

TOWN OF LADYSMITH

A special meeting of the
Council of the Town of Ladysmith
will be held in Council Chambers at City Hall on

MONDAY, JANUARY 26, 2009
at 6:00 P.M.

AGENDA

CALL TO ORDER

Page

1 AGENDA APPROVAL

2 EXECUTIVE SESSION (5:00 p.m.)

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

- 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*];

3 ARISE AND REPORT

4 DELEGATION

- 2.1 Mark Holland – HB Lanarc Consulting
Re: Community Visioning Final Report

1 - 59

5 QUESTION PERIOD

ADJOURNMENT



LADYSMITH

A community vision for a
sustainable west coast town.

Report

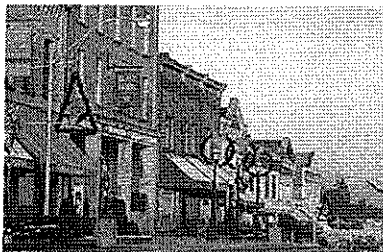
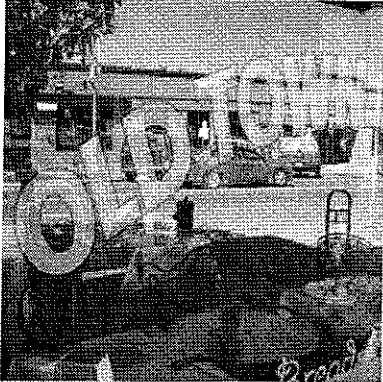
Submitted to:
Ruth Malli
City Manager
T: 250-245-6401
F: 250-245-6411
E: rmalli@ladysmith.ca

Submitted by:
Mark Holland, MCIP
HB Lanarc Consultants Ltd.
320-256 Wallace Street
Nanaimo, BC V9R 5B3
T: 250-245-6401
F: 250-754-1990
E: mark.holland@hblanarc.ca

Table of Contents

1 Introduction	1
2 Sustainability Strategy for Ladysmith	5
Introduction	5
Experience	8
Strategy #1 Complete Community Land Use	10
Implementation strategy	15
3 Overall vision for Ladysmith	17
Introduction	17
Seven dimensions of character for Ladysmith	18
Values and Themes	20
Implementation strategy	23
4 Downtown	27
Introduction	27
Existing future plans	28
The community vision for the future	29
Implementation strategy	35
5 Waterfront	37
Introduction	37
Existing future plans	38
The community vision for the future	39
Implementation strategy	45
6 Holland Creek	47
Introduction	47
Current conditions	48
Community vision	50
Implementation strategy	57
Conclusion	58

Section 1



Introduction

The Town of Ladysmith has shown significant leadership on sustainable development issues over the past decade.

The residents of Ladysmith recognize that growth and change is going to happen over time. What they want is to have that growth create more of what they like about Ladysmith, rather than less. In order to achieve this goal, they expressed the desire to create a “vision” for the town’s character that could be used to guide development.

In the summer of 2008, the Town initiated a visioning process to both establish an over arching sustainable development strategy for the Town’s future, as well as to engage the community in a process to better define and develop its sense of identity and character to guide future development.

This document is a summary of the vision with a supporting volume that has significantly more information on all aspects.

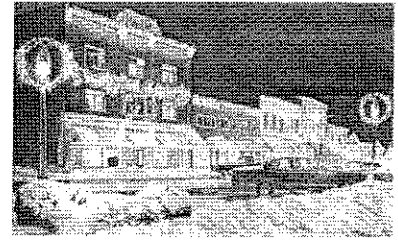
The process

The Town engaged the services of a consulting team (HB Lanarc) to hold a series of public workshops and to develop a strategy to serve as a guide to help future development achieve the community’s goals.

Six workshops were held during the process:

1. An Overall vision and character workshop to explore what is great about Ladysmith today as well as what Ladysmith wants for its future identity and neighbourhood character.
2. A sustainable development strategy workshop to explore sustainable development directions in the areas of land use, transportation, buildings, infrastructure, open space, food systems, social health and economic development.
3. A downtown vision and character workshop to explore opportunities for a healthy downtown that would offer great experiences including preferred design character and programming opportunities.

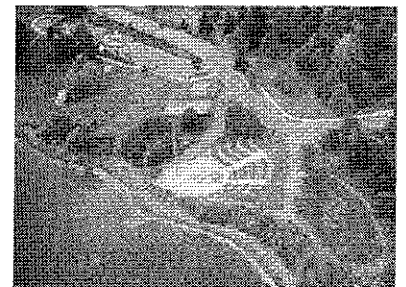
4. **The Holland Creek Development Area workshop** that explored options for the land uses and character of a future village on the Holland Creek Development area, including discussing how to minimize impacts on the area and fit new development with the existing community character and function.
5. **The waterfront vision and character workshop** that explored opportunities to offer great waterfront experiences and to support the Town's overall goals of sustainability and prosperity.
6. **The draft vision review workshop** to review the results from each of the previous 5 workshops and identify refinements to better reflect a shared vision of sustainability and greatness for Ladysmith's future.



The visioning approach

This process took a unique approach to community planning by starting with extensive envisioning of greatness and sustainability and the preferred character for the community, and then identifying the structural aspects of a community that would be required to deliver those experiences and that function – land use mix, density, height, traffic management, infrastructure, community facilities, parks and other similar issues.

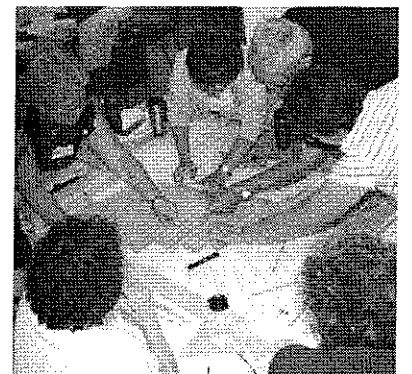
The community indicated that they found this approach to planning the Town's future to be very engaging, satisfying and more meaningful than conventional approaches.

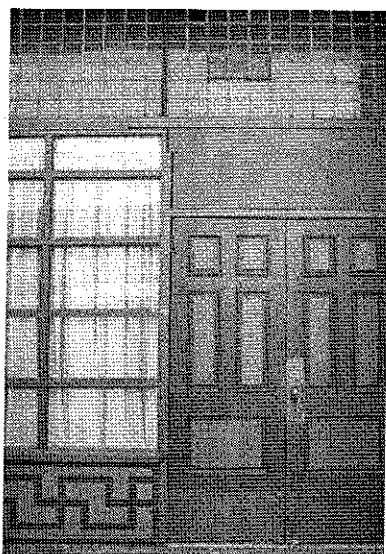
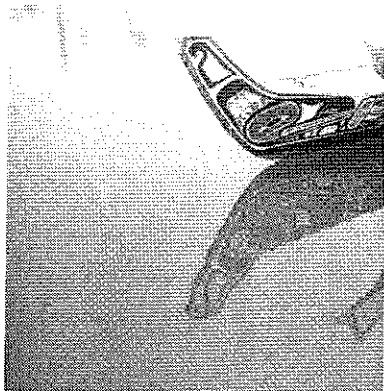


Experience-Driven Planning

This vision for Ladysmith was created through a creative and innovative process called "experience driven planning". This approach builds a community plan around the experiences the community identifies that they want in their town. The term "experience" alludes to both the focus of the discussions on the community's experiences, as well as to the quality of the "experience" participants had in the planning process.

In 2007, Ladysmith Mayor and Council selected to take a second look at the direction their town was heading in as it developed in response to concerns expressed by the community.





A conventional planning process would have immediately focused on the nuts and bolts of town planning, including land uses, densities, infrastructure, and others. However, Ladysmith elected to take a different approach in this process. Instead of focusing on the technical elements of planning (such as transportation studies, growth studies, and others), they decided to explore the issues related to the identity, reputation and a great quality of life that residents would ideally like to have in the town.

The philosophy of experience-driven planning is that our functional, social and aesthetic experience of a place is the core of how we feel about it and how it meets our needs. By orchestrating an exploration of these experiences, both existing and preferred, a powerful picture emerges of what residents truly want from their community. Technical planning work can then proceed in service to that vision – outlining the planning, design and regulatory elements required to create that vision.

This exploration of experiences was undertaken through a series of workshops where participants were offered powerful and evocative questions to guide them in exploring a wide range of experiential dimensions of Ladysmith – the places that they loved most at different times of a day or the year in the town and why; the greatest experiences they had enjoyed in a downtown or waterfront anywhere in the world; or what they could imagine as the greatest street to live on.

In addition to these “evocative” explorations, thousands of images were presented at the workshops where residents could identify the elements, identity and character of the places that they liked or disliked and explain why. These image explorations covered a very wide range of topics from neighborhoods, to buildings, to streets, to street furniture, to building height, to recreation opportunities and many more.

In addition to these explorations, presentations were provided that offered significant education on the perspectives and realities of towns, their economies, their infrastructure and emerging innovations in sustainable communities.

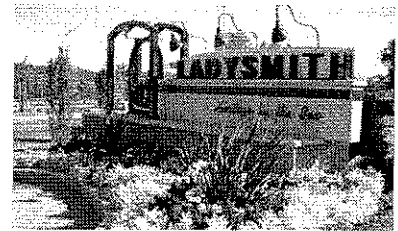
The planning team then gathered this “experience driven” information together and created the vision – which the community then reviewed and refined. The professional team subsequently used their technical expertise to offer policies, guidelines, strategies and a path of action for Council and staff to create the vision that the community gave voice to.

Many participants expressed that it was the most interesting and fulfilling planning process they had ever participated in – primarily because it allowed them to focus on what they cared about and explore options for their town in the terms they understood.

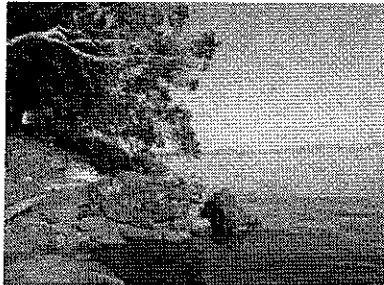
A powerful community vision

A significant number of residents from the community participated in the six workshops and contributed a large amount of personal time, energy and creativity to the creation of the outcomes from this project. The workshops were very well attended and many participants stayed far past the closing time for the workshops to continue building the vision. The core vision, identity and preferred character for Ladysmith's future as presented in this document reflects the desires of the great majority of the participants.

In this context, this document should be seen as a powerful resource for all those who would develop in Ladysmith in the future. It outlines in clear terms the community's preferences for future development regarding fundamental policy approaches as well as in physical and experiential character.



Section 2



Sustainability Strategy

Introduction

The Town of Ladysmith is deeply committed to becoming more sustainable over time as it evolves, changes and grows. This section outlines the fundamental sustainable development objectives for Ladysmith that the community strongly supported.

This strategy identifies key opportunities for sustainable development within the community in the long and short-term and is intended to inform existing and new plans, policies and projects rather than replacing them.

These directions apply to all areas of the Town and as such, are organized in one place to avoid repetition in each subsection.

Sustainability challenges

The sustainable development strategy assists in preparing for the challenges that the 21st century will likely bring, including:

1. Climate change and associated impacts;
2. Restrictions in the supply of fossil fuels, primarily oil, resulting in increased energy costs;
3. Water demands that may outstrip local supply;
4. Increased pressures on natural ecological systems;
5. Increased pressures on foreign food supplies and growing support for healthy local food;
6. Changes in economic patterns and stability; and
7. Aging, demographic change, housing affordability and other social issues.

Sustainability goals

Ladysmith has identified a core set of sustainability goals including:

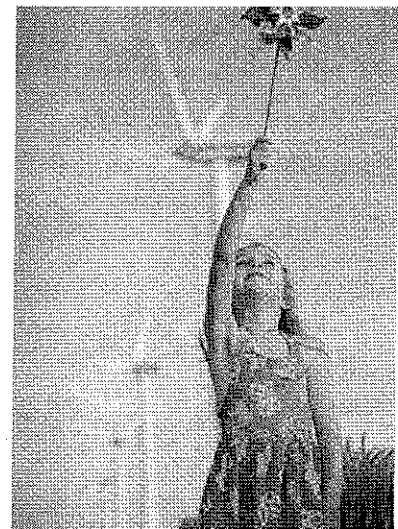
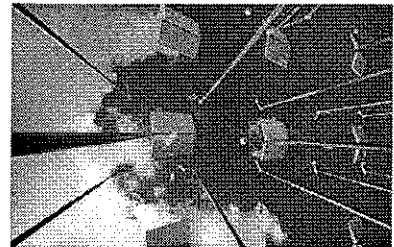
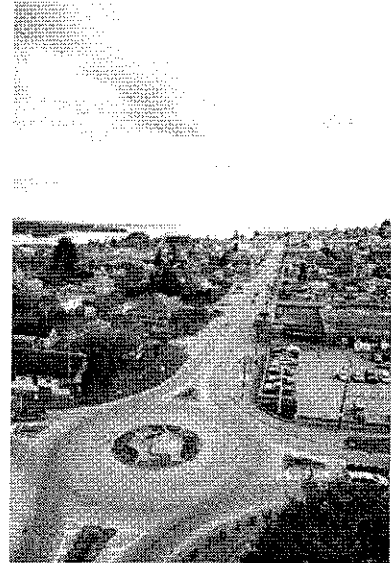
1. Reduce greenhouse gas and other air emissions;
2. Reduce fossil fuel energy consumption and shift to renewable energy;
3. Reduce potable water usage and manage wastewater efficiently including re-use;
4. Manage materials use to reduce or eliminate waste;
5. Protect and enhance the ecosystems and biodiversity locally, regionally and globally;
6. Support a more sustainable food system, including increasing local food production, processing and consumption;
7. Provide stable, diverse and prosperous local economic opportunities; and
8. Create healthy communities and individuals.

The 8 Pillars of Sustainability for Ladysmith

The application of these goals to all aspects of Ladysmith resulted in the following set of “eight sustainability pillars” for the community – each of which is outlined in more detail below.

1. Complete Community Land Use
2. Low Impact Transportation
3. Green Buildings
4. Multi-use landscapes
5. Innovative Infrastructure
6. Local Food Systems
7. Healthy Community
8. Local, diverse economy

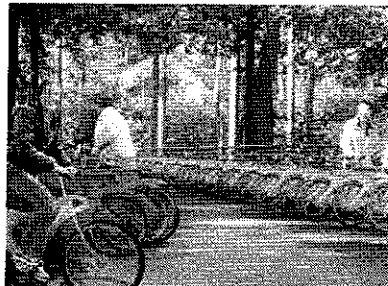
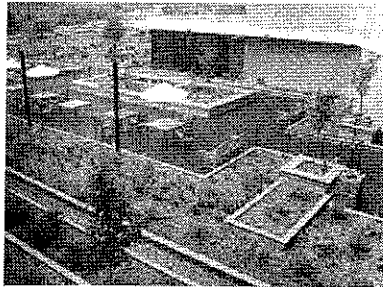
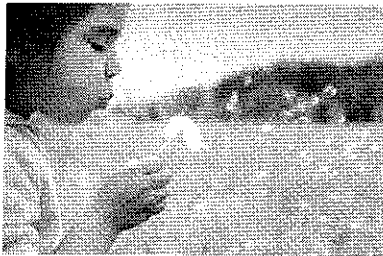
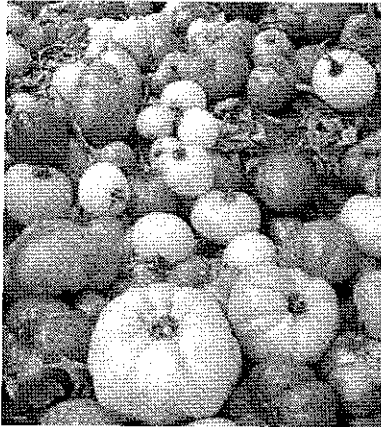
By focusing on these eight areas, this plan outlines an approach for Ladysmith to achieve success and sustainable prosperity through the 21st century in a manner appropriate to the unique character and culture of the community.





Strategy #1 Complete Community Land Use

Ladysmith will shape future growth into the downtown as well as new compact, clustered, mixed-use village areas. These village areas will have increased densities that support public transit and local businesses. They will also have a development pattern that reduces environmental impact, encourages walking and cycling, supports viable transit and provides an opportunity to offer more affordable, accessible and energy-efficient building types.



Ladysmith already has made progress in this area by keeping its downtown the central shopping area, with a strong pedestrian experience. It has limited highway oriented development and protected and developed a network of greenspace and trails throughout the community.

This strategy will be further achieved through additional action in:

- **Self-reliance** - Promoting an increasing diversity of land uses to enhance the self-reliance of the community, including a diversity of jobs;
- **Density** - Increasing density in the town's neighbourhoods to support transit and local businesses;
- **Mixed uses** - Supporting mixed-use development of many types and sizes, including live-work projects;
- **Pedestrians** - Enhancing the pedestrian-orientation of the town;
- **Housing** - Increasing the diversity of housing across the community including affordable housing and secondary suites; and
- **Strategic development** - Capitalizing on Ladysmith's great assets by promoting appropriate development in the waterfront area as well as along the Island's transportation lines (roads and rail).

Strategy #2

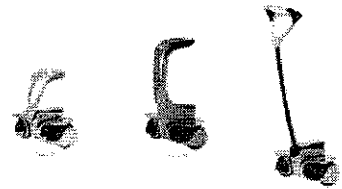
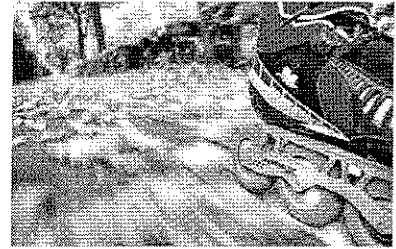
A Low Impact Transportation System

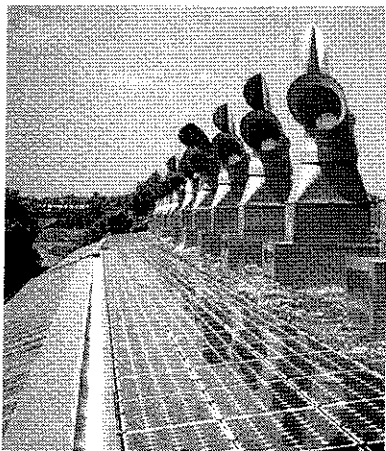
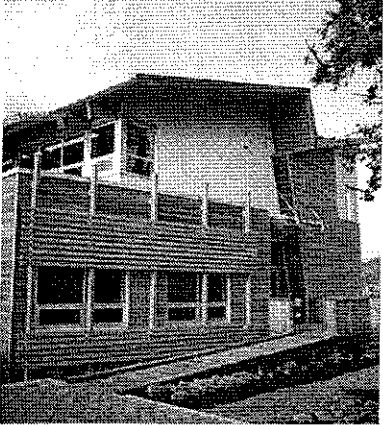
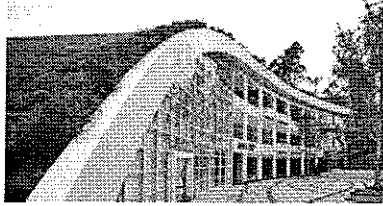
Ladysmith will create an efficient, low-impact, innovative transportation system that supports a significant shift away from reliance on the car towards human and environmentally friendly modes such as walking, cycling, public transit and small electric vehicles. This strategy includes moving towards renewable fuels to power the transportation network in order to achieve the Province's energy and emissions goals, as well as to insulate Ladysmith's residents and its economy somewhat from future impacts of peak oil and rising fuel costs.

Ladysmith has a good foundation to build on in this area with its aggressive work to get transit service including sponsoring their own community trolley system and lobbying the Province to bring bus lines to Ladysmith. The town also has a very pedestrian friendly downtown and trail network, as well as traffic calming initiatives throughout.

This strategy will be further achieved through additional action in:

- **Planning** - Updating its transportation plans;
- **Transit** - Continuing to lobby for Provincial support for transit and promoting planning for future transit systems;
- **Funding** - Identifying creative funding opportunities for pedestrian and cyclist infrastructure;
- **Development** - Encouraging developers to support sustainable transportation directions;
- **Greenway network** - Continuing to enhance the green network to connect all areas of the community, including bike lanes, sidewalks, pedestrian paths and others;
- **Parking** - Reducing negative impacts of parking including reviewing parking requirements and pursuing innovative parking design strategies;
- **Street standards** - Exploring new street standards to make streets more environmentally and socially friendly;
- **Reducing demand** - Promoting initiatives that reduce the need for personal vehicle use, such as car sharing; and
- **Municipal fleet** - Improving the environmental performance of its municipal fleet.





Strategy #3 Green Buildings

Ladysmith will promote the development of green buildings in the town to reduce energy consumption, water and material use and impacts on the sites and ecosystems in which they are located.

Ladysmith is already making progress in this area through implementing water conservation measures in building design and in educating developers and increasing the standards for building design in the community.

This strategy will be further achieved through additional action in:

- **Strategy** - Developing a formal green building strategy for the town that includes new policies, standards, incentives and pilot projects;
- **Retrofits** - Encouraging the retrofit of existing buildings to reduce environmental impacts;
- **Conservation** - Continuing to expand the metering program to reduce demand for water and energy;
- **Municipal buildings** - “Greening” municipal buildings – both new and existing;
- **Education** - Supplying information and resources to residents to promote retrofitting of their homes; and
- **Champions** - Creating a network of green building champions in City Hall and in the development community.

Strategy #4

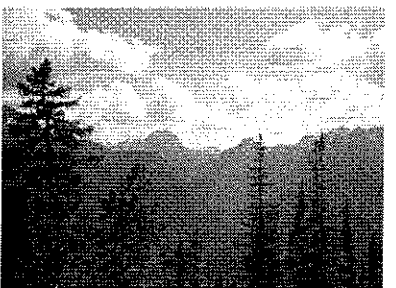
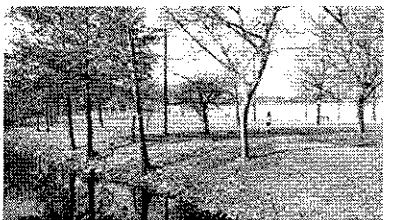
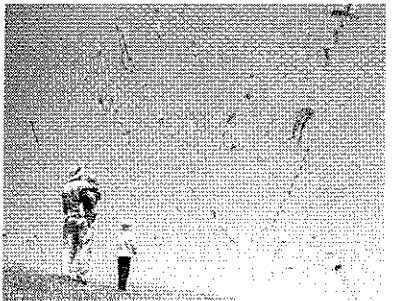
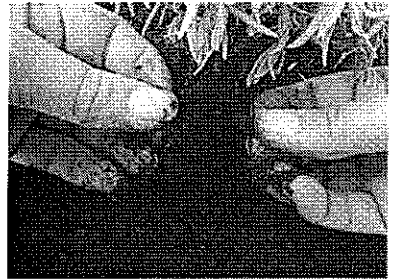
Multi-Use Open Space

The landscape and open space in Ladysmith will be designed and managed to enhance ecological health, offer generous urban agriculture opportunities, provide recreation opportunities to support healthy residents, and integrate heritage and art into the public realm experience.

Ladysmith has taken many strong steps in this direction including banning pesticide use in public landscapes, protecting sensitive areas; creating a network of parks and trails, developing the Holland Creek Trail System, and creating an environmental committee to promote and advise on ways to continue supporting sustainable practices.

This strategy will be further achieved through additional action in:

- **Protection** - Mapping the natural ecosystems of the community and continuing to work to protect those that are deemed to be sensitive, including the town's watershed and riparian areas;
- **Guidelines** - Creating development guidelines and educational information on promoting songbird habitat and reducing invasive species;
- **Cleanup** - Cleaning up polluted areas wherever possible;
- **Greenways** - Developing a network of greenways to clean runoff, provide habitat, provide pathways and recreation, and enhance resident's health;
- **Holland Creek** - Continue to protect and enhance the Holland Creek Trail system, and better connect it to other greenways in the community; and
- **Parkland and facilities** - Increasing the amount of publicly owned parkland and maximizing the value of recreational facilities and opportunities in each neighbourhood.





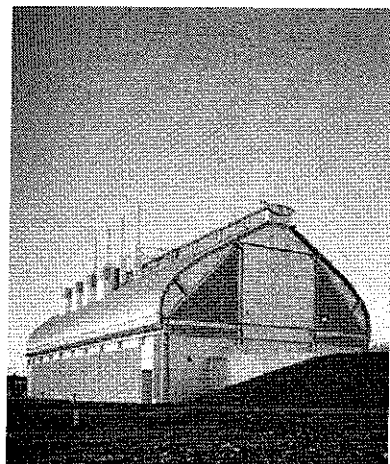
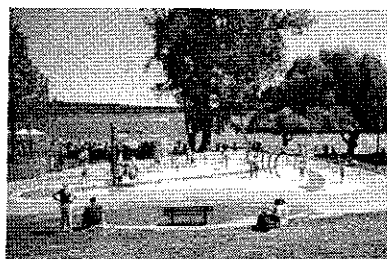
Strategy #5 Innovative Infrastructure

Ladysmith will adopt a progressive and environmentally friendly approach to all of its infrastructure, including the integration of decentralized, small scale, renewable resource-oriented systems with existing large scale systems wherever appropriate. These systems will include innovations in electricity and heat supply, water supply, stormwater and wastewater management and solid waste management.

Ladysmith is already one of BC's leading communities for innovative infrastructure management systems including implementing water conservation measures such as water metering and toilet exchange programs; recovery and re-use of wastewater at Transfer Beach Water Park, a highly advanced municipal recycling and composting program, as well as innovations in its wastewater treatment system.

This strategy will be further achieved through additional action in:

- **Energy** - Increase energy efficiency and reduce emissions through:
 - Completing and implementing the town's energy and emissions plan;
 - Promoting energy audits and retrofits of homes and businesses;
 - Promoting the development of clean and renewable energy sources and systems in the town, including harvesting waste heat for re-use;
- **Water** - Promoting efficient and ecologically friendly management of water through:
 - Continuing to promote water efficiency measures in development and homes;
 - Continuing education around water issues;
 - Developing strategies and standards that promote ecologically friendly management of stormwater;
- **Solid waste** - Promoting a Zero Waste agenda through:
 - Developing a formal Zero Waste strategy for the town;
 - Continuing expansion of the recycling and composting systems where possible; and
 - Supporting the adoption of product stewardship initiatives by businesses in Ladysmith.



Strategy #6

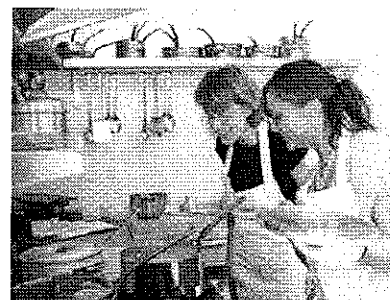
Local Food Systems

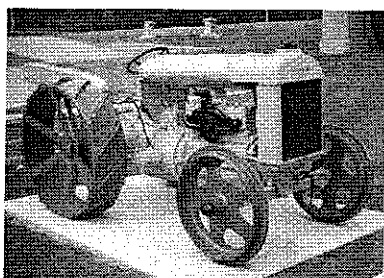
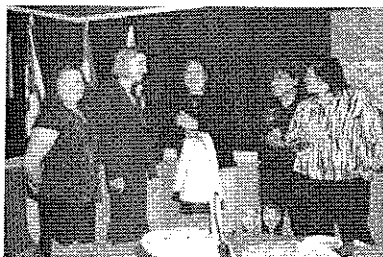
Ladysmith will develop a locally focused sustainable food system, that addresses opportunities to grow food, process and sell food, connect residents and visitors to Island food producers, celebrate local food and provide information and education on sustainable food systems.

Ladysmith is currently making progress in this area through working towards a weekly downtown farmers' market, promoting the value of eating locally produced food, working towards establishing a community garden, food bank and food sharing program, and establishing the Food Action Coordination Team (FACT).

This strategy will be further achieved through additional action in:

- Promoting the purchase of locally-produced food through a buy / eat-local campaign;
- Supporting the connection of local restaurants to local food producers;
- Promoting the development of community gardens in existing areas and in new developments, especially multi-family areas;
- Supporting the local farmer's market;
- Supporting the education of residents on sustainable food issues; and
- Supporting food-related festivals and events.





Strategy #7 A Healthy Community

Ladysmith will continue to work to build an inclusive, equitable, healthy and vital community with a strong, local cultural identity. The dimensions of a healthy community include education, healthcare, heritage, arts and culture and many more aspects.

Ladysmith is already a great community with a strong sense of history, arts and culture, including many festivals throughout the year, concerts in the park, parks and trails, community facilities, favourite family places like Transfer Beach, a local food bank, community health advisory committees, a youth advisory committee, resource centers and many others.

This strategy will be further achieved through additional action in:

- **Arts** - Continuing to support the arts, artists and artisans in the community;
- **Public realm** - Continuing to enhance the quality of the public realm;
- **First Nations** - Engaging the Chemainus First Nation more closely in the town's development and identity;
- **Heritage** - Further developing the presence of heritage values in the community;
- **Facilities** - Increasing community facilities including health and medical facilities; and
- **Youth** - Continuing to work to get youth involved in the town and planning through facilities, a youth council and others.

Strategy #8

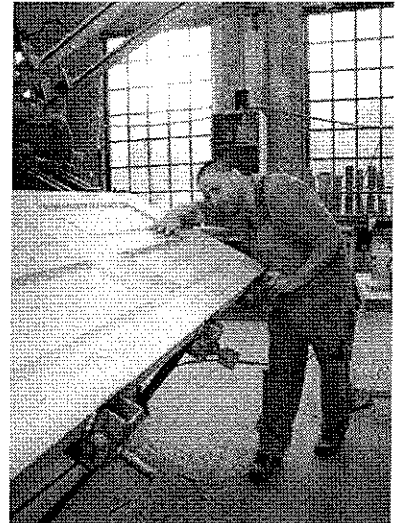
Local, Diverse Economy

Ladysmith will continue to develop a diverse and highly efficient local economy, by staying focused on maximizing these attributes for the long-term. In turn, this will provide economic stability, and value from local resources.

Ladysmith is already making progress in this area through supporting its marine, forestry and aquaculture industries, continuing its tourism growth, promoting live/work developments and others.

This strategy will be further achieved through additional action in:

- **Strategy** - Developing a sustainable economic development strategy;
- **Eco-Tourism** - Promoting tourism and sustainable tourism practices such as eco-tourism;
- **Green industry** - Working to attract “green companies” and innovative industries;
- **Eco-industrial park** - Exploring opportunities for an eco-industrial park;
- **Live work** - Promoting work/live opportunities and home-based businesses;
- **Buy local** - Promoting a buy-local campaign;
- **Land base** - Maintaining a strong local industrial and commercial land base; and
- **Green leadership** - Creating a “green business leadership group” to promote green business practices.



Implementation Strategy

Ladysmith's vision of leadership in sustainability will take many years to achieve and many steps will be required.

An overview of some of the steps that will likely be required is outlined below, noting the tasks, timing and who would lead or convene the work.

Sustainability strategy

- Short term
- Town lead

A formal sustainability strategy

(eg: based on the section in this document) can be adopted and implemented. The sustainability section of this vision covers many issues and the Town departments and committees responsible for these areas can develop implementation strategies for each aspect of the sustainability strategy, to ensure any new actions merge well with existing actions in the Town.

Sustainable economic development strategy

- Short term
- Town lead

Update the town's economic development strategy to address the issues raised in the vision, including a special focus on promoting economic development that furthers the vision, preferred identity and reputation residents desire, as well as the town's sustainability commitment.

- Special attention should be paid to:
 - Green industry;
 - Ways to grow a robust boutique artisan and live/work economy in the village areas.
 - The potential for "precincts" or special activity centres in different areas of the town;
 - Strategies for gaining more economic advantage from the highway, within the vision of Ladysmith's identity and character;
 - The position of Ladysmith as the gateway to the Cowichan region; and
 - Others.

Ecosystem Stewardship Plan

- Medium term
- Town lead

An ecosystem mapping and stewardship plan can be created that highlights key environmental areas, linkages, goals and values, as well as projects to undertake over time to enhance ecosystem health in Ladysmith. This could be largely created through volunteer work in the community with some professional support.

Landscape urban forest and habitat design strategy

- Medium term
- Town lead

A policy can be created to guide the management of the 'urban forest' in Ladysmith, including street trees, treed areas in parks and possibly significant trees on private land.

Develop landscape design principles for promoting sustainable community landscapes, including design management guidelines for creating appropriate urban habitat (eg: songbirds) in public and private landscapes.

Section 3



Overall vision for Ladysmith

Introduction

This section outlines the overall vision that has emerged for Ladysmith from the many participants who explored ideas, opportunities and character options for the town's future.



Ladysmith character, growth and change

Ladysmith is a highly desirable place to live and it offers many of the experiences that Canadians include in a description of an ideal small town as a place to live.



Ladysmith has a distinct character today that is highly valued by the residents of Ladysmith. Most residents have many choices of where they could live, but chose to live in Ladysmith because they love the town and feel at home there.

A strategic issue for Ladysmith is how it will grow and change over time to enhance the unique and desirable qualities of the town. In many towns, growth changes the character of a town.

The residents of Ladysmith want growth to give them more of what they like about their town.

Strategic identity and reputation

Every town has an "identity and reputation" that reaches far. Most towns do not directly address their reputation with the same attention as businesses do, but their reputations work in a similar manner.



Ladysmith has a good reputation as a small town overall, primarily for its charming downtown, its harbour and other natural areas. The residents of Ladysmith have articulated the reputation and character they want for the town.

Seven dimensions of character for Ladysmith

As Ladysmith grows over time and existing areas age and are renovated or redeveloped, the sense of identity that Ladysmith has now needs to be preserved and its best aspects carried forward into new areas.

The image preferences section of this report provides much more detailed information on the preferred character for many aspects of the community, however the following seven core themes are central:

1. A small town with a strong sense of history

- Ladysmith's identity is that of a small, west coast town with a strong sense of history and heritage made visible in its contemporary landscape.

2. Sustainability

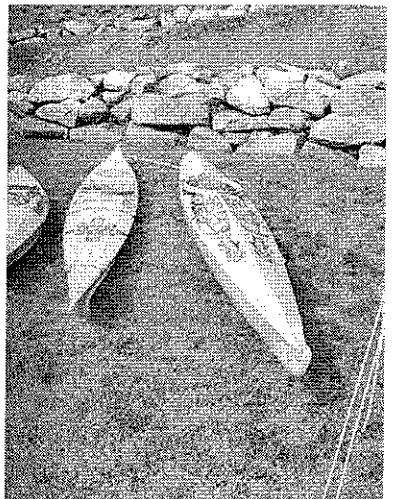
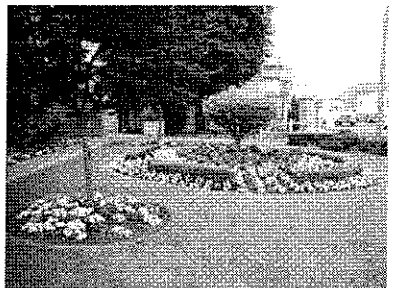
- Ladysmith is a leader in BC for addressing sustainability issues and its commitment to green development is deep and strong. The commitment to green needs to be as visible as possible in the buildings and landscape design.

3. Heritage influence

- While heritage buildings and styles need not be copied identically, new development in Ladysmith needs to weave its heritage character, styles and memory into its physical form.

4. Natural areas and experiences

- The presence of the beautiful natural west coast landscape is strong in Ladysmith and development needs to preserve and enhance the rich range of experiences in nature in the community, including marine, waters edge, forests, streams, mountains and other natural places, experienced at all times of the day and night and across all seasons as a prominent part of daily life.



5. A boutique and artisan economy

- Ladysmith is about small-scale stores with personalized service – not about auto-oriented, big-box retail. It celebrates the “hand made” over the mass produced and supports its artisans as symbols of a meaningful local economy.

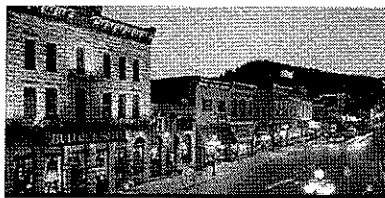
6. Art and culture

- The presence of art and culture in Ladysmith is strong with its generous presence of public art, its community of artists and the celebration of art in events and the public realm.

7. Orderly and well managed

- Ladysmith takes great pride in being clean, orderly and well managed. New areas need to consider traditional neighbourhood structure and support this ethic of responsibility and stewardship.

The dimensions of the Ladysmith experience



An orderly small town	Visible sustainability
A boutique economy	Visible heritage
Arts and culture	Natural areas and experiences

Values and themes

In order to ensure this desired character is preserved and enhanced over time, the values of the community need to be expressed in the community form and function.

There are four core themes to the identity of Ladysmith that form the basis for making the town's values real and that are the foundation for its success in future development:

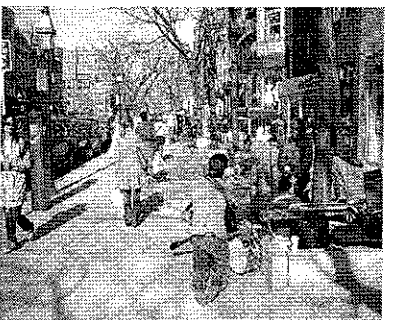
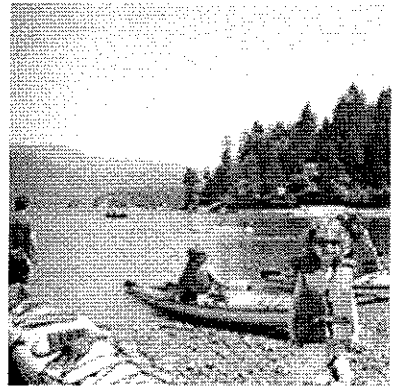
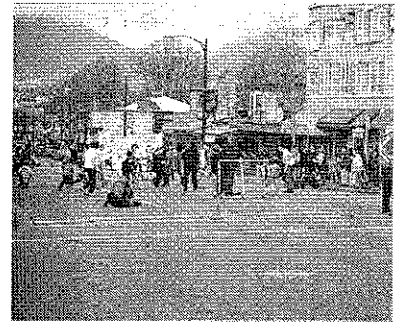
1 People

The richness of social interaction and relationships are the greatest reasons why residents love living in Ladysmith. Ensuring that growth and change supports an expansion and deepening of the social character of Ladysmith requires the following actions:

- **Public spaces** - Creating public spaces with recreation opportunities and great places to be including :
 - Village, civic and shopping areas that make the sidewalks and plazas a place of animation, conversation and colour;
 - Parks and trails throughout the community that offer a wide range of formal and informal recreation opportunities for all ages;
- **Great streets** - Creating streets that offer pedestrian experiences throughout the year;
- **Housing and services** - Offering housing diversity and a full range of public services that can support Ladysmith residents at all stages of their lives to preserve friendships and relationships over the years;
- **Volunteers** - Providing a strong support system for volunteers who are the lifeblood of the social community in Ladysmith; and
- **Civil dialogue** - Inspiring a town-wide commitment to civil dialogue on all important issues to build respect between residents and ensure the best decisions are made.

2 A small town feel

The highly valued "small town feel" is a foundation element of Ladysmith's charm and attractiveness. Maintaining this feel as a town grows over time can be a challenge. Ladysmith can retain this feel through addressing the following:

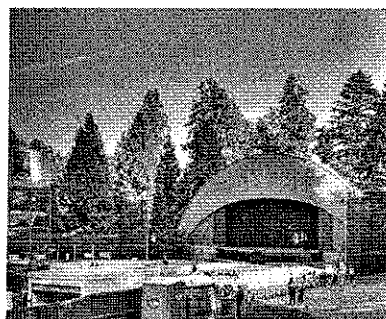




- **Heritage preservation** – Preserving key heritage buildings and landscapes to retain the town’s strong sense of history;
- **Local information** – Creating venues for the visible sharing of information about local events, volunteer opportunities and issues;
- **Community events** – Maintaining the rich array of community events in Ladysmith throughout the year;
- **Committees** – Maintaining the strong network of local work groups and committees who keep Ladysmith a vibrant and healthy place to live, through supporting volunteers; and
- **Design guidelines** – Ensuring design guidelines are put in place to guide future development to respect and keep the small town character.

3 Environment

The experience of and care for the environment is a core value and a central experience in Ladysmith. The elements that support the strong ethic of environmental protection, enhance ecosystem quality and support the access to experiencing the environment in Ladysmith include:

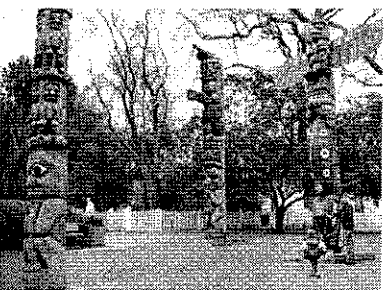
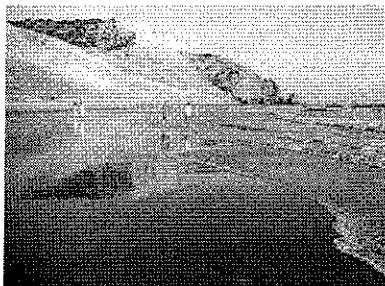
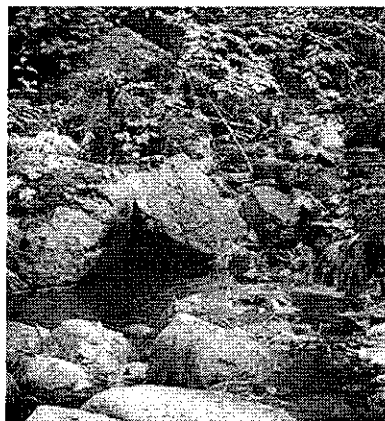
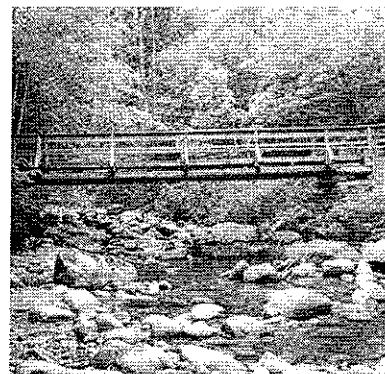


- **Environmental stewardship** – Supporting the sharing of information and the work of volunteer groups who take care of the natural areas and ecosystems of Ladysmith;
- **Visible sustainability** – Ensuring that “green” buildings and infrastructure are visibly green in the fabric of the community.
- **Parks and trails** – Preserving and extending the parks and trail systems in the community so everyone lives within a short distance of a park or greenway;
- **Gardens** – Continuing to invest in public garden landscapes and to encourage and celebrate private garden spaces in the community;
- **Views** – Preserving views of Ladysmith’s beautiful natural setting from key viewpoints throughout the town; and
- **Landscape design** – Establishing high quality landscape design guidelines for new development to ensure new projects demonstrate a commitment to sustainability and the environment.

4 Respect for the past

The identity of Ladysmith cannot be separated from the physical and experiential presence of the fabric of its rich and colourful past. Directions that can be taken to preserve and strategically enhance the power of Ladysmith's heritage over time include:

- **Heritage buildings** – Heritage buildings in Ladysmith need to be preserved wherever possible as it is their presence that is the fabric of time made visible in the town;
- **New buildings** – New buildings need to visibly respect and fit with the existing heritage rhythm, massing and forms;
- **Landscapes** – The rich historical layers and legends of Ladysmith's past need to be remembered and made accessible in its landscape;
- **Artifacts** – Artifacts from Ladysmith's past industry and events need to continue to hold a prominent place in the public realm;
- **Names** – Names from past people, events and places can be remembered in names given to new places;
- **First Nations** – The history of the land around Ladysmith dates back thousands of years through the history of the Chemanius First Nation and the community has a strong desire to incorporate CFN elements into the design and culture of the community.



Implementation Strategy

The vision for Ladysmith outlined in this section creates a powerful image and goal for the future. It will take many years to achieve this vision and many steps will be required.

An overview of some of the steps that will likely be required is outlined below, noting the tasks, timing and who would lead or convene the work.

Town vision and plan

- Short term
- Town lead

Develop a formal vision statement for the town that articulates clearly the “small town character” that is desirable to residents. Integrate this vision with the governance documents of Ladysmith, such as Strategic Plan; OCP; Heritage Strategic Plan; Economic Development Strategic Plan and others.

Town branding strategy

- Short term
- Town lead

Create a town branding and communications strategy to effectively convey the vision and its key elements into the community and the larger communications landscape.

OCP updates and the vision

- Short term
- Town lead

Plan to start with and review the “Ladysmith vision” as part of every future OCP update.

Design guidelines

- Short term
- Town lead

Develop a comprehensive set of design guidelines for development that addresses the issues of the town overall, heritage values and each subarea in the town (waterfront, downtown, etc).

Housing strategy

- Short term
- Town lead

Develop a housing policy review that addresses demographics, housing needs and community identity goals. It should also address secondary suites and guidelines for live/work housing, including those that support artisans.

Developers vision context statement

- Short term
- Town lead

Require a “vision context statement” for every major development application where the developer needs to include in their application a discussion of how their proposal meets the elements and intent behind the Ladysmith vision.

Development consultation guidelines

- Short term
- Town lead

A set of guidelines should be developed to guide developers in their consultation practices with the community. The aspects of this vision should be seen as an important starting place for this work, as this document outlines the community’s desires for the character of new development.

New street standards

- Short term
- Town lead

Develop a new set of standards for Ladysmith to guide the development of new streets and the restructuring of existing streets to support the towns’ sustainable transportation and public landscape goals.

Bicycle strategy

- Short term
- Town lead

Update the Town’s bicycle plan to continue to promote cycling (both urban and mountain) and the facilities and circulation design that are needed.

CFN cultural profile strategy

- Short term
- Town initiate

Ladysmith and the Chemainus First Nation can work together to create a strategy to identify opportunities for future initiatives to enhance the profile of CFN culture and history in Ladysmith.

Sustainable Food Strategy

- Short term
- Town lead

Continue developing a sustainable food strategy for Ladysmith that addresses many aspects of a safe and secure food supply, and identifies ways to access and celebrate the Island foodie movements.

Green building strategy

- Short term
- Town lead

Create a green building strategy for the town that educates and promotes green buildings. This program should be built on the strong foundation the Town's energy and climate plan has set, and should take advantage of grant funding opportunities.

Green infrastructure strategy

- Short term
- Town lead

Gather the extensive work already completed on energy, solid waste, water and wastewater into an integrated green infrastructure strategy for the town, including addressing the emerging LWMP.

Committee and strategic advisory approaches

- Short term
- Town lead

- Develop a strategy to effectively involve residents in the implementation of plans and strategies for the community. This process needs to centrally involve the Town's current commissions as well as possibly developing new committees.
- In order to keep all the work coordinated, consider developing a "super committee" that includes the members or reps of all the commissions and committees.
- The Town can best support this work by allocating staff time to serve a 'secretariat role' – organizing meetings, logistics and taking minutes and related activities.
- In addition to volunteers and staff, additional expertise will be required on some issues. In order to minimize the costs for acquiring this expertise, consider a strategy for how best to enlist occasional strategic advisory help from qualified consultants to provide guidance, coaching, resources and advice to the Town and its committees to achieve high quality outcomes at the least cost.

Parks plan

- Medium term
- Town lead

Review the Town's Parks Master Plan to ensure it reflects the values expressed in the visioning process and plan for continuing to enhance the quality of the public realm and natural areas in Ladysmith.

DCC strategy

- Medium term
- Town lead

Review the Town's DCC bylaw to include sustainability objectives such as climate and energy issues.

A child's world in Ladysmith

- Long term
- Town lead

It is often said that a town designed for children is a great town for everyone. Consider developing a plan to enhance a child's experience of life in Ladysmith. This can be done through a workshop with the community, projects with schools and others to identify preferred and unique experiences, needs, safety issues and many more.

Stewardship groups

- Medium term
- Community lead

Stewardship groups can be established to assist in maintaining the health of key environmental areas or in addressing specific issues. These can be given a range of terms of reference for their work to fit appropriately with local jurisdiction and capacity.

Volunteer stewardship strategy

- Medium term
- Community lead

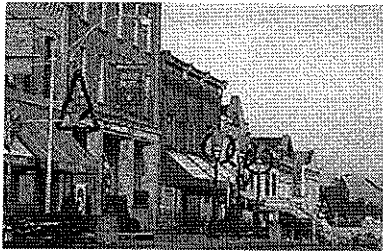
- A strategy can be developed to identify ways to support the volunteer base in Ladysmith as it is so central to the quality of life in Ladysmith.
- This strategy can include the creation of a central volunteer support network that reduces "re-inventing of wheels", supports the production of public events in a consistent manner, connects organizers with interested volunteers, connects schools and youth into the volunteer system, and other aspects that will help.

Section 4

Downtown

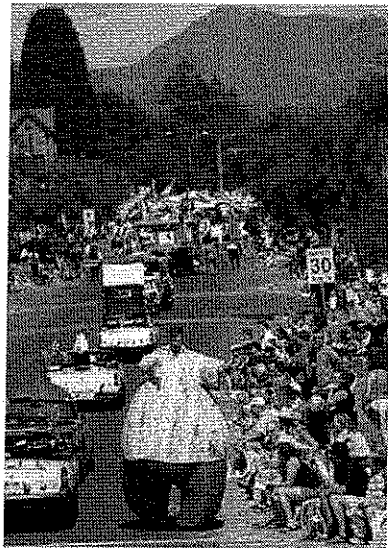
Introduction

Ladysmith's downtown is an iconic part of Vancouver Island and the heart of this unique community. This section explores key issues regarding Ladysmith's downtown and its future, and outlines themes and directions for its evolution in the future.



Current Conditions - A boutique downtown

Ladysmith's has a "boutique" downtown of small shops and a pedestrian orientation, based on a development pattern of a town economy from 100 years ago. Its buildings offer generally small floorplates that support small stores. It is primarily under 2 storeys in height and has old residential homes mixed in with commercial areas. While an expansion of a few anchor stores, such as the 49th Parallel Grocery will contribute to the town's vitality, an introduction of larger-format retail to Ladysmith's downtown would forever change its character, function and identity – possibly undermining what everyone loves about the town.



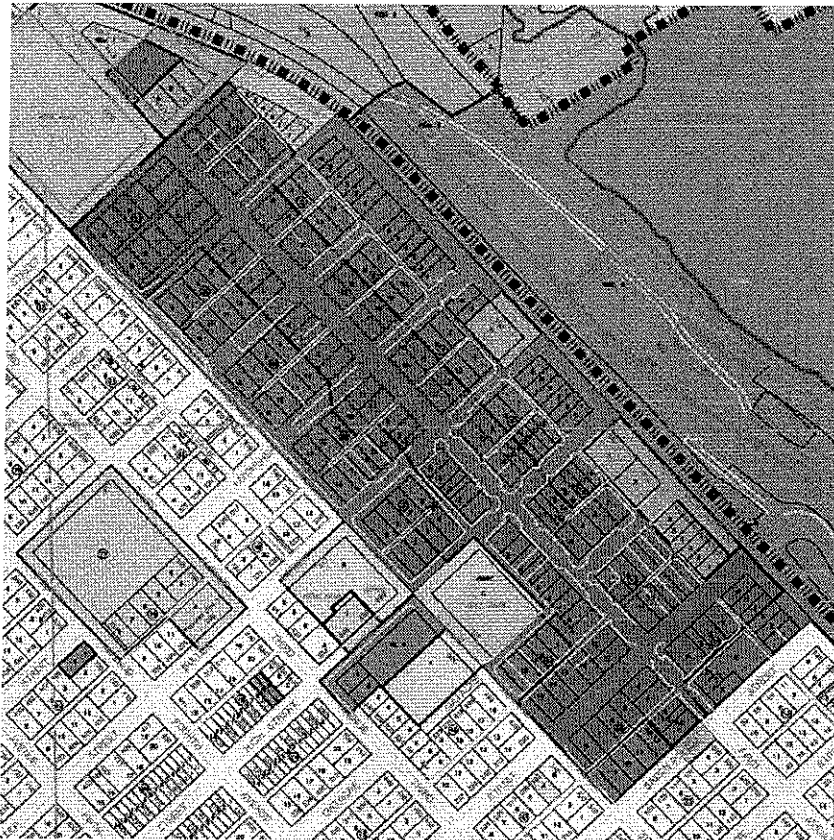
The Downtown area is the heart of Ladysmith and provides a civic centre, a venue for people to bump into each other and enjoy a village boutique shopping experience. The heritage buildings contribute to the signature charm and character that Ladysmith is known for. Residential densities are low for a downtown area and the level of commercial enterprise is moderate as a reflection of the lower density of nearby development. The assemblage and arrangements of buildings and uses over this area exhibit a variety of styles from over a century of development. This visioning process explored with the community how to support future development that will offer a cohesively organized, vibrant and prosperous downtown. To keep its character, all efforts need to be made to make the "boutique" downtown model work, including increasing population in the downtown, and ensuring a very high quality public realm, by encouraging a consistency in urban form and building design. The holding of many events will bring people from all over the Island and BC to come to Ladysmith.

Existing Future Plans

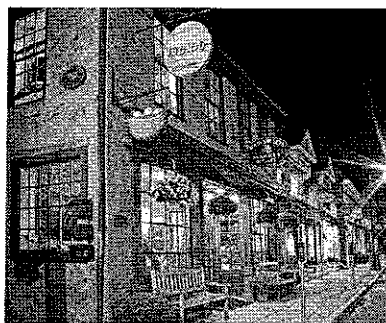
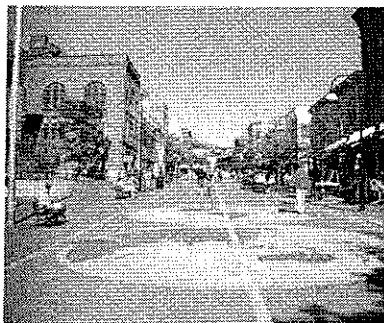
The Town of Ladysmith OCP designates the majority of the downtown area as Downtown Core (red in the Ladysmith OCP map) along First Avenue, Roberts and Symonds Streets and the surrounding areas as Downtown Mixed Use (purple in the Ladysmith OCP map). There is some Highway Commercial Use (pink in the Ladysmith OCP map) areas to support highway traffic. The policies within the Downtown Core and Downtown Mixed Use zones support a highly active public area complete with retail, office, restaurant, entertainment and other service industries as well as civic and cultural uses.

These policies also support an increase in residential density which is the most influential criteria for a sustainable town. An increase in residential density will enliven the Downtown, enable opportunities for increased public amenities related with development and support further success for existing small businesses as well as opportunities for new small businesses to be established.

The community vision for the future



Left: Downtown Zoning



Great downtown experiences

The community explored in the workshop a wide range of the types of great experiences they have had in downtowns around the world with rich and varied results. By far the best times people had had involved great food and wine, music, arts and culture, lights, shopping, evening strolling and community events – of which Light Up was clearly the most memorable in Ladysmith. This image of a great experience in a downtown highlights the value of having one part of the community with an urban and higher density character. It still needs to feel appropriate to a “small town”, but Ladysmith’s downtown would benefit from more people and a slightly greater sense of urbanity.

Small town identity

The desired experience of downtown Ladysmith is that of a bustling small town, where it is busy, but still at a slower pace and where people know your name and there is friendly conversations going on everywhere. This experience can be supported by providing:

- **Human scale street environments;**
- **Streets and public space** clearly designed for pedestrians first;
- **Shops and cafés** spilling out onto the sidewalk;
- **Information boards** and displays of what is happening in town; and
- **The visibility of real people living their lives** on the sidewalk, eating, drinking, reading the paper, doing business, children playing, reading books, and other aspects of village living creates a buzz and authenticity that is highly attractive without being trendy and self conscious.

Mixed use higher density & housing diversity

The residents of Ladysmith want a greater choice of housing including the addition of townhouses, rowhouses and apartments to Ladysmith neighbourhoods - and the downtown is the perfect place to put this higher density form of housing. Elements to consider that support this direction include:

- **Apartments over shops** throughout the downtown;
- **Townhouses and rowhouses** with ground-level access that can support live / work uses, to support artisans, home-based consulting businesses and other similar businesses;
- **Residential development with elder support** so the elderly can easily access basic needs and be a more visible part of

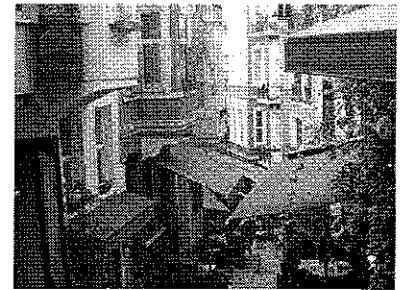
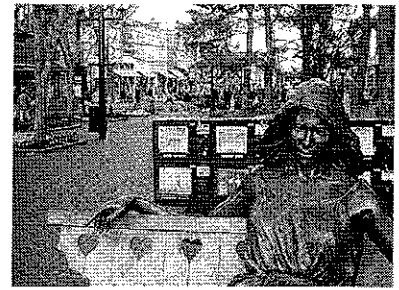
the community; and

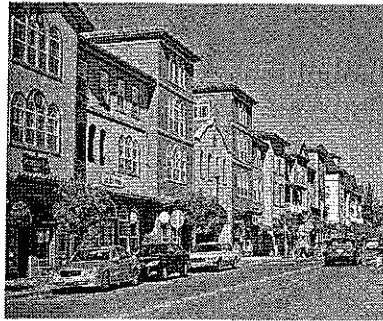
- **Heritage-informed or heritage-compatible architecture** that draw significantly from the heritage identity of the downtown, while supporting more contemporary expressions of buildings, where appropriate to the overall heritage identity.

A vibrant economic engine

As Ladysmith grows, it can expand its offering of stores and increase the percentage of resident expenditures spent in the downtown. Ladysmith can increase the quality of the memorable experience of shopping in the downtown through the following elements:

- **Small town boutique stores** with small floorplates that can be joined together when expansion is necessary;
- **Evening shopping and restaurants** to offer a choice of eating and drinking establishments for evenings;
- **Artisan live/work** offered on the ground floor of multi-family or mixed-use buildings;
- **Hospitality enterprises** to support tourism;
- **Artisan signage** that is primarily “front lit” (versus backlit) and that speaks of the character of artisans, heritage and a hand-made small town, while still respecting the needs of businesses for visibility.
- **Educational institutions;** and
- **More businesses to increase shopping choice** so residents can more easily shop locally, including:
 - Lumber store
 - Shoe stores
 - Clothing stores – women and men
 - Restaurants / brew pubs
 - Art / hobby supply stores
 - Health / wellness spa services
 - Food / wine / beer stores – especially that favour local products
 - Office supply store
 - Auto services including gas
 - Green / eco products specialty store
 - Fabric store
 - Furniture / appliance stores

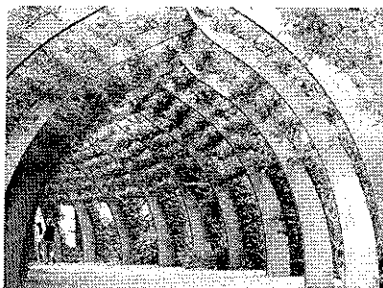




- Technology / internet services and supply stores
- Bicycle shop
- Seafood market
- Medical / dental / hospital services
- Fitness centres
- Bedding / home ware shops
- Artisan shops
- Marine supply stores
- Bowling / theatre and other entertainment services
- Hotels

High quality public realm

With more people living in the downtown in apartments in the future, the public realm in the downtown will become the front and back yard for all its apartment dwellers – a great opportunity for a place of vitality if the programming and design of the public realm is high quality, including the following elements:

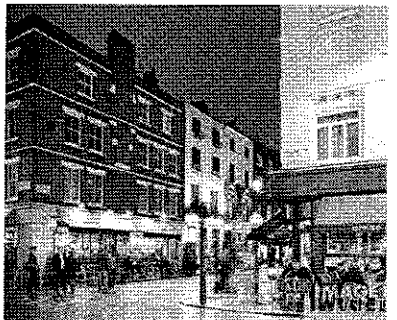
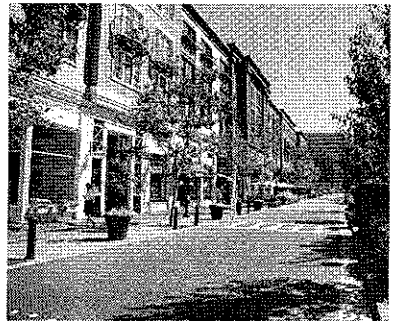
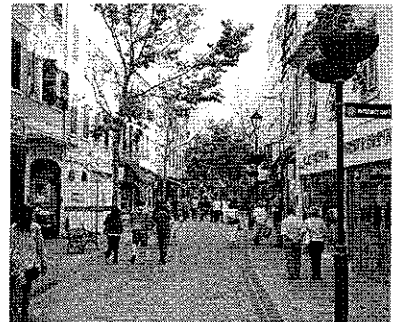
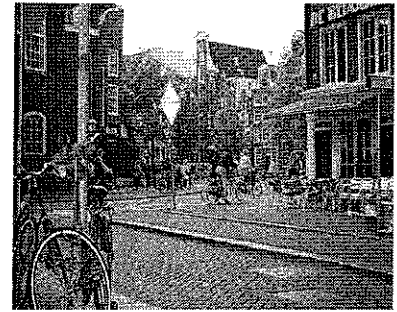


- **Generous sidewalks** to accommodate comfortable movement for pedestrians, baby strollers, electric personal scooters, places to sit, store displays and café seating areas;
- **Traffic calming** in order to clearly establish the pedestrian as the most valued user of the downtown including furthering the current commitment to roundabouts, corner bulges, pedestrian crossing bulges, as well as others methods;
- **A central city square / spirit square** to embody the identity and spirit of the community, and be designed to allow for a wide range of programming;
- **Historical preservation and celebration** to increase the richness of experience of being in Ladysmith.
- **Public art** to offer meaning, joy and interest to the public realm and to position Ladysmith as a centre of artisans and creative people on the Island;
- **Access to green space / greenways** from everywhere; and
- **A strong link to the waterfront** to connect this fundamental aspect of Ladysmith's identity and experience to the downtown.

Great streets

The streets in Ladysmith will assist in providing a memorable experience and powerful identity. Elements to consider include:

- **Animated commercial streets** that offer a wide range of colour, activity opportunities, and a general feel of being slightly crowded and busy, including activities in the adjacent buildings spilling out onto the street wherever possible;
- **Calm residential streets** that still offer interest, colour and activity, but have a more residential feel including children playing and people relaxing, having a cup of coffee and reading a book;
- **An old world feel** in the design of the street and sidewalk materials. Including possibly stone, brick, stamped paving to fit with that character, boardwalks, or others, as well as the use of roll curbs, bollards and street trees to provide a highly permeable line between road surfaces and sidewalks;
- **Streets that are narrow for cars** but wide for people;
- **Street trees and flowers** to offer colour and a gracious quality to the street, as well as shade and interest in the summer;
- **Furniture and lighting with a heritage quality** that is harmonious with Ladysmith character;
- **Bicycle paths and racks** integrated carefully into the road and sidewalk design to minimize conflict between cyclists and vehicles or pedestrians;
- **A network of pathways** including sidewalks, mid-block connections, interesting alleys and passage ways to offer a great pedestrian experience;
- **Banners and signage** that not only support the visibility of local businesses and events, but adds visual interest, colour and vitality to the downtown.
- **Public art** including professional developed sculptures or more ephemeral work, such as the result of a children's painting event;
- **Secret gardens and nooks** associated with small plazas and the network of alley's in the town to provide a juxtaposition of the publicness of many streets with the intimacy of a small garden or nook / micro-plaza and to thereby create a richness of experience.





- **Up to 4 storey buildings** that offer both density and a human scale downtown environment;
- **Shops, cafes and studios** that spill out onto the sidewalk and cafes that offer seating on the sidewalk to provide vitality;
- **Patios and verandas** to bring the presence of people on a street and give it animation, encourage people to engage in conversation, meet each other, and generally offer “eyes on the street” for safety;
- **Ponds and fountains** to provide the sound and animation of including the potential to turn rainwater running down the street or sidewalk into public art for interest;
- **Opportunities for play** along residential streets to provide an important amenity as well as a strong message that the street is designed for people first;
- **Parking** designed so it does not unnecessarily dominate the streetscape, including street parking parking provided under buildings where the finances permit (underground parking is quite expensive); and
- **Creative ways up the hill** to offer an opportunity for interesting pedestrian environments in stairs, switchbacks, public art, rainwater flow, landscaping and other design responses.

Destination quality places, activity centres or precincts

One of the key ways to promote a magical vitality in Ladysmith’s downtown is to focus a small area of a downtown on a particular activity group or theme – areas can be referred to as special ‘precincts.’ A successful precinct typically is built around a central them and includes retail, educational elements, the authentic creation of real goods/services associated with that them (eg: artisan), a physical form that reflects the theme and public events to connect the community to the area. Precincts to be considered for downtown Ladysmith include:

- **Art** - an area dedicated to the creation, sale and celebration of art;
- **Food** – an area that offers a doorway to the Island food and wine movement and products – food shops, cafes, brew pubs, winery outlets, public art that celebrates food, edible landscaping, public food celebration events, and others;
- **Music** – an area that is devoted to retail, education and performance related to music;

- **Gardens** – an area that celebrates great gardens, garden stores, horticulture education and garden events;
- **Theatre** – an area devoted to all things related to the theatre;
- **Fashion** – an area devoted to clothing and fashion;
- **Green** – an area dedicated to the promotion of green products and services, education, green buildings, green technology and others; and
- **First Nations** – an area dedicated to showcasing First Nations culture, art, long house buildings, events, crafts and others.

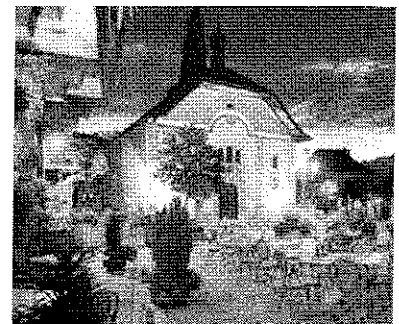
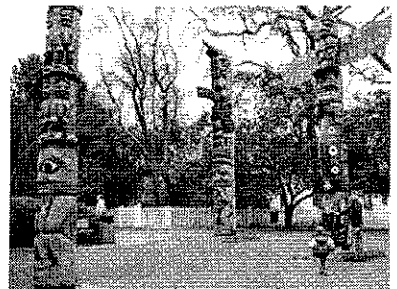
Sustainability

As the downtown is an “icon” of Ladysmith’s identity and values, the presence of green buildings and infrastructure needs to be visible, and stores need to offer sustainable goods and services. For more specifics, see the sustainability section of this document.

Implementation steps

The logic of development in Ladysmith’s downtown is quite simple – to evolve over several decades as buildings age, demand grows and land becomes available:

- **Redevelopment along 1st Ave** - Plan for the long term redevelopment of the blocks on either side of 1st avenue over most of its length, and recognizing key areas or specific buildings which will need retention for heritage purposes. Mixed use buildings can be located along 1st Avenue with retail / commercial on the ground floor, some office on upper floors, with apartments above them;
- **Taller buildings located to preserve views** - Focus development into roughly 4 storey buildings (some lower, some possibly slightly higher in some areas), with human scale street walls (2-3 storeys at the sidewalk), with attention paid to keeping key views from agreed upon important viewpoints uphill of the downtown;
- **The heritage buildings can be kept or integrated** with newer development in some cases;
- **Detailed design guidelines** need to be created to ensure development proceeds to meet the community’s hopes and dreams as outlined above;



- A **strong civic presence** (buildings, plaza, etc) is established in the centre of 1st Avenue tying together the upper shopping area and the lower shopping area; and
- **Strong linkages to the highway** are provided to assist in capturing some of the economic potential the highway offers.

The path outlined above will entail change over several decades, moving existing small houses in some cases, creating parcels large enough for apartment buildings with underground parking, and slowly changing the character of the downtown. This process will entail change and tradeoffs and needs to be undertaken thoughtfully.

Implementation Strategy

The vision for Ladysmith's downtown as outlined in this section creates an image of a highly desirable and prosperous town. It will take many years to achieve this vision and many steps will be required.

An overview of some of the steps that will likely be required is outlined below, noting the tasks, timing and who would lead or convene the work.

Downtown plan

- Medium term
- Town lead
- Create a downtown plan for Ladysmith to more fully reflect and develop the ideas, identity, themes and opportunities identified in this vision work.
- This process should be integrated with other strategies and plans including OCP updates, view management strategies, heritage strategy updates, design guidelines and a CFN cultural profile strategy.

Heritage strategy

- Short term
- Town lead

Review the Town's heritage strategy to align it with the vision outcomes, particularly for regarding the preservation and enhancement of the character and experience of First Avenue as development proceeds according to the downtown vision.

View shed management plan

- Medium term
- Town lead

A strategy can be created to identify and articulate policies to manage key views and view points in Ladysmith, to ensure higher density development in the downtown preserves key views the residents value.

Public art strategy

- Long term
- Town lead

A public art strategy can be created that identifies ways to get more public art into Ladysmith, to profile and celebrate the artists in Ladysmith, and generally raise the profile and celebration of art in the community. This can include public art installations, galleries, banners, expanding current art festivals, including First Nations, and others.

Green business initiative

- Short term
- Community lead

Develop a green business practices initiative to further the sustainability agenda, in conjunction with the Ladysmith Downtown Business Association (LDBA) and others

Section 5

Waterfront

Introduction



Ladysmith's waterfront is one of the most important areas of the town as it plays a key role in the quality of life of residents today, and is central to the identity and success of Ladysmith in the future. This section explores key issues regarding Ladysmith's waterfront and its future, and outlines themes and directions for its evolution in the future.

Ladysmith's waterfront is the locus of much of its interesting history. It has served many roles over the past centuries, from a settlement area for First Nations to a primary loading area for various chapters of resource harvesting – coal, mining, forestry, fish. Today it serves as a key open space, marina and industrial site for Ladysmith and has been the focus of several decades of development planning. The significant hydrocarbon (coal residue) contamination has challenged most project proposals in one to date. The waterfront is considered one of the most important public open space areas in the town by its residents.

Current Conditions

The town boundary of Ladysmith follows the shore for approximately six kilometres and along the way a wide variety of land uses can be experienced ranging from mobile home park at the north, a neighbouring marina, then industrial area, mixed use waterfront, then park, then alternating between park and single family residential. The most used and revered section of the waterfront is Transfer Beach, a park on the prominent peninsula near downtown and bordered by the natural area of Slack Point to the north.

The mixed-use waterfront designation of the OCP covers the area between Transfer Beach and the industrial areas to the north. In 2006, this area was the topic of discussion for a potential comprehensive mixed-use development. Currently the landward side of this section of the shore is composed of mostly natural

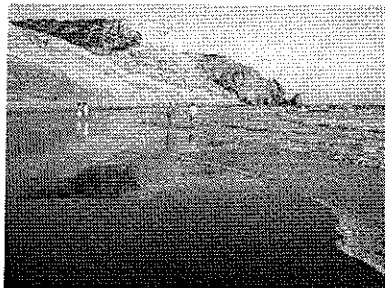
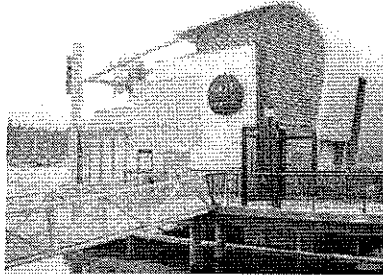
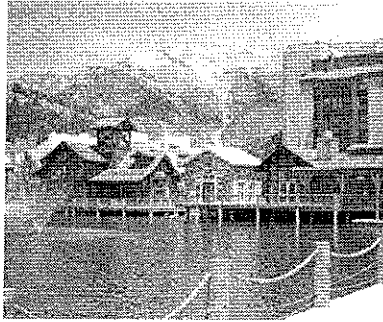
vegetation except for some access roads that serve the community marina and the DFO Small Craft Harbours dock. There is one light industrial centre closer to the highway and beside Ladysmith's train station. The ocean side of this section is busy with boat activity originating from the two docks and log boom activity along Woods Islands. The foreshore of this area contains contaminated waste from historic industrial coal activity.

This mixed-use designation area garnered the majority of discussion during this visioning process and the consultative approach taken was to investigate what facilities, buildings and infrastructure will be needed to support a wide range of waterfront activities.

Existing Future Plans

The Town of Ladysmith OCP charts the future for the waterfront. For the most part the OCP land use designations mirror the existing land use practices. The only area with current land use activity that doesn't fully match the OCP is the mixed-use waterfront area. The OCP calls for a vibrant mixture of activity including commercial, multi-family, single family and special needs residential, park and open space as well as tourist oriented activity. Currently some of these uses exist in this area, but not all, and not to the extent envisioned.

During this process; the waterfront workshop, an economic land use assessment and further technical analysis explored the land use activity mix as well as the most suitable location for different activities. In the discussion that follows, the notion is revealed that a re-evaluation of appropriate locations and land use arrangements for different activities along the shore from transfer beach north to the end of the Town's boundary could improve the Town's overall waterfront experience.



The community vision

The community expressed a strong desire for a wide range of experiences along the waterfront. A logical expression of their desires in general planning principles includes:

1. Natural areas;
2. Recreational areas;
3. Marina and marine activity areas;
4. Waterfront development and services; and
5. A working waterfront of traditional industrial and related uses.

Natural areas

The area currently accessed from Roberts Street, and Transfer beach boulevard naturally lends itself to natural and recreational uses. The waterfront area offers a rich array of experiences in connecting to sun rises, sun sets, rain, wind, snow and sea life over the course of every year to the residents of Ladysmith. The groves of trees, pathways and overgrown areas offer a place to “get away” right adjacent to the downtown – a rare experience in most towns. To maximize the value of this area, it could include:

- **Wilderness experience areas** that are planned to provide an experience of being surrounded by the westcoast rain forest, as well as experiences of coming into a clearing that offers access to the sky and sun;
- **The natural pathway network** that provide natural “greenway corridors” that connect with trails or access points on the edge of the park area;
- **Views of water** both as “framed views” from upland more forested areas and views of the sky, harbour and more broad expanses if water at the waters edge;
- **Habitat** to provide for a diversity of insects and birds, as well as the water’s edge habitat when/if shoreline remediation or rehabilitation occurs, to increase biodiversity in the intertidal zone;
- **Information on history and the ecosystem** including elements in the park area to educate users and visitors about its history and ecology;

- **Dog run areas** that avoid unnecessary conflicts or impacts on sensitive areas; and
- **Facilities and structures** to offer parking, basic washroom and concession facilities and possibly other structures such as rain refuges, picnic shelters and viewing platforms, that are “harmonious” in design and materials with the natural experience theme of the park.

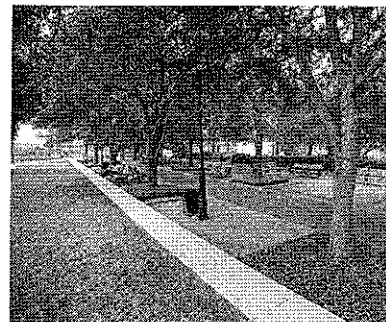
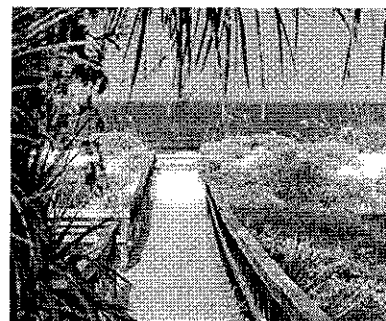
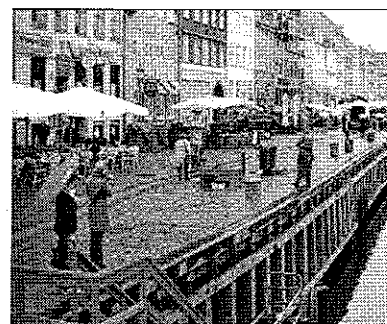
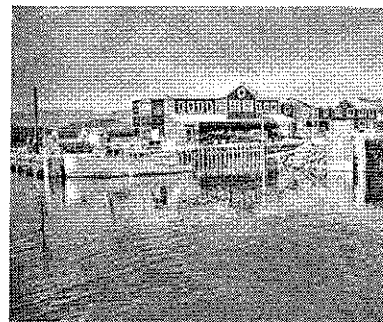
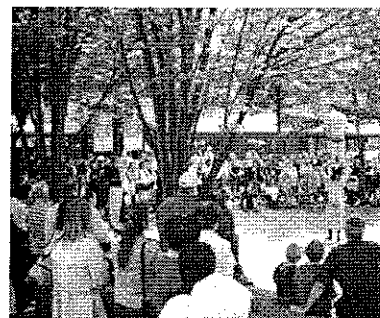
Recreational areas

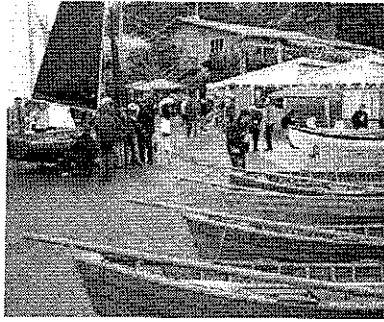
The waterfront is a high valued area for both sports activities as well as for festivals. With regard to sports and play areas there is an opportunity to provide more of these areas to serve the community as it grows over time. The area around Transfer Beach as well as that along the flatter areas of the waterfront offer themselves easily to these uses. Successful sports and play areas should consider the following elements:

- **Play fields and surfaces** of various types and sizes;
- **Facilities** to provide washrooms, change rooms and storage for sports equipment to support a well-functioning sports and play area, as well as meeting areas, parks offices and food concessions as needed;
- **Seating areas** for spectators and team support staff;
- **Food services** such as temporary food vendors, “tailgate party” areas, or through more formal food facilities, such as cafes, restaurants or others, such as the “Transfer Grill”; and
- **Parking** that is designed and located so as to minimize impacts visually and ecologically.

Festivals are one of the most important places where residents of Ladysmith volunteer for their community, connect with the “magic experiences” of their town and with each other. The town already hosts many well attended festivals and public events and these have assisted in positioning Ladysmith favourably on the Island. For efficient festival hosting, a few of the elements to consider providing include:

- **Stages** for a range of types of performers;
- **Lighting** for stages, shows, and all pedestrian and parking areas;
- **Seating** to serve festival goers as well as to be a “trace” or reminder of the many great festivals of the past and a promise of festivals in the future;
- **Rain protection** for performers;

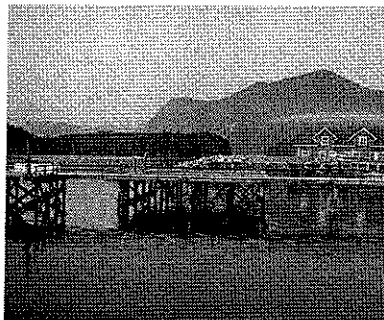
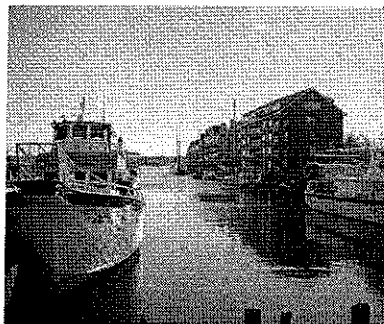
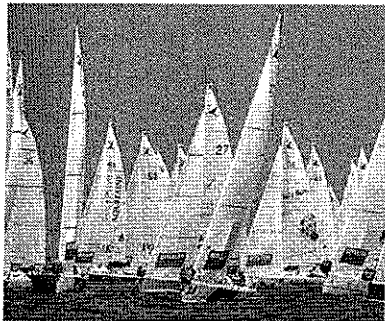




- **Audio visual infrastructure** such as power outlets;
- **Access and parking for large vehicles and participants;**
- **Food** concession areas;
- **Garbage and recycling** management areas with easy access;
- **Washrooms;** and
- **Water** for the food service area as well as for other purposes throughout any area.

Marina and marine activity areas

The Ladysmith harbour is the primary place where residents and visitors access the water for boating and sport fishing including the marina, the government dock, the public boat launch, and beach launching areas for kayaks or other small craft. These activities also support other activities such as diving. Successful boating areas include the following:



- **Moorage and a marina** to provide long and short term moorage as well as additional facilities including storage, meeting areas, food services, and others;
- **Boat launch** and trailer parking;
- **Marine gas station** to support larger boats and the viability of moorage and a working waterfront;
- **Marine sewage pumping station;**
- **Stores** for provisions and fishing licenses;
- **Restaurants** to support both boaters as well as waterfront visitors;
- **Hospitality** facilities, hotels, B&Bs and others to support the tourism opportunities; and
- **Tour support facilities** such as:
 - Signage for the tours;
 - Friendly welcome experience areas;
 - Parking / moorage for cars / boats of people coming for tours;
 - Shops for browsing and souvenirs, particularly artisan studio shops;
 - Information on places tourists might be interested in visiting;
 - Harbour tour facilities for tour boats;
 - Events to draw people and link them with tours (see

festival infrastructure section);

- Walkways around the waterfront area;
- Boat rentals (power, sail, kayak, etc) for self-guided tours; and
- Others

Waterfront development and services

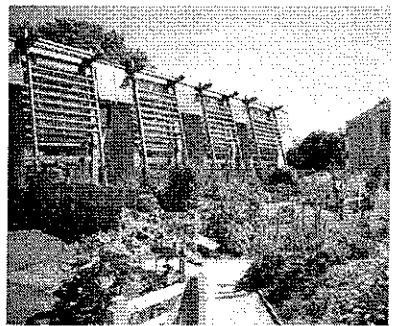
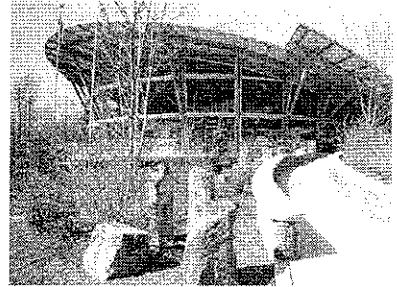
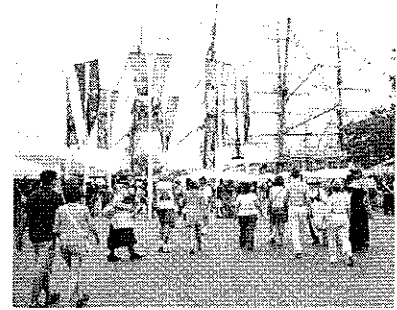
The diverse, animated and highly loved and used waterfront depends first and foremost on its ability to support the desired activities of a wide range of users – a waterfront for all.

Currently the Town supports current industrial use. These are fine for the time being, but over the next several decades, a great opportunity exists to begin to bring the developed areas of the downtown (1st Ave) across the highway and down to meet the waterfront. Industry can be kept in many areas or moved over time to the new industrial park area on the south end of town. Should industry choose to leave, the addition of a mixed use (waterfront commercial, retail, residential) village over time in this area offers a significant opportunity to the Town and one that would meet the many ideas and experiences residents suggested they would value for the waterfront. The financial benefits of this work could assist in paying for clean up in the harbour where necessary as well as provide many overall community waterfront amenities. In addition to shopping and related services noted above for other uses, the following uses should be considered:

Residential

For any developed area of the waterfront, residential is an advisable land use as it will increase the ability to pay for amenities, will make that developments more viable especially the early ones, increase the transit viability of the area, provide more customers for waterfront retail and restaurant areas, and keep the area safer by providing “eyes on the street.” A number of options exist for housing associated with the waterfront, including:

- **Various home types and densities** including apartments and townhomes or row houses;
- **Floathomes** to provide a great ambience and character to the waterfront;
- **Parking** to support residential and commercial needs. Structured parking will likely be needed, carefully integrated into the building design;
- **Daily shopping needs** to met by a mix of shops and services adjacent the residential areas, including



mixed use development models with both residential and commercial;

- **Buildings** with a westcoast, waterfront village design character, consistent with the identity of Ladysmith. This can include a mix of heritage style, westcoast historical industrial building styles (eg: canneries), or other waterfront appropriate forms.



Shopping

A new waterfront village area with the other uses mentioned in this section will generate a strong demand for commercial and retail areas. These can offer a full scope of shopping including food, tourist-oriented shops, marine and boating supply and others. The shopping area is most logically located in two ways:

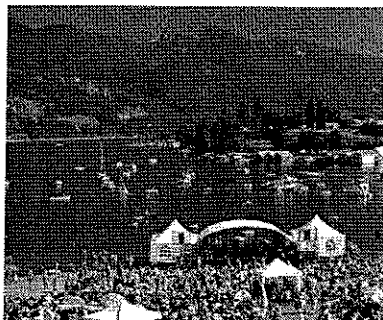
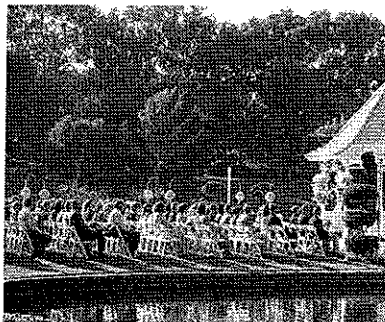
- A **high street**, that has logical connections to Ladysmith's downtown as a street reaching out to the water; and
- **Commercial spaces** along a waterfront promenade all along the waterfront.



Eating and drinking

Vancouver Island is becoming legendary for its food and wine movement (Slow food movement, Island wineries, farmgate places (eg: Hazelwood Herb Farm), agrotourism (corn maze) and others). Opportunities to consider for increasing the profile and service of food and drink associated with the waterfront include:

- **Restaurants and (brew) pubs** with patio areas with relatively easy access from the highway and downtown. These would provide a great waterfront experience for Ladysmith residents as well as pull more people off the highway to experience the great Ladysmith waterfront;
- A **winery outlet** that features wines from the Island area;
- **Artisan food stores** to service people who live and work there, along with boaters and tourists;
- **Picnic, BBQ and "party" areas** to support a wide range of informal food related activities;
- **Food outlets in the park** to offer memorable food and drink experiences in a natural setting, possibly such as Munich's English Gardens beer garden;
- **Community gardens** in a sunny corner of the waterfront park area to provide social and urban



agriculture opportunities for people who live or work in the area; and

- **A celebration of seafood** that offers an opportunity for buying and eating seafood of many types through a fishermans wharf area and through a variety of food outlets.

Hospitality

The waterfront is an important draw for tourists who need accommodations and elements to consider for Ladysmith's waterfront for hospitality include:

- **Hotels** ranging from very low end hostels to high end luxury hotels that can be integrated effectively into a developed area along the waterfront;
- **Camping / RV facilities** in the northerly end of the harbour; and
- **Signage, access and parking** with good connections from the highway.

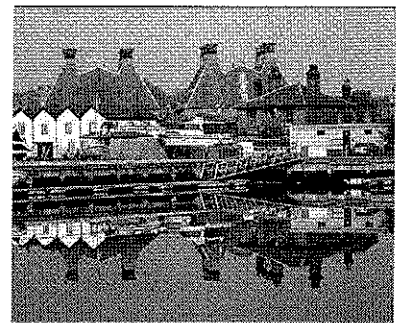
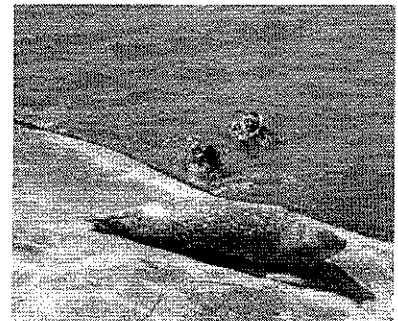
Learning

A layer of information and an educational program can include interpretive signage, spaces for presentations, self guided tour information and places for people to gather for guided tours. Signage and parking infrastructure will be needed to support formal learning and educational aspects.

A working waterfront

Ladysmith has rich industrial history to its waterfront and industry continues to operate along the waterfront along the northern area of the harbour, and this industry offers many benefits and much of it should be encouraged to stay. Traditionally, industry is seen as incompatible with many other land uses. However, so long as issues of safety, smells, dust and noise are dealt with, industry can not only be comfortably located next to many other uses, it can offer an important sense of authenticity. Successful industrial areas include a number of things including:

- **Industrial buildings and facilities** such as large warehouse buildings, small office area, small retail areas to bring goods and services to the public, as well as to support workers;
- **Outdoor work and storage spaces;**
- **Truck access** for heavy tractor/trailer rigs is essential for all industrial areas;
- **Parking** for workers and visitors;



Implementation Strategy

The vision for Ladysmith's waterfront as outlined in this section articulates a memorable place for the community to experience the edge of the ocean. It will take many years to achieve this vision and many steps will be required.

An overview of some of the steps that will likely be required is outlined below, noting the tasks, timing and who would lead or convene the work.

Updated waterfront plan

- Medium term
- Town lead
- Update the Waterfront Area Plan to integrate the many ideas and elements of character and identity and use that the community developed through the visioning process.
- This plan will need to address issues such as:
 - An overall staged structure plan to guide the evolution of the entire Ladysmith waterfront;
 - A waterfront village development strategy for a portion of the current industrial lands;
 - Park subarea programming strategy to address the full range of potential activities and their facility needs;
 - Design guidelines; and
 - Others.

A marina strategy

- Short term
 - Town lead
- The harbour offers strategic opportunities both for community and commercial marina facilities. A strategic plan should be completed to address both opportunities in an appropriate manner.

Industrial lands strategy

- Medium term
 - Town lead
- Create an industrial lands and development strategy to reflect the community goals and ideas in this vision. The waterfront village area development is likely to impact an edge of the industrial waterfront area at this time, and it is important to manage this change in industrial lands in the context of an overall strategy.

Recreation strategy

- Medium term
- Town lead

- Create a recreation strategy to outline the full possible scope of recreation potential for residents and tourists, and the facilities needed to support it – to be implemented over time, weaving pieces of the strategy into different development or capital planning projects.
- This strategy should also consider the opportunity for developing some special activity precincts as outlined in the vision.

Tourism strategy review

- Medium term
- Town lead

Ladysmith's tourism strategy should be reviewed for opportunities to include ideas from the visioning process, including ensuring that Ladysmith's "identity" is a consistently high profile "brand experience" in all aspects of tourism.

Events support

- Medium term
- Town lead

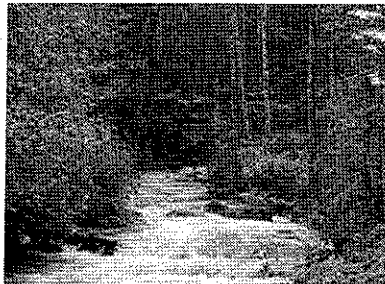
A strategy to support local events could be developed including research into the issues and needs of local events organizers and the provision of resources and the coordination of efforts to streamline events management.

Section 6

Holland Creek Development Area

Introduction

While the downtown of Ladysmith and some existing neighbourhoods will absorb growth over the upcoming decades, new development will also occur – and one of the first areas expected for this to happen in is an area known as the Holland Creek Development Area (HCDA).



Relationship to the Holland Creek Trail

The HCDA does NOT include the Holland Creek Trail area and will be designed to have little to no impact on it in any way. Road and bridge rights of way that may be required may cross the trail area in one area. The Holland Creek Trail area is seen not only as a sacred and precious place to preserve, but its presence is a true asset to this future neighbourhood. Further, the development of the HCDA offers opportunities to further the amenity of the Trail area with better connections to a greenway network throughout the community.

Current Conditions

The Holland Creek Development Area is located approximately one kilometre west and slightly south of downtown, across the prized Holland Creek and Holland Creek trail system in a hillside knoll. Backed in the west by the Hydro powerline and forests beyond with trails leading to Heart Lake, this area is home to the prominent natural amenity known as Arbutus Hump and offers some spectacular views of the ocean.

The development area is divided into three parcels two of which are privately owned and the third parcel is provincial land currently leased as a woodlot to the Chemainus First Nation. All of the privately owned land except portions of Arbutus hump has been

either logged or cleared. The provincial land is designated for ongoing logging as part of its woodlot status.

The Town of Ladysmith has spent considerable effort in the past to secure and protect the riparian forests and trail systems that flank Holland Creek. The lands in between these riparian corridors and Arbutus Hump are waiting for final planning and infrastructure design to proceed with development. This visioning project explored key characteristics that the community of Ladysmith thought important for this development.

Existing Future Plans

In the original site plan from the Holland Creek Development Area Plan of July 2001 the breakdown of the site as depicted in the map titled Holland Creek Trails Sitelines.



Total Undevelopable Area – 90.8 ha

- Conservation area 71 ha
- Utility ROW 17.7 ha
- Public Works Yard 2.1 ha

Total Developable Area – 95.5 ha

- Non-residential
- Park space 3.4 ha
- School site 3.6 ha
- Commercial 0.5 ha
- Reserve 12.9 ha

Residential

Currently the Holland Creek Area is zoned primarily as Single Family residential.

Single family estate 9.15 ha (23 units)

- • Single family 57.25 ha (707 units)
- • Small lot single family 4.5 ha (111 units)
- • Multifamily 4.2 ha (125 units)

Total units – 966

Total population expectations – 2,415 (2.5 persons per unit)

The Community Vision

A model for future neighbourhoods

Future growth in Ladysmith will include adding new neighbourhood areas uphill, to the west of the main village area as well as other areas. The HCDA is seen as a potential model in general terms of responsible, sustainable and attractive development that other areas in the future can emulate. As such, this section endeavours to provide perspective and suggestions on the vision for the HCDA that the residents of Ladysmith would support in accordance with the 8 Pillars structure used in the sustainability strategy section of this report.



1) Land uses for a complete community

The land uses to be considered for the HCDA are those that will create a complete community that offers opportunities to live, work, play, shop and learn, including:

- Housing – including single family, townhomes, row houses, infill coach houses, and apartments (standalone and over shops in the village centre);
- Live/work buildings for artisans, consultants and others;
- Small scale retail shops of various types, such as a book store, corner food store;
- Small scale office spaces;
- A brew pub;
- Small scale hospitality (small hotel, B&B);



- Health, wellness or medical services such as clinic;
- Schools
- Community services and facilities:
Small community centre / neighbourhood house;
Fire / police;
- Arts and culture:
Theatre;
Music facility;
- Artisan work spaces which might include small scale light industrial;
- Gas station; and
- Churches.

The village centre

The village centre is seen as the heart of the HCDA neighbourhood. It is envisioned to a public square or plaza that offers the experience of meeting neighbours, eating in a village environment, displays of art or other interest, and possibly supporting a farmers' market in the future.



A preliminary economic analysis of the commercial capacity for the HCDA village area concluded it could support approximately 10-15,000 sqft of commercial – which equates to approximately a dozen businesses (shops, restaurants, small offices, others) – which is the perfect amount to create an small, neighbourly village experience.



Retail stores associated with this village centre are encouraged to include:

- Bakery and other small food stores;
- Restaurants / pub;
- Coffee shop;
- Small boutique stores for various goods and services;
- Artisan workshops and galleries;
- Medical / dental services;
- Hair dressers; and
- Others of this character.

The commercial areas in the village centre are not intended to

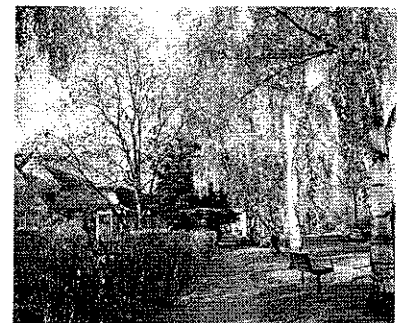
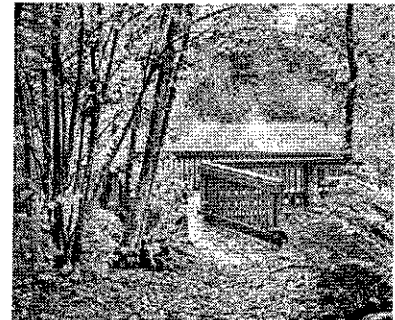
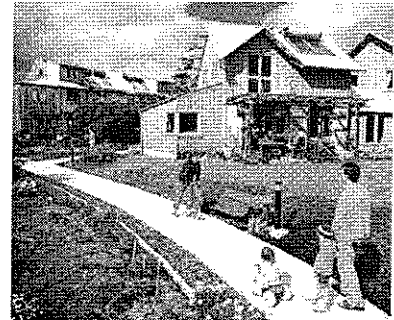
be extensive so as to challenge the main shopping area in the downtown. Instead the commercial in the HCDA is expected to primarily support daily local needs, and it will be implemented likely slowly over many years as the residential area develops.

2) Transportation

The transportation network for the HCDA is expected to be exemplary of a sustainable community, with connections to the surrounding street grid at both the north and south ends of the neighbourhood, including a bridge over the Holland Creek ravine and trail area. The design of this bridge will need to be carefully addressed to ensure an appropriate fit with the aesthetics and use of the Holland Creek Trail.

The HCDA transportation network is envisioned as including:

- **Pedestrian-oriented design** with a fine-grained network of paths, sidewalks and greenways to make walking the most convenient way of getting around in the neighbourhood;
- **Bicycle lanes and facilities** to encourage cycling and make it safe, particularly for areas that link housing with schools;
- **Planning for trolley transit** to position every home within 400m of a transit stop that would link HCDA with the downtown, waterfront and other areas of the town;
- **Shared cars** to support a reduced need for second cars amongst the neighbourhood residents. Parking requirement relaxations should be offered in exchange for the provision of shared cars;
- **Great streets** including:
 - Street trees;
 - An old world feel to street created through dimension and materials;
 - The narrowest paved areas for cars possible;
 - Patterns that both provide a strong geometric structure to the town (eg: grid) while responding appropriately to the area's terrain;
 - Roundabouts in intersections with gardens in the roundabout structures;
 - Areas to sit along sidewalks and in special park areas;
 - Areas for children to play;
 - Stormwater management that keeps stormwater on the surface as much as possible, supports is cleaning and polishing, minimizes peak runoff surges and





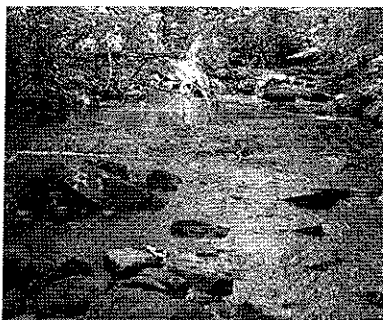
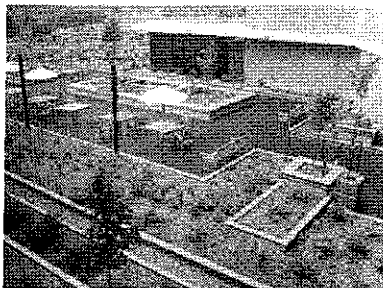
permits slow percolation into the groundwater table (eg: through rain gardens) to keep the Holland Creek hydrology regime healthy;

- Parking areas and garages that do not dominate the street experience and aesthetics; and
- Appropriate emergency access for fire, police and ambulance.

3) Green buildings

The buildings in the HCDA will include several densities of residential as well as commercial and institutional (school). Green building practices should be pursued with, possibly including the use of respected green building programs is encouraged, such as the Built Green program or the Canadian Green Bldg Council's LEED program, with the aim of:

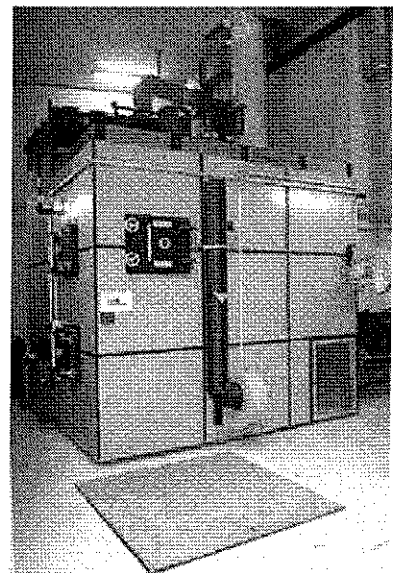
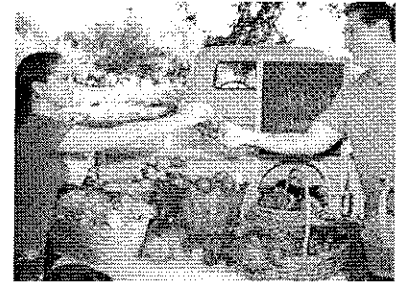
- Reducing energy use;
- Harvesting local renewable energy where possible (eg: geoechange);
- Reducing water consumption;
- Re-using harvested rainwater (and possibly treated wastewater) where possible;
- Using natural and locally harvested or manufactured materials;
- Using non-toxic materials;
- Providing facilities that make it easy to recycle;
- Reducing construction waste
- Using materials that are recyclable; and
- Others.



4) Multi-dimensional landscape design

The landscape in HCDA needs to support healthy local ecosystems and habitat, provide opportunities for recreation, opportunities to grow food, and to celebrate the artistic and heritage values in the community, including:

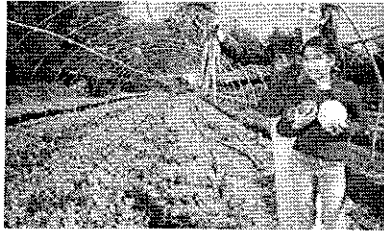
- A **greenway network** that offers pedestrian paths, surface stormwater swales and habitat corridors connecting the neighbourhood internally and externally;
- A **variety of recreation opportunities** such as:
Fields associated with a school or park;
Playground facilities;
Direct access to key trails and greenways in the area;
Small community centre activities or facilities; and
Others;
- **Habitat friendly landscapes** with a landscape plant palette that includes a strategy to enhance insect and songbird habitat;
- **Community gardens and productive landscaping** to support the growing of food, particularly near multi-family areas;
- A **wide range of recreation opportunities**; and
- **Public art** including celebrating heritage.



5) Innovative infrastructure

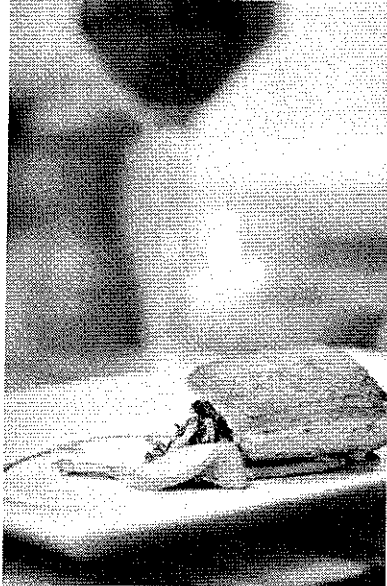
Innovative infrastructure systems should be addressed in the HCDA that support sustainable community objectives, such as reducing climate emissions, reducing water consumption and reducing waste. These may be centralized or decentralized, and could include:

- **Energy systems** that focus on increasing energy efficiency in buildings and infrastructure, providing alternative energy sources (eg: geexchange) and possibly developing district heating systems in appropriate areas;
- **Water management** that focus on reducing water consumption in buildings and landscapes;
- **Wastewater treatment** that include opportunities and technology that support re-use of treated water;
- **Rainwater** that is harvested and re-used where possible, with runoff being managed on the surface wherever



possible, to remove contaminants and percolate it back into the Holland Creek watershed groundwater; and

- **Solid waste** that is managed to facilitate recycling and composting, including construction waste and addressing the design of buildings to support this (3-stream separation).



6) Sustainable food systems

Addressing sustainable food systems is an important opportunity for the HCDA to assist citizens to both reduce their environmental footprint and to increase the culture and economic advantage of local food, including:

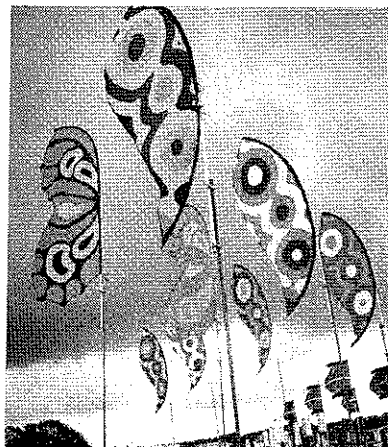
- **Local restaurants** and cafes in the HCDA village centre.
- **Local food stores** in the village centre to provide basic daily needs, as well as possibly specialize in Island sourced food;
- **Community garden plots** in sunny areas for a minimum of 10% of residents in the multi-family buildings, including supporting systems such as deer fencing, a small storage shed for tools, and sources of water; and
- **The celebration of food** in the public landscape in the HCDA – including public art, landscape plantings, facilities for food-related events and others.



7) Community health

The social experience is one of the most important aspects of culture and experience of Ladysmith and will be for the future community in the HCDA and therefore the planning and design of the HCDA should consider:

- **Socially supportive public landscapes** that facilitate social interaction – providing places to meet and sit, providing a central village square to be the heart of the social community, and others;
- **Community meeting and recreation amenities**, possibly integrated with a school;
- **Public art**;
- **Safety and accessibility** through application of the principles of CPTED (Crime Prevention Through Environmental Design) and through supporting the needs of the elderly for mobility; and
- **First Nations partnership opportunities** for profiling their art and culture.



8) Economic opportunity

Economic prosperity is a fundamental goal of any sustainable community and the HCDA can offer the following elements to support prosperity in Ladysmith:

- **A realistic approach to development economics** and the cost of community amenities and sustainability initiatives;
- **Small businesses opportunities** including commercial space (retail / office / artisan studio) in the village centre, as well as live/work compatible housing forms throughout; and
- **Employment opportunities** for many, including exploring the potential to get underprivileged individuals or those apprenticing in trades involved in the development of the HCDA.

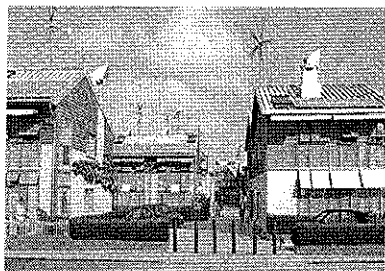


Integrating Ladysmith's past into the Holland Creek Development Area

Ladysmith's history and the heritage quality of its downtown, older neighbourhoods and waterfront areas is central to its identity, reputation and quality of life. The HCDA will be an entirely "new" area with little physical history to preserve or draw on. However, as a new neighbourhood, and one of many more future neighbourhoods, in a context of Ladysmith's desire to enhance its identity, including the heritage dimension, the issue of how heritage aspects of the town can be woven into the HCDA needs to be addressed. The following offers some ideas for how to weave heritage forms and character into the HCDA:

- **(Neo) Traditional town planning patterns** can be used in the HCDA to harmonize with the older town areas of Ladysmith, particularly the use of a grid street system;
- **Streets** can be made as narrow as possible to emphasize an older village character, including street trees, with street names that draw from Ladysmith's past to weave in Ladysmith history into the wayfinding of the neighbourhood;
- **Parking** can be minimized and located in clusters (versus large parking lots);
- **A central town square** can be created with a strong geometry, a sense of enclosure and a central feature (public





art, fountain) also resonate with traditional town patterns;

- **Smaller buildings** that have a smaller “human scale” massing at the street edge and are more environmentally friendly can be mandated;
- **Heritage style architecture** that harmonizes the new and the old in terms of massing, roof lines, colour palettes, windows, detailing, materials and others can be specified. Architectural advice should be sought on all building plans to ensure heritage character aspects do not cheapen the overall heritage value of the town by poorly implemented schemes;
- **Public landscapes** with high quality heritage styled landscape lighting and furniture where possible, with advanced “green” technology like solar powered street lighting, can be used; and
- **Educational information displays** on the natural, First Nations and town history in the village area can be integrated into the pedestrian experience.

Implementation Strategy

The vision for the Holland Creek Development Area as outlined in this section creates a powerful image and goal for future neighbourhoods in Ladysmith.

The first key step in planning and implementation for the HCDA includes:

Holland Creek Development Area plan update

- Short term
- Town lead

Update the Holland Creek Development Area plan to reflect the values and vision the community created for its next chapter. This update should create policy for a model sustainable neighbourhood to be an example for future neighbourhoods, working closely with the landowners.

Conclusion

This report describes a vision for a sustainable future for Ladysmith that was created by the community through an experience-driven planning process in the fall of 2009.

Ladysmith is a special and unique town with a strong sense of identity and history. Conventional growth patterns were seen to be falling short of the potential great future that residents saw for Ladysmith. Residents have not been against development per se, but rather they wanted it to bring them more of what they love about Ladysmith, not less.

The “experience-driven” approach to the planning was unique in that it focused on facilitating residents to articulate the experiences and character they value and want to have more of in Ladysmith. The technical planning work can then proceed with a focus on setting in place the policies and guidelines to creating a place that would deliver those experiences.

This vision document is intended to serve as a guide and reference point for the many decisions Ladysmith has ahead as it engages developers and continues to work to make the quality of life of its residents the best it can be.

Ladysmith is already a leader in sustainability in BC, and the 8 Pillars framework in this report outlines a path to build on that commitment and extend it to all aspects of the community. There is a broad scope of work ahead on sustainability for the town, and with the path outlined here, its sustainability goals can be realized over time.

The overall town vision outlines the desired identity of Ladysmith and how that identity can be infused into all aspects of the town. The character guidelines and preferred images that emerged from the work, offer a compelling vision of a great small town, built around the principles of sustainability, heritage and a vibrant small town experience.

The heart of Ladysmith is its beautiful downtown. The vision for this boutique downtown sees many more people living there, creating a vibrant urban village with a greatly increased choice of shopping and many more jobs, as well as a significant presence of art and First Nations culture.

The soul of Ladysmith lies in its waterfront, and the residents see a significant increase in amenity over time in natural, recreational, and village areas. This is the building on investment the community has already made in Transfer Beach and other areas. The process to complete the update to this plan, and develop it will occur over time as resources allow and as the town considers the evolution of its industrial land uses in the area.

There are areas around Ladysmith that will become new neighbourhoods, allowing the town to grow in a sustainable manner over time. The first of these is to be the Holland Creek Development Area (HCDA), which the community envisions as an innovative village; with a diversity of housing, a mixed-use village centre, networked in a pedestrian orientated natural setting, while well connected to the existing town areas. The implementation of this plan and others will occur in a sensitive manner that expresses the values and character of Ladysmith in a market reality.

The implementation of the overall vision will occur over many years with both the Town and the community working together to lead the development and implementation of a wide range of strategies and initiatives.

Using this community-authored vision as a guide, Ladysmith can develop in the future into a sustainable town that embodies both the best of what it is today, and the best of what the future and development investment can offer.