sewage treatment plant upgrade project (46% funded from development). The actual cost for the project was significantly higher, and the estimate does not include other potential projects included in the Liquid Waste management Plan, such as UV disinfection, or potential modifications to the outfall.

The Holland Creek development will also need to twin the downstream sewer main servicing the development, which should also be included in either a Holland Creek plan, or added to the general plan.

- 4) **Drainage DCC Program.** No significant revisions are identified at this time.
- 5) **Parks DCC Program.** Some minor adjustments to the Parks DCC program would be considered, including some possible additional trail improvements in the Holland Creek area.

Considering all of the above factors, it is recommended that detailed review of the 2011 DCC Program commence in 2016.

#### SCOPE OF WORK:

The scope of work for a detailed DCC Program Review would include the following tasks, all in general conformity to the Best Management Practises document published by the Province:

#### **Phase 1 - Analysis**

1. **Technical Analysis.** Staff would prepare a draft list of DCC Projects (including the current 2011 list of projects), including current construction costs, and expected time frame for implementation;
2. **Development Analysis.** Staff would prepare development projections based on historic growth patterns in the Town;
3. **Spatial Analysis.** Consideration would be given to organization of the program by development area (i.e. general versus site specific DCC program areas);
4. **Program Timeframe.** Options for program timeframe will be considered, i.e. a short term (10 year) program, 20 year, or possibly a build-out program;
5. **Financial Analysis Model.** An excel spreadsheet financial model will be developed which would estimate DCC rates based on various program assumptions noted above;

#### **Phase 2 – Program Review/Input**

1. **Council Review.** Analysis results would be shared with Council. Additional model runs and/or analysis may follow the Council Review process;
2. **Public Input.** Following the review by Council, staff and/or our Consultant would arrange a series of public information sessions to review the proposed program (or program options) with the public (general public as well as the development community, and Stz'uminus First Nation);
3. **Council Review.** Council will consider the results of the consultation process, and will either direct additional analysis, or proceed to the bylaw stage;

### Phase 3 – Bylaw Consideration

1. **Bylaw Consideration.** Council will consider introduction and first 3 readings of the DCC Bylaw;
2. **Review by the Minister.** DCC Bylaws require approval by the Minister of Community, Sport, and Cultural Development, prior to 4<sup>th</sup> reading;
3. **Final Bylaw reading.** Upon final reading, new development applications will be required to pay the new DCC rates, applications in progress will have one year to complete their process under the old DCC rates, unless the developer agrees in writing to allow the new DCC rates to apply;
4. **Implementation of New DCC Rates.** Generally will follow one year from the date of final reading of the Bylaw.

We would expect this project to take 6-12 months to complete, generally dependent on the number of options being considered, and time it takes for the Minister's review of the program.

Council may also wish to form a Task Force or Committee with the development community especially to review and provide input on the DCC program proposals. As the DCC program rates also apply to Stz'uminus First Nation (SFN) though our current servicing agreement, we would include formal discussion with SFN as part of the work program.

#### ALTERNATIVES:

Council could direct staff to only undertake a minor update at this time. This would result in the list of DCC projects remaining the same, and would likely also require that the roads DCC projects being contemplated in the Holland Creek area to be developed as a separate program. In this case, staff would have to follow a similar process to the process outlined above in order to adopt that Bylaw, including review and approval by the Minister.

#### FINANCIAL IMPLICATIONS:

It is essential that the current DCC Program align well with the current Financial Plan. As Council is aware, at present, a number of large capital projects are either under way or are planned for the future (5-20 year time frame). Many of these projects are intended to serve development in part, and therefore should be represented in the DCC program. In particular, there are a number of water and roads capital projects that are being formulated for implementation during this time frame, as well as the existing sewage treatment plant expansion project that should be updated in the DCC program.

Should the DCC program not include these projects, there will not be sufficient funds received from development to fund the development share of the projects.

#### LEGAL IMPLICATIONS:

The DCC Program provides a legal mechanism to collect funds from development, at time of subdivision or building permit, to fund a portion of the Town's capital infrastructure which is attributable to development. Funds collected are determined by the current DCC Bylaw in

affect, except that 'in-stream' developments are entitled to pay the prior DCC bylaw rates for a period of one year from the date of adoption of the new DCC bylaw, unless they agree otherwise.

The intention of the DCC program is to ensure that all forms of development contribute fairly towards the cost of these capital projects.

DCC funds collected are allocated strictly to each DCC fund category, and may not be used for any other purpose.

DCC's can only be collected separately for Roads, Water, Storm, Sanitary, and Parks purposes and no other use is permitted (including underground wiring). Developers who are required to construct NON-DCC works, which benefit other developers, are entitled to collect latecomer proceeds from those other developers, which is a program separate to the DCC program.

There are provisions in the Local Government Act to allow for various forms of cost sharing and transfer of Municipal DCC payments to developers who volunteer to 'front-end' large DCC projects, such as bridges. However, in order to allow this form of cost sharing, the project must be contained in the DCC program to start with.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

Public information sessions will be held as part of the DCC Program review, and will include discussions with the development community as well.

INTERDEPARTMENTAL INVOLVEMENT/ RESOURCE IMPLICATIONS:

This project will require the resources of the Finance Department, Development Services, and Public Works (Engineering). We are also recommending that staff retain a consultant to undertake the documentation and public information phases of the project. We have not included significant Consulting Funds to prepare updated cost estimates for the projects that would be included in the program, and would propose doing this work in-house using our cost estimating programs.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

This project aligns with Complete Community Land Use, and Innovative Infrastructure visioning.

ALIGNMENT WITH STRATEGIC PRIORITIES:

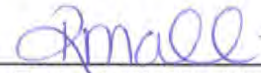
This project aligns with Enhanced Standard of Infrastructure, and Wise Financial Management.



SUMMARY:

The Town's current DCC program is in need of either a minor, or a major update. Due to the number of changes to the Town's Financial Plan, particularly with respect to major sanitary, water, and roads projects envisioned over the next 20 years, it is recommended a major review of the program be undertaken to ensure that these projects are represented in the DCC Program.

I concur with the recommendation.



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Ruth Malli, City Manager

ATTACHMENT:

# Appendix A



## TOWN OF LADYSMITH POLICIES AND PROCEDURE MANUAL

<b>TOPIC:</b>	<b>Development Cost Charges (DCC) Bylaw Review Policy</b>		
<b>APPROVED BY:</b>	<b>Council</b>	<b>DATE:</b>	<b>June 20, 2011</b>
<b>RESOLUTION #:</b>	<b>2011-273</b>		
<i>(Amended)</i>			
<u>Purpose:</u> The purpose of the development cost charges (DCC) bylaw review policy is to establish best practices for the regular review of the DCC Bylaw(s).			
<u>Policy:</u>			
Annual Review:			
<ol style="list-style-type: none"><li>1. Data will be collected annually to assist with the major (5-year) review. Such data could include: tender construction costs, land values (appraisals), and the status of government grants, as well as new DCC-eligible projects.</li><li>2. The impact of any DCC waiver or rebate bylaw will be considered annually by Council upon presentation of the annual development cost charges report (<i>Local Government Act</i>, section 937.01), in order to monitor costs and evaluate effectiveness of such initiatives.</li><li>3. If minor bylaw amendments are being considered by Council, notice shall be placed in the local newspaper and on the Town's website requesting public / stakeholder comments.</li></ol>			
Major Review:			
<ol style="list-style-type: none"><li>1. A major review of the DCC Bylaw will take place every five years, or earlier if the conditions which form the basis for the bylaw change, such as a major review of the Official Community Plan, the consideration of a new infrastructure plan, or a significant change in projects or number of projects.</li><li>2. The current edition of the Development Cost Charge Best Practices Guide will be used as the methodology guide.</li><li>3. At least one information meeting to seek input on the proposed DCC rates shall be held with the public and stakeholders once rates have been reviewed by Council and prior to bylaw consideration.</li><li>4. Every five years as part of the Financial Plan process, Council will consider funding a major review of the DCC Bylaw(s).</li></ol>			

09 – 3900 - A

Road DCC Program

TOWN OF LADYSMITH - DEVELOPMENT COST CHARGE ESTIMATES

DCC COST ESTIMATES (Road Projects)

	Project	Cost	Comments & Description	Benefit Factor	Benefit to New Development	Municipal Assial Factor %	DCC Recoverable	Municipal Responsibility
1	Roberts St. from 2nd to 4th Ave	\$600,000.00	Includes curb & gutter, sidewalk, traffic calming, landscaping, street lights, and storm drainage.	67%	\$402,000	54.00%	\$397,660	\$202,020
2	Walkem Rd. from 4th Ave to 828 Walkem Rd.	\$775,000.00	Includes curb & gutter, sidewalk, traffic calming, landscaping, street lights, and storm drainage.	67%	\$519,230	85.19%	\$514,055	\$260,843
3	South Davis Rd. from Hall Rd. to South Battle Dr.	\$700,000.00	Includes curb & gutter, sidewalk, traffic calming, landscaping, street lights, and storm drainage.	67%	\$469,000	67.00%	\$464,310	\$235,660
4	4th Ave. & 4th Ave ext. Alderwood Rd. to Bellevue St.	\$3,800,000.00	Includes curb & gutter, sidewalk, traffic calming, landscaping, street lights, and storm drainage.	67%	\$2,613,000	68.76%	\$2,566,670	\$1,313,130
5	Dunsmuir Cres. From Malone Rd. to 6th. Ave.	\$650,000.00	Includes curb & gutter, sidewalk, traffic calming, landscaping, and storm drainage.	67%	\$435,500	67.00%	\$431,145	\$218,855
6	Malone Rd. from Mackle Rd. to Sivers Pk.	\$190,000.00	Includes sidewalk, traffic calming, and landscaping.	67%	\$127,300	67.00%	\$126,027	\$63,973
7	6th. Ave. from Mathew St. to Symonds St.	\$1,700,000.00	Includes curb & gutter, sidewalk, traffic calming, landscaping, street lights, and storm drainage.	67%	\$1,139,000	67.00%	\$1,127,610	\$572,390
8	Symonds St. from 2nd. to 4th. Ave.	\$1,200,000.00	Includes curb & gutter, sidewalk, traffic calming, landscaping, street lights, and storm drainage.	67%	\$804,000	67.00%	\$795,960	\$404,040
9	Buller St. from Esplanade Ave. to 4th. Ave.	\$1,140,000.00	Includes curb & gutter, sidewalk, traffic calming, landscaping, street lights, and storm drainage.	67%	\$783,800	68.75%	\$756,162	\$380,438
10	High St. 2nd. To 3rd. Ave.	\$310,000.00	Includes curb & gutter, sidewalk, traffic calming, landscaping, street lights, and storm drainage.	67%	\$207,700	67.00%	\$205,622	\$104,377
11	2nd. Ave Retaining Wall from French St. pass Warren St. (Length 140.0m)	\$0.00	Based on Duncan Engineering Design	67%	\$0	67.00%	\$0	\$0
12	2nd. Ave Retaining Wall from French St. pass Waterfront	\$0.00	Based on Herold Engineering Design & Estimate	67%	\$0	67.00%	\$0	\$0
13	Dogwood-Bellevue to Stephenson	\$1,000,000.00	Calculated 25% higher than year 2000 estimate. Includes curb & gutter, sidewalk, traffic calming, landscaping and storm drainage.	67%	\$670,000	67.00%	\$663,300	\$336,700
14	DL 103 road access	\$230,000.00		67%	\$154,100	67.00%	\$152,559	\$77,441
15	Collectors/downtown sidewalks & bvoids	\$250,000.00	landscaping, street lighting, bvoid improvements	67%	\$167,500	67.00%	\$165,825	\$84,175
16	Bicycle Infrastructure	\$500,000.00	bike lanes (on and off road)	67%	\$335,000	67.00%	\$331,850	\$168,350
17	Russell Road - Ballou to Hooper	\$400,000.00	Includes curb & gutter, sidewalk, traffic calming, landscape, street lights and storm drainage.	67%	\$268,000	67.00%	\$265,200	\$134,680
18	First Avenue	\$1,525,750.00	Includes curb & gutter, sidewalk, traffic calming, landscape, and storm drainage.	67%	\$1,027,613	67.35%	\$1,017,436	\$516,414
<b>Totals</b>		<b>\$15,076,750.00</b>			<b>\$10,102,763</b>	<b>67.70%</b>	<b>\$10,061,735</b>	<b>\$5,077,015</b>

DCC COST ESTIMATES

Storm Drainage DCC Program

TOWN OF LADYSMITH - DEVELOPMENT COST CHARGE ESTIMATES

DCC COST ESTIMATES ( Storm Projects)

Project	Cost	Comments & Description	Benefit Factor	Benefit to New Development	Municipal Assist Factor	DCC Recoverable	Municipal Responsibility
1 3rd. Ave from Roberts St. to Plume Line	\$280,000.00	Includes main line, manholes, catch basin and service lines	67%	\$174,200	\$1,742	\$172,458	\$87,542
2 Plume Line from 4th. Ave. to 1st. Ave.	\$280,000.00	Includes main line, manholes, catch basin and service lines	67%	\$174,200	\$1,742	\$172,458	\$87,542
3 Sillin Dr. Easement from Symonds St. to Walkem Rd.	\$380,000.00	Lining 750 mm Trunk Main	67%	\$254,600	\$2,546	\$252,054	\$127,845
4 DL106 storm sewer (on 4th access)	\$72,000.00		67%	\$48,240	\$482	\$47,758	\$24,242
5 Bayview Ave. from Dogwood Dr. to TCH	\$320,000.00	Includes main line, manholes, catch basin and service lines	67%	\$214,400	\$2,144	\$212,256	\$107,744
6 Waterfront Infrastructure	\$0.00	Calculated 25% higher than year 2000 estimate	67%	\$0	\$0	\$0	\$0
<b>Totals</b>	<b>\$1,252,000.00</b>			<b>\$865,640</b>	<b>\$5,656</b>	<b>\$859,984</b>	<b>\$435,016</b>

DCC COST ESTIMATES

Sanitary DCC Program

TOWN OF LADYSMITH - DEVELOPMENT COST CHARGE ESTIMATES

DCC COST ESTIMATES (Sanitary Sewer Projects)

	Project	Cost	Comments & Description	Benefit Factor	Benefit to New Development	Municipal Assist Factor	DCC Recoverable	Municipal Responsibility
1	Fairfax Rd. from Sibley Dr. to South Waste Rd.	\$1,100,000.00	Includes main line, manholes service line and two lift stations	67%	\$737,000	\$7,370	\$729,630	\$370,370
2	Lining old line from Strathcona to line near Conolaph Waterfront	\$230,000.00		100%	\$230,000	\$2,500	\$247,500	\$2,500
3	Waterfront	\$0.00	Calculated 25% higher than year 2000 estimate	67%	\$0	\$0	\$0	\$0
4	Sewage Treatment Upgrade [Secondary Treatment]	\$13,500,000.00	For 15,000 Population (grant accounted for)	45%	\$6,394,000	\$63,940	\$6,330,060	\$7,559,940
5	Sewage Treatment Upgrade (beyond 15,000 pop)	\$4,000,000.00	\$19.5 million project, with 2.3 spent in 2008, \$3.3 grant remaining as at Jan 2010 Extra to buildout for 30,000 Population	0%	\$0	\$0	\$0	\$4,000,000
<b>Totals</b>		<b>\$19,250,000.00</b>			<b>\$7,387,000</b>	<b>\$73,810</b>	<b>\$7,307,190</b>	<b>\$11,942,810</b>

DCC COST ESTIMATES

Water DCC Program

TOWN OF LADYSMITH - DEVELOPMENT COST CHARGE ESTIMATES

DCC COST ESTIMATES (Water Projects)

Project	Cost	Comments & Description	Benefit Factor	Benefit to New Development	Municipal Assis Factor	DCC Recoverable	Municipal Responsibility
1 Ferrell Rd. from Sterling Dr. to South Watlis Rd.	\$740,000.00	Includes main line, fittings, service line and water meters	67%	\$495,800	\$4,359	\$490,842	\$249,168
2 Craig Rd end to Russell Rd.	\$375,000.00	Approx 750m of 300mm pipe	80%	\$300,000	\$3,000	\$297,000	\$78,000
3 Distribution Network Improvement Projects	\$1,600,000.00	Includes main line, fittings, service line and water meters Upgrade of all 100mm pipes approx. 4500m	40%	\$640,000	\$6,400	\$633,600	\$966,400
4 Waterfront Infrastructure	\$0.00	Cablefield 25% higher than year 2000 estimates	67%	\$0	\$0	\$0	\$0
5 Water Supply Improvement	\$8,812,500.00	Water improvements up to 18,000 population. The option for long term supply. With present population of 8,100 suggested DCC portion is 55% (16000-5100)/18000	55%	\$4,846,875	\$49,019	\$4,852,856	\$4,059,644
<b>Totals</b>	<b>\$11,527,500.00</b>			<b>\$5,337,675</b>	<b>\$53,377</b>	<b>\$5,274,298</b>	<b>\$5,353,202</b>

DCC COST ESTIMATES

Parkland Acquisition and Development DCC Program

TOWN OF LADYSMITH - DEVELOPMENT COST CHARGE ESTIMATES

DCC COST ESTIMATES (Parks Acquisition and Improvement Projects)

Project	Cost	Comments & Description	Benefit Factor	Benefit to New Development	Municipal Assist Factor	DCC Recoverable	Municipal Responsibility
P1 Rocky Creek Trail	\$240,000.00		67%	\$160,800	\$1,608	\$159,192	\$80,808
P2 Holland Creek Community Park/School	\$300,000.00		67%	\$201,000	\$2,010	\$198,990	\$101,010
P3 108 Playing Field	\$3,425,000.00	\$1,375 million in grants taken off \$5 million total	67%	\$2,294,750	\$22,848	\$2,271,803	\$1,153,198
P4 F.J.C.C. High School Fields	\$0.00	left out for future review	67%	\$0	\$0	\$0	\$0
P5 Aggie - Ball Fields	\$50,000.00	\$1.3 million phase 2 to be considered at next review	67%	\$33,500	\$335	\$33,165	\$16,835
P6 Golf course	\$90,000.00		67%	\$60,300	\$203	\$59,697	\$20,303
P7 Beach Access Points	\$30,000.00		67%	\$20,100	\$201	\$19,899	\$10,101
P8 New Holland Creek Trails	\$500,000.00		67%	\$335,000	\$3,350	\$331,650	\$168,350
P9 DL 145 (Lot A)	\$200,000.00		67%	\$134,000	\$1,340	\$132,660	\$67,340
P10 Neighborhood Park	\$100,000.00		67%	\$67,000	\$670	\$66,330	\$33,670
P11 Waterfront Park	\$1,312,500.00		67%	\$879,375	\$8,784	\$870,591	\$441,919
P12 Russell Road Playfield	\$750,000.00		67%	\$502,500	\$5,025	\$497,475	\$252,525
<b>Totals</b>	<b>\$6,997,500.00</b>			<b>\$4,688,325.00</b>	<b>\$46,883.25</b>	<b>\$4,641,442</b>	<b>\$2,356,058.25</b>

DCC COST ESTIMATES

TOWN OF LADYSMITH

**BYLAW NO. 1900**

A bylaw to appropriate monies from the Cemetery Care Trust Fund.

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**WHEREAS** the sum of \$148,716.41 is on deposit in the Cemetery Care Trust Fund; and

**WHEREAS** it is deemed necessary to appropriate the sum of up to \$1,474.29 from the Cemetery Care Fund for the purpose of the Cemetery Operations;

**NOW THEREFORE** the Council of the Town of Ladysmith in open meeting assembled enacts as follows:

1. The sum of up to one thousand, four hundred seventy-four dollars and twenty-nine cents (\$1,474.29) is hereby appropriated from the Cemetery Care Trust Fund and transferred to the General Revenue Fund to provide for the cemetery.

**Citation**

2. This bylaw may be cited as the "Cemetery Care Trust Fund Appropriation Bylaw 2016, No. 1900".

**READ A FIRST TIME** on the 18<sup>th</sup> day of January, 2016

**READ A SECOND TIME** on the 18<sup>th</sup> day of January, 2016

**READ A THIRD TIME** on the 18<sup>th</sup> day of January, 2016

**ADOPTED** on the \_\_\_\_\_ day of \_\_\_\_\_

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Mayor (A. Stone)

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Corporate Officer (S. Bowden)